

# **Appendix 1**

Committee Report

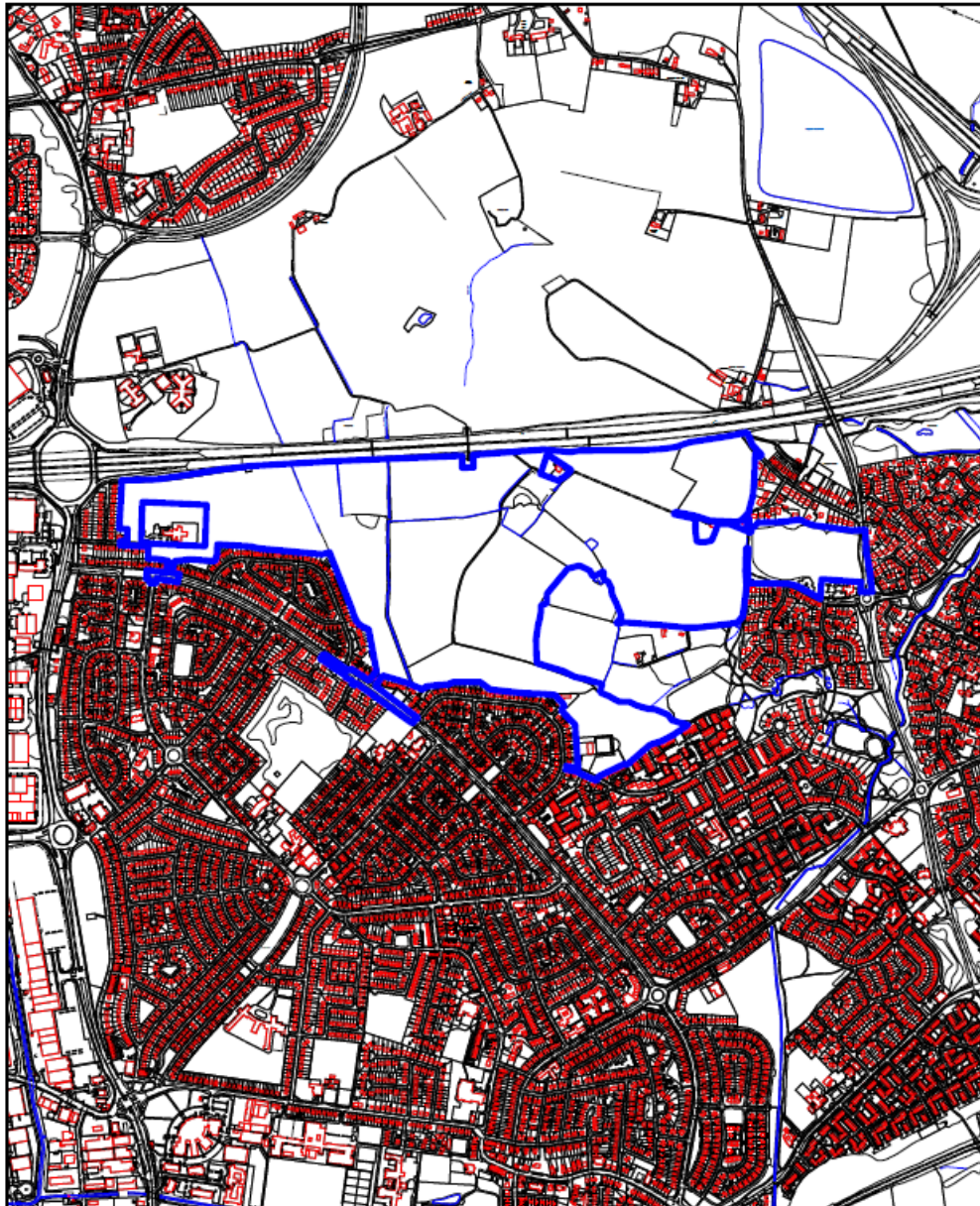
# DEVELOPMENT MANAGEMENT COMMITTEE

**Thursday 23rd February 2017**

**Start 18:30**

<u>Item</u>	<u>Page</u>	<u>App number</u>	<u>App Location/Description</u>	<u>Recommendation</u>
1	2	2016/28492	<p><b>Land at Peel Hall; Land South of M62 bounded by, Elm Road; Birch Avenue; Poplars Avenue; Newhaven Road; Windermere Avenue, Grasmere Avenue; Merewood Close, Osprey Close Lockerbie Close, Ballater Drive and Mill Lane, Poplars &amp; Hulme, Warrington</b></p> <p>Major Development: Outline planning application for a new mixed use neighbourhood comprising residential institution (residential care home - Use Class C2); up to 1200 dwelling houses and apartments (Use Class C3); local centre including food store up to 2000 square metres (Use Class A1); financial &amp; professional services; restaurants and cafes; drinking establishments; hot food takeaways (Use Classes A2-A5 inclusive); units within Use Class D1 (non-residential institution) of up to 600 sq m total with no single unit of more than 200 sq m; and family restaurant/ pub of up to 800 sq m (Use Classes A3/A4); employment uses (research; assembly and light manufacturing - Use Class B1); primary school; open space including sports pitches with ancillary facilities; means of access (including the demolition of 344; 346; 348; 458 and 460 Poplars Avenue) and supporting infrastructure. (All detailed matters other than access reserved for subsequent approval.) (Application is accompanied by an Environmental Impact Assessment)</p>	Refuse

<b>2</b>	<b>52</b>	<b>2016/28807</b>	<b>Land Bounded By Pewterspear Green Road, Ashford Drive, Stretton, Warrington</b> Outline Application (Major) - Outline planning application for up to 180 residential dwellings (access only - all detailed matters are reserved for subsequent approval).	<b>Approve</b>
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**WARRINGTON**  
Borough Council



Warrington Borough Council Planning Department



2016/28492  
DMC Thursday 23rd February 2017

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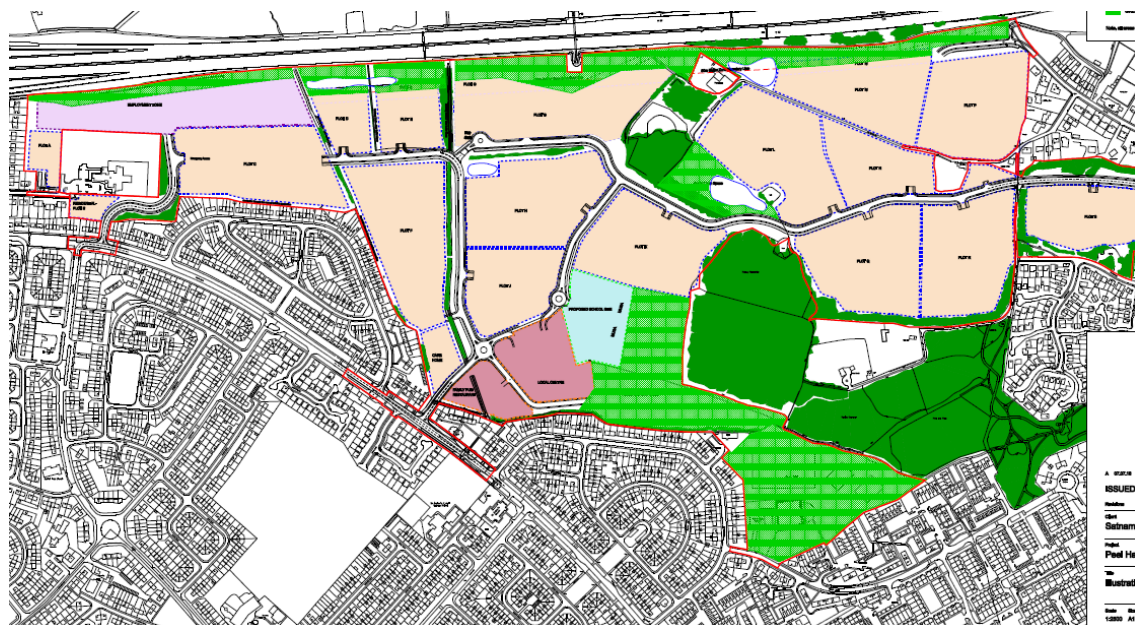
**DEVELOPMENT CONTROL COMMITTEE DATE 23<sup>rd</sup> February 2017**

**ITEM 1**

<b>Application Number:</b>	<b>2016/28492</b>
<b>Location:</b>	<b>Land at Peel Hall; Land South of M62 bounded by, Elm Road: Birch Avenue; Poplars Avenue; Newhaven Road; Windermere Avenue, Grasmere Avenue; Merewood Close, Osprey Close Lockerbie Close, Ballater Drive and Mill Lane, Poplars &amp; Hulme, Warrington</b>
<b>Ward:</b>	<b>Poplars and Hulme, Poulton North</b>
<b>Development</b>	<b>Major Development: Outline planning application for a new mixed use neighbourhood comprising residential institution (residential care home - Use Class C2); up to 1200 dwelling houses and apartments (Use Class C3); local centre including food store up to 2000 square metres (Use Class A1); financial &amp; professional services; restaurants and cafes; drinking establishments; hot food takeaways (Use Classes A2-A5 inclusive); units within Use Class D1 (non residential institution) of up to 600 sq m total with no single unit of more than 200 sq m; and family restaurant/ pub of up to 800 sq m (Use Classes A3/A4); employment uses (research; assembly and light manufacturing - Use Class B1); primary school; open space including sports pitches with ancillary facilities; means of access (including the demolition of 344; 346; 348; 458 and 460 Poplars Avenue) and supporting infrastructure. (All detailed matters other than access reserved for subsequent approval.) (Application is accompanied by an Environmental Impact Assessment).</b>
<b>Date Registered:</b>	<b>15-Aug-2016</b>
<b>Applicant:</b>	<b>Satnam Millennium Ltd</b>
<b>8/13/16 Week Expiry Date:</b>	<b>04-Dec-2016</b>

## **Executive Summary**

The proposal is an outline application for up to 1,200 new homes together with a new neighbourhood comprising the mix of uses set out in the full description of development above.



### ***Extract from submitted illustrative Masterplan, showing areas proposed for residential and other development***

In principle, the proposal is undoubtedly capable of bringing significant potential benefits as a sustainable “urban extension” to the northern edge of Warrington, without intruding into Green Belt. It is therefore important to consider the application on its own merits and in the wider context in order to ensure that a truly sustainable balance of new homes, jobs, local services and supporting social and other infrastructure could potentially be delivered. It is considered that the application could potentially make a valuable contribution in these regards, and proposes the following:

- The delivery of up to 1,200 new homes, including a minimum of 30 per cent of site capacity to be affordable housing, to include Starter Homes; discount purchase and rented accommodation
- A new local centre, including a food store, eateries and services to serve the new homes as well as adding to choice and availability for existing residents across north Warrington;
- The delivery of local highways improvements aimed at mitigating the new vehicular trips generated by the development and to improve the wider local highway network in north Warrington
- A travel plan bus pass system for new residents and cycle voucher scheme
- The reservation of a suitable site for a new primary school adjacent to the proposed local centre shown on the submitted Masterplan, or a financial contribution to the expansion and improvement or other



- primary schools in the area, or a combination of both
- The provision of a new 100 bedroom care home for the elderly
- The replacement of the existing playing fields (ie the Homes and Communities land at Blackbrook Avenue) on a like-for-like basis elsewhere within the development site
- The laying out of new playing fields on the Council's land at Windermere Avenue prior to the closure of the Mill Lane playing fields
- The landforming and planting of a substantial lands cape buffer to the northern edge of the site, alongside the M62, with public access

Members will be aware that - in the absence of a confirmed housing target figure for the Borough or a demonstrable five year housing land supply, the National Planning Policy Framework (NPPF) makes it clear that there should be a presumption in favour of sustainable development.

The proposal is considered to be a sustainable urban extension, albeit onto "greenfield" land, which would bring investment, new housing and other new activity and facilities into an area bounded by parts of Warrington which are among the 10, 20 and 30 per cent most deprived in England.

No development is proposed within the confines of the existing Peel Hall Park area.

By reason of the scale and range of the proposals, the scheme clearly has the potential to deliver substantial transformational benefits. The proposal reinforces the evidence that Warrington is capable of attracting large scale new mixed use development, and is a desirable location of choice for land developers, businesses and for those wishing to base themselves in Warrington, as new or re-locating residents.

The potential impact of the proposal obviously includes that of access and impacts on the existing road and transport infrastructure. Assessment of these impacts has been the subject of detailed work and review by the applicant and by the Council's teams. Following work by both parties to assess and to formulate potential mitigation measures to support the scheme with new or improved infrastructure and/ or other transport-related measures since before the submission of the application, such mitigation has not been finalised or agreed. In these regards, it is considered that insufficient information has been submitted to enable the local planning authority to confirm that the potential impacts of the proposed development on the transport network would not be severe - should the full development proceed. In the absence of adequate information to accurately forecast potential impact, it is not considered possible to design and deliver suitable mitigation. The insufficiency of such information also does not make it possible to accurately model the impacts on air quality or road noise. In the absence of the known financial costs of mitigation, it is not clear either whether the proposed development could be reasonably expected to bear the costs of delivering the range of other measures required by the Council's Planning Obligations SPD, as set out in this report. Nonetheless, the range of "social infrastructure" requirements expected by Core Strategy policies and by the adopted Planning Obligations SPD – namely schools places, health care and

sport and recreation provision - are not considered to have been met. Failure to provide such contributions are considered to detract from the overall sustainability of the scheme, in conflict with the thrust of the National Planning Policy Framework, and in particular paragraphs 7 (second bullet point) and 8. The refusal of planning permission is recommended in the light of this, as it is considered that without known and agreed mitigation, the potential benefits of granting permission would be significantly and demonstrably outweighed by the negative effects of the likely impacts.

## **Human Rights**

*The courts have held that in planning matters - as there are inherent measures to protect an individual's interests - it is unlikely that a planning decision will result in such an impact that the harm caused is disproportionate to the goal to be achieved. This application should be considered in the light of the provisions of the Human Rights Act 1998. Under Article 6, the applicants [and those third parties, including local residents, who have made representations] have the right to a fair hearing - and to this end the Committee must give full consideration to their comments. Article 8 and Protocol 1 Article 1 confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the adopted Warrington UDP and the emerging Local Plan Core Strategy for Warrington, the Strategic Director for Economic Regeneration, Growth & Environment has concluded that some rights conferred by these Articles on the applicant(s)/objectors/residents and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the wider public interest - and on the basis of the planning merits of the development proposal. He believes that any restriction on these rights - posed either by the grant or refusal of the application - would be within the margin of discretion afforded to the Council under the Town and Country Planning Acts.*

## **Reason for Referral to Development Management Committee (DMC)**

It is considered expedient and appropriate to refer this application to DMC by reason of the significant scale of the proposal. The application is "major" according to the government's classification, and has attracted a high number of objections.

## **Application**

This is an outline application – with details of access to be determined now. The proposals show the general extent and availability of areas for landscaping – although the detailed treatment of landscaping is a reserved matter. The general proposed extent and distribution of land in the each of the proposed uses is also shown for illustrative purposes. Also shown for illustrative purposes are suggested layouts for each of the phases and sub-phases. Understandably, there is very little certainty over the detailed final form of the proposed development at this point in time. This is because the



applicant will seek to put the site on the open market should outline permission be forthcoming - with the intention that individual volume housebuilders and other developers will then put forward their own detailed schemes for each part of the Masterplan area.. At this stage, the applicant is seeking an outline permission which is as “open” and consequently as flexible as possible – in terms of details of layout, landscaping *et cetera*. Notwithstanding this, 840 open market houses and 360 affordable homes have been proposed by the applicant.

The application has been submitted with an Environmental Statement, as the project is subject to Environmental Impact Assessment (EIA), and with a comprehensive suite of other documents and supporting material, as follows:

- Detailed access plans covering Birch Avenue; Poplars Avenue West; Blackbrook Avenue; Mill Lane; Poplars Avenue; Grasmere Avenue;
- Environmental Statement (3 volumes including non-technical summary)
- Design and Access Statement
- Planning Context Assessment Report
- Transport Assessment
- Landscape and Visual Assessment Report
- Ecology Reports
- Retail Assessment
- Phase One Desk Study Report
- Technical Paper on Housing Issues
- Flood Risk Assessment
- Utilities Report
- Air Quality Assessment
- Noise Assessment
- Archaeology Assessment
- Pre-Application advice letter
- Draft Heads of Terms for S106 agreement
- Statement of Community Involvement
- Parameters plan
- Landscape Masterplan (illustrative)
- Site Masterplan (illustrative)
- Layout for local centre, family pub and school (illustrative)
- Sports and recreation plan (illustrative)

## **Site**

No part of the application site is allocated for any particular use or purpose by the Local Plan Core Strategy for Warrington.

No development is proposed within the confines of the existing Peel Hall Park area.

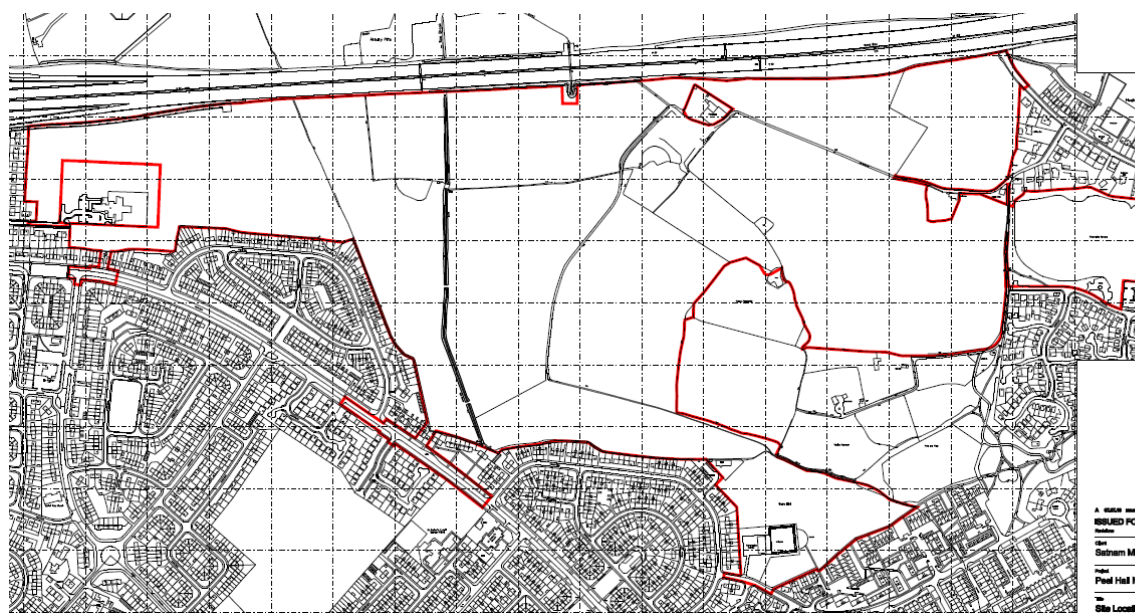
No part of the site is Green Belt. The entire 69 hectare site is within the confines of the built up area boundary of Warrington.

In general terms, the 69 ha site is bounded by the urban area of Warrington to the west, south and east, and the M62 to the north. Approximately 4 ha of the site is Council operated recreational open space.

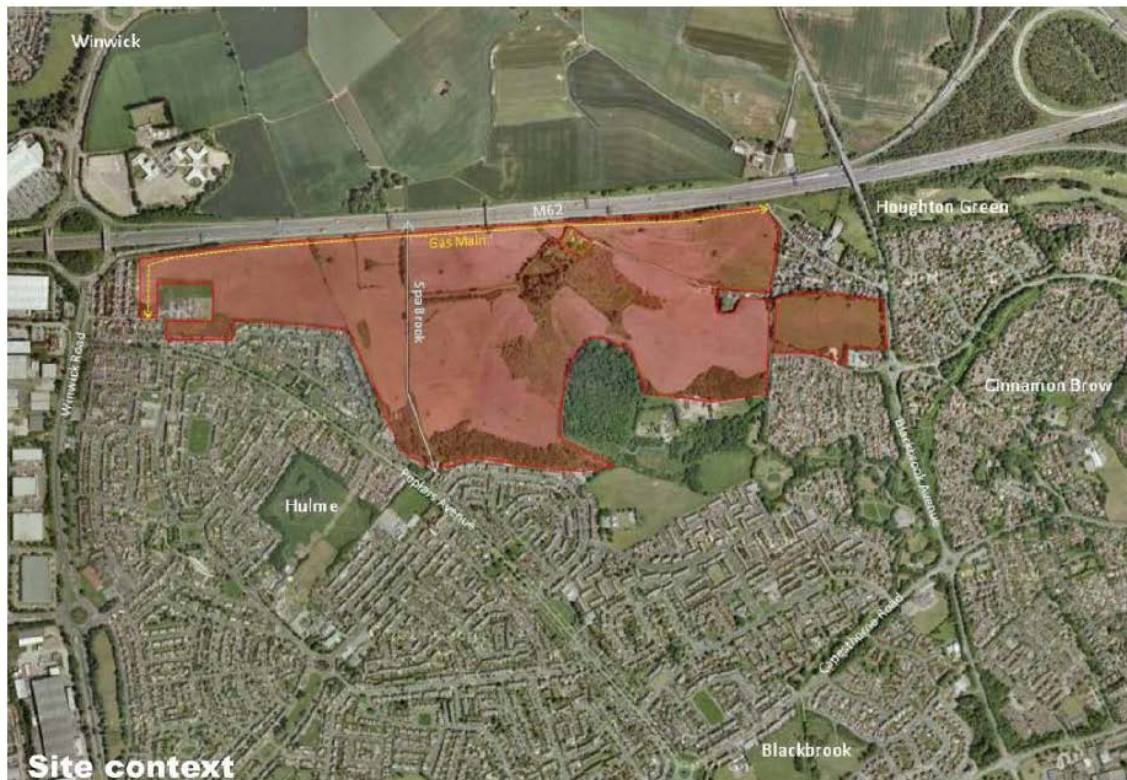
The great majority of the site has not been previously developed, is therefore “greenfield” and is composed of largely dis-used arable fields sub-divided by ditches and largely fragmented hedgerows. There are some relatively small stands of mature broad-leaved plantation woodland and several small ponds. There are substantial stands of immature broad-leaved woodland on the southern boundary of the site. The open fields have been ploughed and left to grow and are now composed of a mix of grasses and tall herbs. The lack of land management has also allowed scrub saplings to establish here and in certain areas the cessation of management has also allowed the growth of common reed.

In contrast to the rest of the site, the easternmost part includes a recreational area with playing fields, formal footpaths and is landscaped with immature woodland and shrubs.

The northern boundary is largely formed by the M62, while to the south, west and east the land is predominantly residential housing – the exception being Radley Wood and the grounds and houses at the end of Radley Lane.



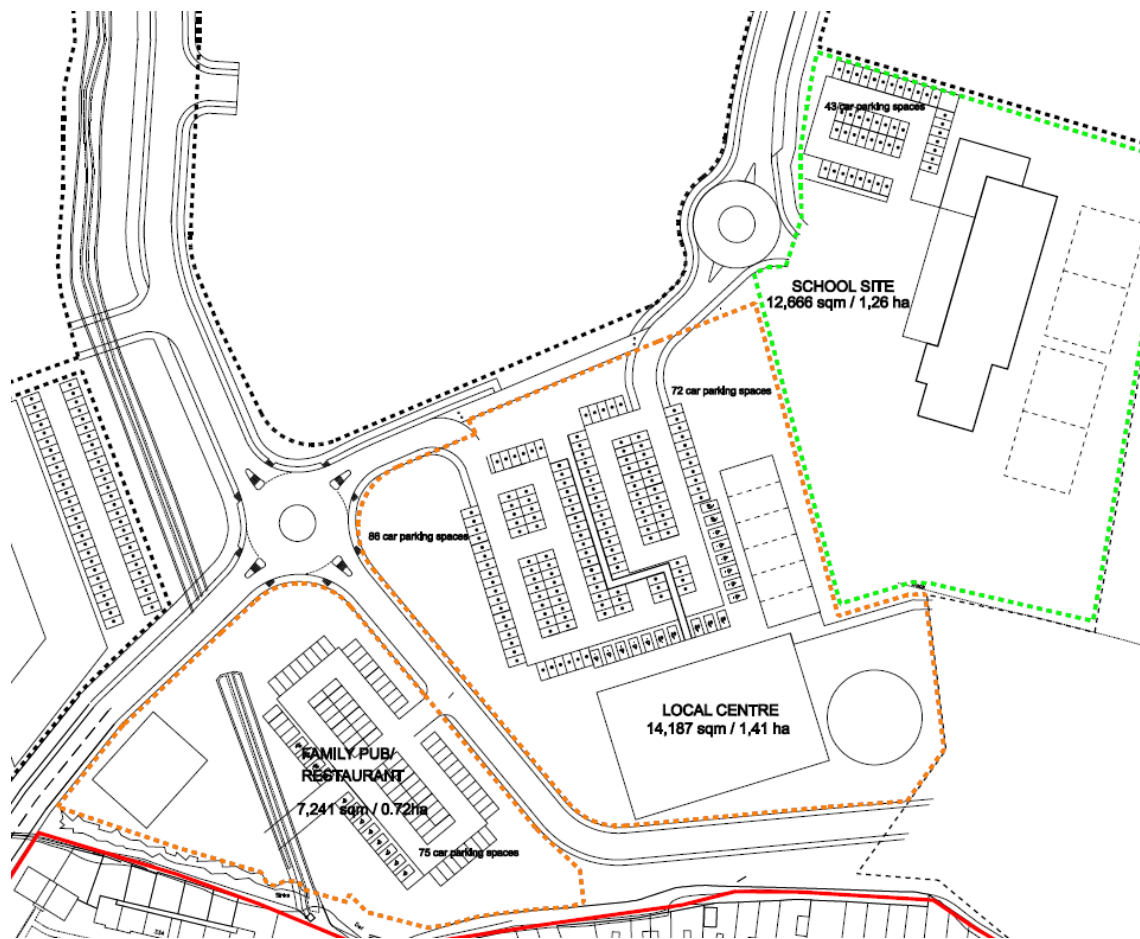
***The application site “red edge” boundary***



### ***Extent of Application Site***

### **Elements of the Proposals**

Satnam propose 30 per cent of total site capacity as affordable housing, with at least half of that being in the form of Starter Homes – with the remainder as shared ownership and/or rented housing. The focus of the new community would be a local centre - serviced from Poplars Avenue - with an anchor food store, and smaller units comprising retail; services; fast food; restaurant; health care uses and family pub/ restaurant.

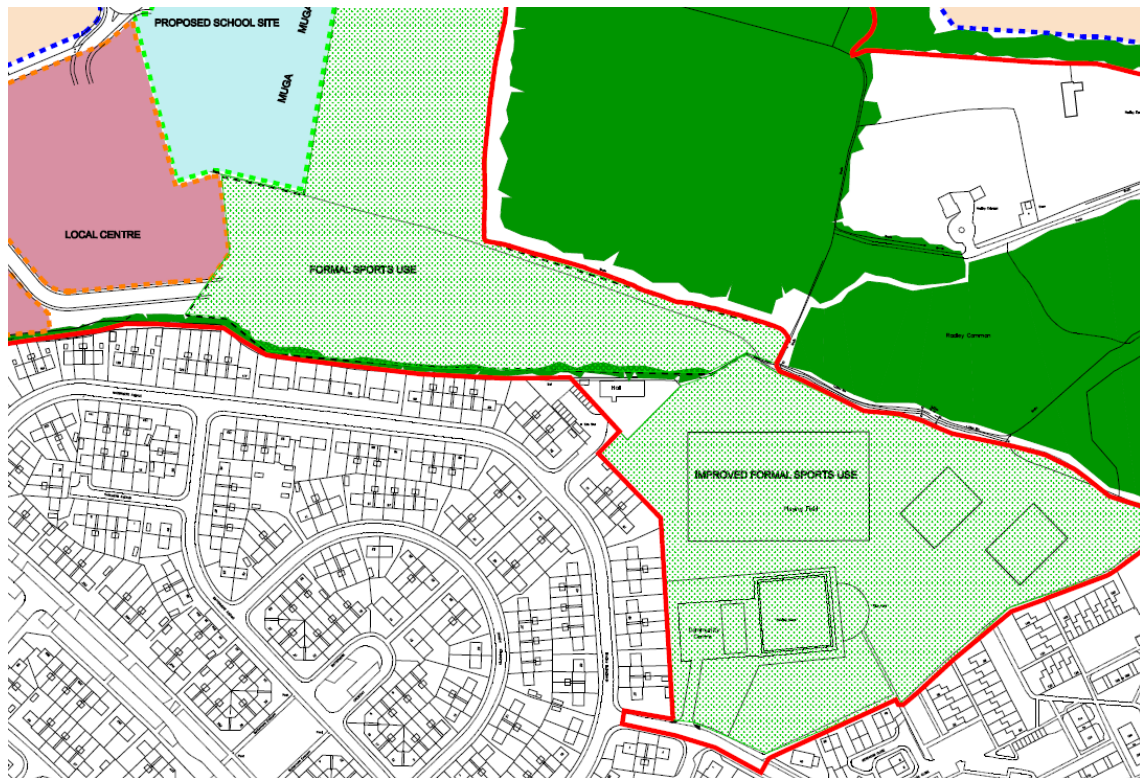


### ***Illustrative plans for local centre, family pub and school layout***

It is proposed to re-locate the Mill Lane playing fields close to the edge of the site with the Council's Windermere Avenue recreation area - to deliver a significant new sporting facility to help serve northern Warrington. Site specific proposals such as this, although relating to the layout of the part of the application site, could be set as a "parameter" as part of this application – so that it would inform the detailed, "reserved matters" proposals later.

Satnam propose the re-provision of the Mill Lane pitches on a like-for-like basis in terms of the number playing pitches and site area – but to a higher standard than the current provision- and would be linked to the Council-owned Radley Common recreation area at Windermere Avenue. It is intended that these two facilities would combine to create a new, high quality facility for outdoor sports in north Warrington.





### ***General arrangement of re-located & improved sports provision***

Similarly, the proposed local centre is shown near the southern edge of the application site, near to existing residential development on Newhaven Road, Poplars Avenue and Windermere Avenue – so that these facilities would occupy quite a central location between large areas of existing and proposed housing. It is the applicant's intention to bring the local centre forward early in the development of the site, so as to deliver the benefits of new shops *et cetera* as soon as possible.

The site for the proposed primary school would be next to the local centre. The provision of employment land in the extreme north west of the site, seeks to take advantage of the ability of potentially larger buildings to act as noise shields for other neighbouring uses, with the potential to benefit residents of Elm Road and Birch Avenue, as well as some of the proposed new housing. Satnam suggest a range of potential activities such as research and assembly and light manufacturing - rather than offices – in small and medium size units, not exceeding 500 sq m.

Satnam propose a network of open space within and surrounding the site, which would extend northwards from Peel Hall Park, through the centre of the site and then east/ west along the M62, feeding into the surrounding areas. This open space would provide a network of areas for a range of passive and active recreational pursuits.

Satnam set out that the proposals could bring opportunities to improve the following:

- Market housing choice

- Affordable housing choice
- Local employment
- Local retail centre and other services
- Education improvements (financial contributions to secondary schools in the area and new primary school accommodation)
- Recreational, informal and formal sports provision and community facilities
- Bus service improvements
- Health care improvements

## **Relevant Application History**

Outline applications for housing across the Peel Hall site were withdrawn by Satnam in August 2002.

An outline planning application for up to 150 dwellings in the north eastern section of Peel Hall, off Mill Lane (2012/20610) was the subject of a non-determination appeal decision in July 2013. The appeal was dismissed, the Inspector agreeing with the Council that this site was too far from local amenities and facilities and - since there was no need for additional housing to be released at that time - the proposal should be resisted.

## **Planning Policies**

### National Planning Policy Framework

Matters relating to the delivery of sustainable housing and other forms of development.

Paragraphs 12; 13; 14; 17; 47; 49; 72; 73; and 74 of NPPF have been identified by the applicant as of particular relevance.

### Local Plan Core Strategy

CS1 – Overall Spatial Strategy – Delivering Sustainable Development

CS2 - Overall Spatial Strategy - Quantity and Distribution of Development

CS3 - Overall Spatial Strategy – Maintaining a 10 Year Forward Supply of Housing Land

CS4 – Overall Spatial Strategy - Transport

CS8 – Omega and Lingley Mere

QE1 – Decentralised energy Networks and Low Carbon Development

QE3 – Green Infrastructure

QE4 – Flood Risk

QE5 – Biodiversity and Geodiversity

QE6 – Environment and Amenity Protection

QE7 – Ensuring a High Quality Place

MP1 – General Transport Principles

MP3 – Active Travel

MP4 – Public Transport

MP6 – Transport Infrastructure

MP7 – Transport Assessments and travel Plans

MP10 - Infrastructure

PV1 – Development in Existing Employment Areas

SN1 – Distribution and Nature of New Housing  
SN2 – Securing Mixed and Inclusive Neighbourhoods  
SN4 – Hierarchy of Centres  
SN7 – Enhancing Health and Well-being

#### Supplementary Planning Documents

Design and Construction  
Environmental Protection  
Standards for Parking in New Development

### **Notification Responses**

#### Warrington North Labour Party (WNLP)

During the summer of 2016 WNLP consulted with residents on the application; collated these responses and has submitted them for consideration at DMC.

WNLP seek the Council's commitment to:

- (a) Logging each of these objections as part of the planning consultation process;
- (b) Informing, in writing, each individual objector of any forthcoming meetings of the Development Management Committee at which the Peel Hall application will be discussed/determined; and
- (c) In the case of members of the Development Management Committee, taking account of the views and comments submitted by residents in respect of this application.

#### Ward Councillors

Objection from Cllr Cathy Mitchell and Cllr T O'Neill:

1. The proposed access arrangement to serve the proposed development are inadequate and will cause severe traffic problems and congestion in the narrow roads leading to the development; some of the access roads are already narrowed by parked cars belonging to the properties there. This would give rise to significant difficulties to both residents and emergency vehicles attempting to reach or leave the proposed development.
2. For such a major development, the number of access points is woefully inadequate.
3. There are insufficient safe pedestrian access points to serve such a large development.
4. Traffic generated by 1200 new homes plus commercial outlets would cause significant negative impact on highway safety and would cause traffic gridlock throughout Winwick Village; the roads through Winwick are already critically overloaded.



5. There would be inadequate provision of open space / sports facilities for all of the surrounding areas which would be affected by this development. In fact, green space already available for local residents within walking distance of their homes would be lost.
6. In the area of this proposed development, school places are already oversubscribed. It is unclear whether the phasing of the school in this development will satisfy the requirements of the number of children accommodated in the new 1200 homes.
7. The proximity of the proposed development to the motorway means that the air quality in the area is already poor. Increased development will simply exacerbate the situation.
8. In light of the above, non-exhaustive, list of difficulties relating to the development proposed by Satnam, we would urge that the application for outline planning permission be refused.

Objection from Cllr R Purnell objects:

*My main objection to the plans proposed by Satnam is their effect on the local infra structure. The roads in this area will not sustain the increased traffic the development would bring. As a resident of the area I see first-hand the traffic chaos in the area at peak times, which are increasing week on week. As arterial roads in the area become more congested more and more residential roads are being used as rat runs and diversions. I also have serious concerns regarding the environmental impact of the development. Developing the area would detrimentally affect local wildlife, which has been flourishing for a number of years.*

#### Parish Council (s)

*Poulton with Fearnhead Parish Council: Object:-*

1. Contrary to policies which support regeneration and restructuring of older parts of the town
2. Contrary to policies to prevent expansion into open land.
3. No evidence to promote a significant development of a greenfield site
4. The development is not led by a proper planning process and is piecemeal
5. Transport issues in the area would be exacerbated by the large scale development
6. The site is poorly located to public transport and local amenities
7. The alternative to the original proposal to use Mill Lane is totally inadequate to service the site nor are any of the other alternatives

*Winwick Parish Council: The parish council wish to lodge what they refer to as an initial objection, on three grounds:*

- 1) In relation to land use the Council is not convinced that the release of this site is required in order to meet the reasonable housing needs within the Borough. The Parish Council has however asked the Borough Council to confirm its position on what it considers to be a reasonable housing need

given the challenge that was made to its proposed core strategy and is in effect seeking an update from the Borough in relation to its view on the need to release this site. The Council is extremely concerned (see points 2 and 3) that the release of this site would have a negative impact on; the local highway network, local ecology around its Radley Common and Radley Wood reserves and the local 'greenbelt' and 'greenfield' land within the Parish

2) The applicant's traffic study appears to do little more at this stage than present some junction designs. The Council is very concerned in relation to the detail of the traffic and highways information supplied. The Council is concerned that given the lack of public transport links to the site the impact on local roads and the wider network would be unacceptable at peak flows and would fail any basic sustainability test under the NPPF. Those heading south will cause a severe strain on small local roads and those heading west and north can only do so by using parts of the network that are already congested (Birchwood Way) or have a poor safety record (Delph Lane). Those heading west will be using a junction off the A49 that does not meet modern highway's standards. The applicant seeks to mitigate this impact by offering bus infrastructure but there is no guarantee an operator would run services along this infrastructure given such services are deregulated

3) Ecological impact: The Parish Council owns and manages two land assets in the area (Radley Wood and Radley Common) as nature reserves as such there are many species of bird including raptors that nest in our assets but forage for food across the current area proposed for development. This does not appear to have been accounted for in the ecological report. The Council also disputes the findings of some of the surveys as species marked as absent have been recorded as present by our local volunteers. As a minimum, the applicant's experts should be asked to obtain the species lists known to be present and reconsider the impact of the development on local species. The Council would like to reserve right to comment further as more information on these three areas becomes available and does not rule out commissioning its own studies into these issues.

Neighbours – Objections from circa 2250 individuals, which are summarised under the following headings. It is acknowledged that circa 2000 of these objections were received on standards forms, via Warrington North Labour Party, and includes some duplicates.

**NB: Individual grounds of objection are demarcated with the # symbol, and are grouped together under the following headings:-**

*Principle; Need*

Warrington has enough housing already and it is not required in this area # already local shops and schools in place, what is the requirement to add more # this is the only remaining greenspace/farmland in Warrington North # there is significant land already set aside for development; this area is used often for children to play on, dog walkers and nature lovers # there are many brownfield sites suitable for development across Warrington # nothing to do with satisfying housing demand and everything to do with Satnam making a

profit out of cheap land # north Warrington has already contributed more than its fair share to the economy of the town # no shortage of housing for sale at all price points # north Warrington is at saturation point # more pubs and takeaways are not needed #

### *Highways/ Traffic*

Access arrangements are not deliverable or sustainable # applicant does not own and is not in discussion with relevant owners to guarantee sustainable delivery # without access through the playing fields the whole development becomes piecemeal planning # safety risk along Peel Cottage Lane and Radley Lane as pedestrians would compete with vehicles for extremely limited access with inadequate visibility # appeal inspector recognised that footway/ cycleway links to Radley Lane would be unattractive to users in winter and after dark # this would be worse if proposal would give access to 850 new dwellings to a small country lane, single width, no street lighting, no drainage, no pavements, is unsuitable for pushchairs or wheelchairs; subject to flooding; pedestrian conflict with traffic travelling through Radley Lane to Peel Cottage Lane and to Peel Hall Farmhouse/Kennels and vehicles using Peel Cottage lay-by as a turning point # if allowed, primary school age children would walk over Peel Cottage Lane and onto Radley Lane # no changes for this area which was dismissed at appeal # three arm roundabout would mean four major access roads competing for access within a distance of 180 metres # 700 dwellings etc. using one access point in such close proximity to a further 150 dwellings joining the same road would compromise highway safety #

Delph Lane and Winwick village and Mill Lane/ Enfield Park Road/ Crab Lane could not cope with traffic flow # design and layout of road network and proposed pedestrian/ cycle access are flawed and will not promote pedestrian safety # all passing points on Peel Cottage Lane and Radley Lane are proposed for removal; these have been used for 25 years; without these the vehicles would need to reverse 150 metres to the junction with Mill Lane and then reverse into Mill Lane at the T junction # no reference in submitted safety audit to audit at Radley Lane/Peel Cottage Lane which is only access to Peel Hall Farmhouse/Boarding Kennels and is subject to a restrictive covenant # significant highway and pedestrian safety issues on the proposed access road and at the junction of Mill Lane and Radley Lane # Elm Road is too narrow and already suffers # significantly with tight approach angles and narrow routes through; any increase in traffic is sure to damage both vehicles and property # the local infrastructure off the motorway junction to the town centre already struggles with the enormous levels of traffic # any incident on the motorway or across town can add significant delays both in and out of Warrington; Elm Road & Birch Avenue are already at the mercy of the motorway traffic, surrounding businesses and residents # traffic from 1200 new dwellings gives an extra 712 cars am and 776 cars pm; this would adversely affect highway safety to all areas of the development including Houghton Green Village, Cinnamon Brow, Poplars and Hulme, Winwick Village, Croft Village, Fearnhead # increased congestion would deter future investors in the Borough

#### *Sport/ Recreation; Playing Fields; Open Space*

Proposal to move playing fields from Mill Lane to Windermere Avenue is the same as the 2013 appeal proposal for 150 dwellings off Mill Lane # current proposal is not increasing the number of pitches/ open space # 3000 more people squashed in with less open space # irreparable loss of green space # existing provision at Mill Lane is not owned by the applicant and the Council have confirmed that they have negotiated a 7 year lease for the fields to continue in their present use# no increase in number of sports pitches to accommodate 576 extra children # insufficient sports pitches/ open space for all areas affected by the development #

#### *Nature Conservation; Ecology*

Loss of wildlife, habitat and greenery # children love to watch wildlife # many varied and often rare species of wildlife and birds # Satnam have already started ripping out trees and shrubs when birds were nesting #

#### *Archaeology*

I am not aware that any archaeological surveys have been undertaken; this site is adjacent to a major Civil War battle site # a number of early modern pathways and cottages (dating to the eighteenth century) at the Houghton Green side of the site #

#### *Air Pollution/ Noise*

Increase in traffic will increase pollution# people who live within 500 m of a motorway grow up with significantly reduced lung capacity and even children who never experienced asthma are at risk # this is the last green lung # building so close to M62 is thoughtless and selfish

#### *Drainage/ Flood Risk*

It is highly likely that this will affect local drainage, increasing the flood risk as this land is low lying # increased pressure on poor drainage system #

#### *Schools*

By year ten of the development, 984 dwellings would be completed before the primary school; this is not sustainable development # in the 9 years before completion of the school, which school will the children attend # already a shortage of primary school places # 2013 appeal inspector noted that nearest primary school was 1275m from centre of the 150 dwelling site and so would only score 9 out of 35 according to a good practice example # strain on infrastructure provision # unacceptable phasing for school build to accommodate 576 extra school children in an area already oversubscribed

#### *Other Services*

Added pressure on GPs, dentists, hospitals, refuse collection and other services would be immense # will have a large effect on the community like our bus routes, schools, roads, doctors and traffic

#### *Other Matters*

Area cannot cope with many years of construction traffic, noise and activity # don't understand why Satnam are constantly trying to get planning permission

for this same area over and over again when they have been refused so many times # Warrington has too many bars and fast food places as it is # the proposal to build yet another fast food outlet is outrageous when surely it is our duty to be addressing growing obesity and its associated diseases such as diabetes; for many low income families in the area who don't own a vehicle Peel Hall provides an opportunity to walk and improve fitness, the last thing they need is another fast food outlet # yet another pub in the area will decrease security # a number of early modern pathways and cottages (dating to the eighteenth century) at the Houghton Green side of the site # would spoil views # contrary to Warrington's Health and Well-being Strategy (2015-2018)# Poor planning to allow the development without confirmation of land ownership

Two comments of support for the proposal have been received:-  
Decent site for housing as long as traffic is thought about # there is a real need for housing # very few people use this park even in summer # it'll make a few bob for the Council, no cuts#

## **Consultation Responses**

WBC Highways – In early August 2016, the applicant agreed to submit, by 14th October 2016, an Addendum TA which would detail, amongst other things, the impact of the development traffic and the full extent of proposed mitigation. The Planning Authority agreed to extend this deadline until 18th November 2016 and again, finally, until 2nd December 2016.

The current position is that whilst a Local Model Validation Report (LMVR) for the base model has been submitted by Satnam (on 6th January 2017), this does not progress matters significantly further as a number of issues will need to be addressed before this report can be signed off. The information needed for the Council to meaningfully assess the proposal was to be contained in the Addendum TA, which was to include an analysis of the impact of the development on the wider highway network in 2019 and 2029 and the full extent of proposed mitigation.

It is considered that a significant amount (realistically several months) of work is needed to complete the following stages of assessment:

Highways review and agree the revised, resubmitted base year LMVR;

- Applicant to then apply future year flows and development traffic to the model to identify 'with-scheme' operation and where relevant junctions where further detailed analysis would be required;
- WBC to review and agree any such locations;
- Where necessary, the applicant will identify mitigation options and agree with WBC.
- Applicant to undertake detailed analysis of junctions with mitigation;
- Subject to WBC approval, applicant to re-run network model to include agreed mitigation;
- Design of, and safety audit of mitigation measures at junctions by applicant, following by costing of measures;

- Applicant to address remaining detailed layout comments raised by Highways.

Notwithstanding the information submitted by Satnam on the 6th January, there is still no agreed forecast year model or proposed mitigation measures and this still falls short of what is required for the Highways team to make a meaningful assessment - or to have an understanding of what potential financial contribution might be required.

Moreover, this work would cover only physical 'highways' infrastructure – the model output would also have to inform the level of sustainable transport / Travel Plan requirements et cetera. Also, as set out elsewhere in this report, without certainty concerning the required mitigation measures it is also not possible to confirm air quality / noise impacts.

Detailed advice from the Council's Highways/ Transportation team is set out below in Appendix 1.

WBC Environmental Protection – Cannot support the proposal due to lack of information to assess noise and air quality effects.

WBC Schools – In summary, in addition to suitable land within the application site to accommodate a primary school, the build cost of a new one form entry primary school is needed to meet demand. The expansion of at least one existing primary school in the area is also required. In addition, funding for the expansion of one or a number of existing high schools would be needed.

WBC Public Health - The Council's Public Health Team have concluded that a financial contribution of £759,600 is required. This is based on the formula set out in the Planning Obligations Supplementary Planning Document (SPD), but excluding the provision of additional community space. The community space has been excluded as the Clinical Commissioning Group are seeking to expand existing facilities - rather than to provide a new hub. This gives a cost per dwelling of £633 - as opposed to the £943 set out in the draft SPD.

$£633 \times 1,200 \text{ homes} = £759,600.$

This money would be used to expand the existing practices at Padgate and Fearnhead.

WBC Flood Risk (Local Lead Flood Authority) – No objection, subject to conditions.

WBC Nature Conservation – Advise, in summary, as follows:-  
Being an outline application, and the limited availability of information concerning the quantity and quality of Green Infrastructure (GI) that may finally be incorporated into the scheme makes it difficult to assess whether off-site compensation for ecological impacts should be made a *requirement* of any approval that may be granted to the application, and if so how much and of what quality this off-set should take.

The Illustrative Masterplan shows an application site dominated by built development plots, although it ought to be possible to incorporate GI into these plots.

The species and habitat assemblage present is not exceptional, although the site forms an un-fragmented large area of semi-natural habitat that does have some local ecological value that the Council should be looking to retain (NPPF para. 109.) For the level of distinctiveness of the habitats present, (low), taken with the condition of the habitats (moderate) and the difficulty of providing replacement habitats (low) and using a Biodiversity off-setting matrix I would expect about 12% of the site to incorporate habitats and features of value for wildlife. On this measure between 7-8 ha of the site should in my view be set aside as meaningful GI that could be managed with wildlife conservation as a primary 'ecosystem service'. Currently, although approx. 14 ha of the site is shown on the Masterplan as greenspace, more than a third of this is formal sports pitches and public open space that will have limited ecological value, and the landscape buffer along the northern boundary abutting the motorway will also have limited wildlife value, so in my view there is currently a habitat deficit within the site.

I would accept that there will be scope to incorporate further GI into the development plots shown on the Masterplan, which would deliver the required GI provision, and the applicant has indicated that landscape 'buffer zones' and 'wildlife corridors' will be incorporated into more detailed proposals. I would therefore re-iterate part of my previous response to the application –

- That space be set aside [within the site] for a new, un-fragmented area of semi-natural greenspace that could be managed for people and wildlife.
- That a comprehensive, holistic Landscape and Habitat Creation and Management Plan should be prepared for the site. Once agreed, this Plan should be implemented in full. The Plan should include biodiversity enhancement measures and proposals to retain and/or create meaningful green corridors through the site to allow for species movement.
- That important habitat features (hedgerows, trees, woodlands, ponds and water courses) should be retained and protected as part of the scheme, or if lost, replaced. The Radley Plantation woodland and the Spa Brook should be 'buffered' with landscape screens of 8 -- 10 metres.

Providing these recommendations are adopted the required ecological compensation could be delivered on-site I would not consider that off-site compensation would be required.

The consultants working on behalf of the applicant have suggested conditions relating to Landscape and Ecology. While regarding these conditions as



reasonable I have suggested some additions/amendments.

WBC Social Regeneration – No objection. Support possibilities of job and training opportunities during construction phases and the use of local labour and supplier linkages.

WBC Archaeology – No objection subject to condition:

*“No development shall take place within the area indicated until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority. The work shall be carried out strictly in accordance with the approved scheme.”*

Sport England (SE) – No objection, subject to conditions, as set out in Appendix 2 below:

Environment Agency (EA) – No objection in principle, subject to conditions. The EA have no objection in principle and welcome the aspirations to retain and enhance key wildlife corridors, and integrate new sustainable drainage systems as part of overall scheme.

By condition, the EA request that a scheme be agreed to ensure that the landscape within the site is managed in such a way as to protect the ecological value of the site including the Spa Brook watercourse and interconnected pond landscape.

United Utilities (UU) – No objection in principle.

Following discussion of the proposed development with the Lead Local Flood Authority (LLFA) at Warrington Borough Council, UU has no objection to the planning application at this stage. In accordance with good practice, UU suggests that if the Council is minded to grant planning permission that the approved plans are clearly referenced within the decision notice within a condition to avoid any ambiguity.

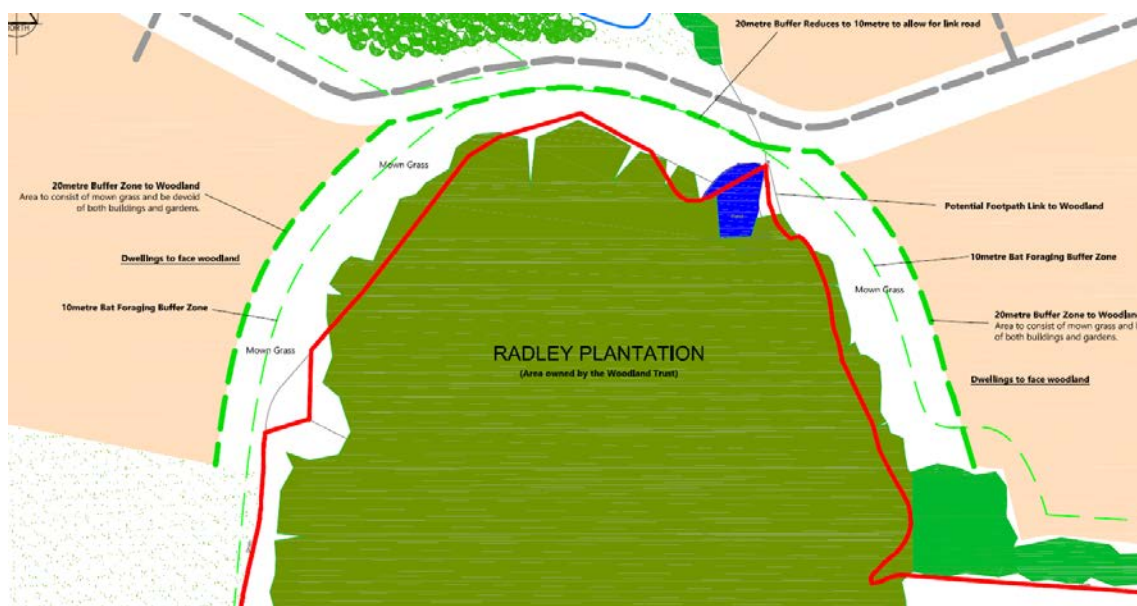
UU do not wish to object to the scheme, and have suggested a number of conditions aimed at ensuring foul and surface water drainage remain a key consideration as the design and layout of the scheme develops. These will be requested by the LLFA who would have the responsibility for advising on the discharge of the majority of the conditions, should planning permission be granted. The conditions reflect the strategic nature of the proposed development.

Highways England (HE) – HE have made a holding recommendation which currently expires on 14<sup>th</sup> March 2017.

Health and Safety Executive – Do not advise against the grant of planning permission on safety grounds.

Woodland Trust (WT) – Following discussions with the applicant's agents, the WT have withdrawn their initial objections concerning potential impact (on Radley Plantation) on the basis of the revised arrangements for buffer planting around the edge of Radley Plantation.

If approved, the Trust requests a commitment from the developer to provide funding to mitigate the effects of increased public usage of their site. It is unlikely that this request would meet the tests concerning the strict need for S106 contributions in NPPF (para 204).



## Observations

### Principle

Members are aware that the overall Local Plan housing target was quashed by the High Court in February 2015 – and that in the absence of a housing target the Council is not currently able to demonstrate a 5 year housing land supply.

Until the Council can demonstrate a 5 year housing supply, paragraph 49 of the National Planning Policy Framework (NPPF) confirms that relevant policies for the supply of housing should not be considered up-to-date. This means that presumption in favour of sustainable development as set out in paragraph 14 of the NPPF applies.

Notwithstanding the High Court ruling, the ability of this proposal at Peel Hall to accommodate supporting land uses and the absence of a demonstrable five year housing supply means that the use of the site for residential development is considered acceptable – as a matter of principle.

The application has no particular designation for use or development according to the Proposals Map which accompanies the Local Plan Core Strategy for Warrington. No part of the site is in Green Belt and the site is regarded as being within the general built up extent of Warrington, rather than

in countryside, insofar as the Core Strategy is concerned.

The land is “greenfield”, in the sense that it has not been previously developed. Following the quashing of the Borough’s housing target however, the Council currently does not have an up-to-date “locally appropriate target”, as required by NPPF, in terms of the proportion of new housing to be built on previously developed land. In these circumstances, it is considered that that presumption in favour of sustainable development as set out in paragraph 14 of the NPPF applies.

The 2016 Strategic Housing Land Availability Assessment (SHLAA) concluded that Peel Hall is a suitable, available and achievable residential site for immediate development, and anticipates housing completions from the site within the next five year period.

Historically, in the Warrington New Town Outline Plan and the Padgate District Area Plan, Peel Hall was shown partly as residential, partly as open space. Peel Hall has previously also had some recognition – in local plan making – as its previous notation as an “Area of Search” or “Strategic Location” for future development during the course of the Warrington Borough Local Plan; the First Deposit Draft UDP and the draft of the current Core Strategy.

It is acknowledged that extensive areas of green infrastructure and soft landscaping would be provided as part of the proposal, but that large areas of green open space – albeit largely in private ownership and control – would also become developed. The Masterplan shows clear scope to retain the existing greenway network and routes, shown as part of policy MP3 in the Core Strategy, through the site - so that public access would be provided between the proposed new areas of open space within the site; with the proposed new development itself; and with the nearby parts of the existing urban areas of Warrington.

With regard to the retail, hot food and hotel uses, it is considered that the proposals satisfy the requirements of the sequential and impact tests, as set out in the NPPF and policy SN5 of the Core Strategy. The assessment demonstrates that there are no sequentially preferable sites and there would be no significant adverse impacts as a result of the proposals.

#### Affordable Housing

The Council’s affordable housing policy in the context of the Peel Hall site has a requirement for 30% affordable housing provision of which half should be affordable housing for rent and half for intermediate provision. The Council’s Planning Obligations SPD has confirmed that the Council will accept Starter Homes to contribute towards affordable housing provision as part of the intermediate proportion of provision. The SPD also reconfirms the Council’s requirement for rented affordable housing, reflecting the findings of the 2016 Mid-Mersey Strategic Housing Market Assessment.

The application proposes 30% affordable housing of which 50% will be starter homes and 50% affordable for rent. This is conditional to the requirements of the forthcoming Starter Homes regulations. If the regulations require a higher percentage of Starter Homes to be provided on site then this will result in a corresponding decrease in affordable homes for rent. The applicant has also confirmed the final mix of affordable housing will be dependent on the financial arrangements and settlements for tenure types available to Housing Associations at the time of the particular development phase.

In the period since the applicant confirmed their affordable housing offer, the Government has published its Housing White Paper. This is proposing a broader approach to affordable housing provision, including recognition of the importance of rented affordable homes as well as promoting low cost home ownership. The Government has also confirmed that whilst it will support the development of Starter Homes as a mainstream home ownership product, it has decided not to implement a compulsory Starter Homes requirement at this point in time.

This means that the Starter Homes regulations when published are unlikely to require a change to the applicant's affordable housing offer.

The applicant's affordable housing offer is therefore considered to be compliant with the Council's planning policy, subject to ensuring that any variation in the affordable housing provision of individual phases does not comprise the affordable housing provision of the overall development.

#### Highways & Transportation Matters

Notwithstanding the information submitted by Satnam, there is still no agreed forecast year model or proposed mitigation measures and this falls short of what is required for the Highways team to make a meaningful assessment of impact - or to have an understanding of what potential financial contribution might be required to provide mitigation.

Moreover, modelling and forecasting work would cover only the potential, physical 'highways' infrastructure – the model output would also have to inform the level of sustainable transport / Travel Plan requirements et cetera. Also, as set out elsewhere in this report, without certainty concerning the required mitigation measures it is also not possible to confirm air quality / noise impacts.

Detailed advice from the Council's Highways/ Transportation team is set out below in Appendix 1.

#### Environmental Matters

The Council's Environmental Protection (EP) team gave detailed advice in the proposal at pre-application stage, and at a meeting in January 2016 with the applicant regarding requirements in relation to environmental protection matters including air quality, noise and contaminated land.

The below is a summary of the advice of the EP team with regard to the application which has now been made:-

*Air Quality:* An air quality assessment has been provided with the application. Queries have been raised by the Council's Transport team regarding the traffic assessment provided. Until these queries have been addressed and the traffic assessment has been agreed, then a suitable air quality assessment based on an agreed traffic forecast cannot be produced. When agreed traffic data has been provided, the consultant carrying out the air quality assessment should contact the EP team to agree the scope and methodology. Until an acceptable air quality assessment is provided then the EP team cannot confirm that the impact of the proposal would be acceptable in terms of its air quality effects.

*Noise:* There are two elements of potential noise impact; namely the impact of noise from the existing local road network (primarily the motorway network) that would affect amenity of future occupiers – and secondly the potential, slighter impact from the finished development affecting residential properties along the access routes.

It is anticipated that conditions could be used to ensure that noise from the motorway network could be suitably attenuated, and that the proposed layout of new dwellings *et cetera* could also be undertaken with this in mind. The EP team cannot recommend approval of the application until such time that suitable traffic assessment data is available – to potentially confirm that the impact of traffic generated by the proposed new development itself is acceptable. The EP team advise that the contribution to noise levels from traffic travelling to and from the proposed development is likely to be slight – but that in the absence of agreed traffic data – they can not confirm that there would not be an unacceptable impact on the living conditions of those living in existing properties along the main access routes to the proposed development.

It is considered that a condition to ensure adequate noise attenuation for new properties – in terms of maximum permitted internal noise levels in new dwellings and external amenity areas – could be applied to mitigate potential harm in this particular regard.

In terms of construction noise, controls can be imposed to control overall noise impacts from the construction process and to mitigate potential harm via a condition.

In terms of the impacts on noise arising from new traffic flows from this development – the increase in noise presented so far is likely to be lower than the threshold of perception in the worst cases but the actual levels cannot be stated at this time based on lack of agreed traffic data to inform noise predictions.

*Land Quality; External Lighting; Details of Food Premises Cooking Equipment;* Subject to conditions and assessment of detailed layout *et cetera* as part of reserved matters application, there is no objection on these grounds.

### Public Health

According to the Council's adopted Planning Obligations Supplementary Planning Document (SPD), a financial contribution of £759,600 would be generated by a housing development of the size proposed. This figure is based on the formula set out in the SPD, but excluding the provision of additional community space. The community space has been excluded as the Clinical Commissioning Group are seeking to expand existing facilities - rather than to provide a new hub.

Overall therefore, this gives a cost per dwelling of £633 - as opposed to the £943 set out in the SPD (i.e. £633 x 1,200 homes = £759,600). This finance would be used to expand the existing practices in Padgate and Fearnhead. The development is also providing a site for a residential care home, to provide specialised accommodation for the elderly - potentially for 100 beds. According to the Council's 2016 Strategic Housing Market Assessment (SHMA), there is a need for an additional 60 bed spaces per annum of such specialist care provision, reflecting Warrington's ageing population. The development is therefore making a positive contribution to meeting this need.

### Schools

The following primary schools are within 1 mile of the Peel Hall site:-

Brook Acre CP; Cinnamon Brow CE; St Bridget's; Meadowside CP; St Margarets CE; St Andrews CE; St Stephen's ; Winwick CE.

Whilst the Council's projections for primary school places are only valid for four years, the primary schools listed above have historically been relatively full and are likely to remain so. There is also only limited spare capacity in primary schools that are within 1 – 2 miles of the proposed development. In this context, any housing development has the potential to impact on these existing schools. To provide phasing for additional school capacity, therefore, details of the rate at which new dwellings would be built and occupied would need to be agreed.

The Council's schools team have advised that the Council should seek to secure land for a new primary school on the Peel Hall site at no cost to the Council, and that land for a one form entry primary school would be sufficient. In addition, the Council should also seek a financial contribution for the construction of a new 1.0FE primary school on the site and for the expansion of at least 1 nearby existing primary school by 0.5FE.

Whilst Satnam have agreed to the principle of the reservation of a site suitable for a primary school within the site, or a financial contribution towards the expansion and improvement of other primary schools in the area – or a combination of both – Satnam have not agreed to fund the construction of a new primary school.

The impact of the proposed housing at Peel Hall cannot be mitigated solely by the expansion of existing local schools. Currently there are 8 primary schools within 1 mile of the development and only 2 of these could be comfortably expanded (by up to 0.5 form entry), with the 3 nearest schools all being unsuitable for expansion. Also, only 2 of these schools are non-faith, with the

4 nearest to the site all being faith schools, so it would be beneficial for the provision of a non-faith school to serve the needs of the development. In these circumstances, a new build primary school would be required in addition to the expansion of at least one existing school – the cost of which would be circa £4.5 million.

The following high schools are within 3 miles of the Peel Hall site:- Birchwood High Academy; Cardinal Newman; University Academy (formerly Padgate High School); Sir Thomas Boteler CE; St Gregory's; Beamont Academy; The Kings Free School; University Technology College. Satnam have suggested that the mitigation of impact on secondary school provision should take the form of financial contributions to the expansion and improvement of existing secondary schools in the area.

The Council's schools team have advised that a new high school would not be needed – provided that the expansion of one or a number of existing high schools took place. To provide phasing for additional school capacity, details of the rate at which new dwellings would be built and occupied would need to be agreed.

The cost for high school places, to be provided at expanded nearby schools would be circa £3.5 million.

#### The Proposed Mixed Use Hub

These uses are “town centre uses”, according to the NPPF – and so the sequential and impact test have been applied. The key local policies in this regard are CS2, CS8 and SN5.

CS2 aims to ensure that defined centres – such as local and neighbourhood retail centres – maintain their role and status by being the focus for further retail development, and by strictly controlling inappropriate out of centre retail development.

The applicant has set out that the proposed scale of the proposed local centre is appropriate and would not undermine the status of any existing centres. It is set out by the applicant also that the role of the hub should take account of the need to support the significant residential development now proposed, as well as – potentially – some of the future operators of the new businesses. The provision of a range of shops, services and food & drink uses within the centre would provide a focus for both the future residents of the Peel Hall development and for the nearby large existing residential areas of Warrington. The sequential test is set out in the submitted retail statement. It is argued that there is a need to provide a range of complementary uses, to support the proposed mixed use development at Peel Hall and to ensure a sustainable form of development. The case is made that the new centre would have wider benefits, and so it would not be appropriate to disaggregate any standalone elements of the proposed scheme, by re-locating them to an alternative (sequentially preferable) location. Overall, it is accepted that the proposals could not be accommodated at a sequentially preferable site elsewhere.



In terms of potential impact on existing centres, the assessment concludes that the proposed retail uses would draw trade primarily from within the proposed development itself, and then goes on to assess the potential impact based on the considerations in paragraph 26 of the NPPF – including the impact on existing, committed and planned public and private investment and impact on town centre vitality and viability. The NPPF impact assessment concludes that the scheme will not have an unacceptable impact on any of the defined centres in the catchment area, or any other centre. The proposed local centre, potentially including a food store would inevitably divert some trade from centres in north Warrington. However, it is acknowledged that the retail impact of the application scheme is not at a level that will undermine the performance and viability of other stores or of other centres as a whole.

It is agreed that, overall, the trade impacts of the proposed retail development at Peel Hall would be capable of delivering the scale and type of ancillary facilities required to support an urban extension of this size.

#### Nature Conservation Matters

In liaison with the applicant's ecologist, both the Council's ecologist and the Woodland Trust have referred to the need for a physical buffer zone – albeit of differing depths – which may impact on the developable area of the Peel Hall site – and possibly therefore the total number of dwellings which potentially might be accommodated.

The Council's ecologist has re-iterated that:-

- space be set aside within the site for a new, un-fragmented area of semi-natural greenspace that could be managed for people and wildlife.
- a comprehensive, holistic Landscape and Habitat Creation and Management Plan should be prepared for the site. Once agreed, this Plan should be implemented in full. The Plan should include biodiversity enhancement measures and proposals to retain and/or create meaningful green corridors through the site to allow for species movement.
- Important habitat features (hedgerows, trees, woodlands, ponds and water courses) should be retained and protected as part of the scheme, or if lost, replaced.
- Radley Plantation woodland and the Spa Brook should be 'buffered' with landscape screens of 8 - 10 metres.

The Council's ecologist goes on to stress that if these recommendations are adopted then the required ecological compensation could be delivered on-site and that he would not consider that off-site compensation would be required. The following conditions – which the Council generally sees as reasonable – have been the subject of discussion with the applicant:-

*“No development shall take place on any individual phase until an Ecological Protection Plan for Construction has been submitted to and approved in writing by the Local Planning Authority. The Plan shall include:*

- A. An appropriate scale plan showing habitats to be created and/or retained and ecological protection zones where construction activities are*

*restricted and where protective measures will be installed or implemented.*

*B. Details of ecological features of importance such as mature trees, woodland, hedgerows, ponds and protected species including bats that will be retained and protected, or if lost, compensated.*

*C. Details of protective measures (both physical measures and sensitive working practices) to avoid harmful impacts during construction. These to include measures relating to the protection of breeding birds, mammals and amphibians, the throughput of construction and other vehicular traffic, timing of operational activities; the erection of protective fencing at agreed distances from sensitive habitats and wildlife areas.*

*D. Details of ecology enhancement proposals within the wildlife corridor including details of the wetland areas.*

*E. A timetable to show phasing of construction activities to avoid periods of the year when activities could be most harmful, including the optimal bird nesting season and other wildlife breeding or hibernation seasons or times at which habitats may be most sensitive for example when setting seed.*

*F. Persons responsible for;*

- (a) Compliance with legal consents relating to nature conservation;*
- (b) Compliance with planning conditions relating to nature conservation;*
- (c) Installation of physical protection measures during construction;*
- (d) Implementation of sensitive working practices during construction.*
- (e) Regular inspection and maintenance of physical protection measures and monitoring of working practices during construction;*
- (f) Provision of training and information about the importance of ecological protection zones to all personnel on site.*
- (g) Species monitoring- All construction activities shall be implemented in accordance with the approved details and timing of the plan unless otherwise approved in writing by the Local Planning Authority.*

**2** - *No development shall take place until a scheme for the provision and management of the 8 metre buffer zones around the watercourses and the Radcliffe plantation woodland has been submitted to and approved in writing by the local planning authority. The buffer zone shall be implemented in accordance with the approved details and retained as such thereafter.*

**3** - *As part of the reserved matters application (s), a landscape and habitat creation and management plan for each phase shall be submitted to and approved by the local planning authority. The plan shall make reference to:*

- i. Description and evaluation of the features to be managed;*
- ii. Ecological trends and constraints on site that may influence management;*
- iii. Aims and objectives of management;*
- iv. Appropriate management options for achieving aims and objectives;*
- v. Prescriptions for management actions;*
- vi. Preparation of a work schedule (including a 5 yr project register, an*

annual work plan and the means by which the plan will be rolled forward annually);

- vii. Personnel responsible for implementation of the plan;
- viii. Monitoring and remedial / contingencies measures triggered by monitoring. The plan shall be carried out as approved, unless otherwise approved in writing by the local planning authority.



### ***Pond Locations (blue annotations)***

#### Public Open/ Children's Play Space/ Sport and Recreation

It is accepted that extensive areas of green infrastructure and soft landscaping would be provided as part of the proposal, but that large areas of green open space – albeit largely in private ownership and control – would become developed. The impact on each type of provision is set out as follows:-

*Equipped children's play provision;* there is currently a deficit of 2.25 ha in Poplars & Hulme Ward. Given that the site is relatively self-contained - being enclosed by the M62 to the north, main distributor roads to the west and east and the rear of the residential area of Orford to the south - and that there are only a few equipped play sites within the aspirational accessibility standards employed by the Council (which would be accessible to the south east part of the application site), the preference would be for new, on-site provision.

Based on the standard of 0.25Ha/1000 population, contained in the Open Space Audit (2015) the requirement at the Peel Hall site would be for the equivalent of 0.7Ha of equipped play space, in a combination of Local and Neighbourhood Equipped Areas of Play (LEAPs/ NEAPs) distributed across the northern and western portion of the site.

The Council's preference would be for the developer to take on the responsibility for the management and maintenance of any new open space – and so the design and future management/maintenance arrangements of the provision is considered capable of being agreed in detail with the Council as part of S106 Agreement.

*Formal public open space*; there is a deficit in the Poplar & Hulme ward, according to the Council's standards (i.e. a 2.8 ha deficit in informal play space and a 9.5 ha deficit in natural/ semi natural greenspace). However, there are surpluses in some typologies – for example a 3.89 ha surplus for Parks & Gardens.

A 1200 dwelling scheme at Peel Hall would result in increased deficits or changes from surpluses to deficits of all types of open space in the Poplar and Hulme Ward.

A development of 1200 homes would require a total of 11.44 ha of Public Open Space, comprising 1.52ha of informal play space; 4.4ha of Parks and Gardens and 5.52ha of natural/semi-natural green space, based on the Council's standards.

However, there are two substantial areas (11.51ha) of parks and gardens (Site Refs: 243 – Peel Hall Park and 762 – Hulme Park), a large area of natural/semi-natural open space (6.46ha) (Site Ref: 249 – Radley Common) and a small area (0.59ha) of informal play space (Site Ref: 250 - Orford Community Centre) in close proximity to the application site that are available to the public. All of which are within the Council's accessibility standards to at least elements of the southern part of development site.

Accordingly, it is not considered necessary to meet the full requirement for informal play, parks and gardens and natural/semi-natural green space but some provision (in the order of 3ha) should be provided to serve the northern and central portions of the development site. This should predominantly consist of informal play space (and be in addition to the equipped play space). The general distribution of green space shown on the Master Plan (Drg no. 140367-D-001 Rev A) is acceptable as a matter of principle.

*Sport and Recreation*; The local planning authority have sought to establish if the Council's sport/ recreation provider (Livewire) are supportive of the Peel Hall proposals - in the light of advice from the Council's Environment Services Manager (Parks and Green Spaces) and Sport England.

In terms of the Artificial Grass Pitch (AGP), Livewire will be guided by the Council's Playing Pitch Strategy Action Plan (PPSAP). The PPSAP will

identify strategic locations where they feel AGPs should be sited. The Football Association (who would be the primary source of partnership funding) are clear that they prefer AGPs to be located in an area of need, but most importantly at sites where infrastructure - in terms of access, car parking and management of facilities - already exists. (That way, the required funding would be less - as it would only relate to pitch works and not other elements such as building a car park etc.)

The Playing Pitch Strategy is likely to confirm a need for an additional ten AGPs across Warrington to meet demand – but these will be in as-yet-to-be-identified strategic location, which may include Rylands Sports Club; Dallam Recreation Ground/ Bewsey and Dallam Hub; and Orford Jubilee Neighbourhood Hub (2<sup>nd</sup> pitch) near to the Peel Hall site – but not the Peel Hall site itself.

In terms of the grass pitches; the principle of the proposed improvements to the existing pitch at Radley Common is welcome, alongside the creation of additional pitches and ancillary facilities, based on these being available for community use. The specific pitch types required (e.g. mini, junior, senior pitches) etc, needs to be informed by the Playing Pitch Strategy. It is likely that Livewire can only confirm this later in 2017 - once the needs assessment has been finalised and their Playing Pitch Strategy Action Plan is developed. Whilst the potential delivery of public open space, recreation and sports facility provision is therefore currently not resolved, it is considered that the proposed provision of the following is acceptable as a matter of principle and capable of mitigating the likely impact of the proposed development, in the light of other existing sports and recreation provision in north Warrington:

- Delivery of a combination of LEAP's and NEAP's distributed across the northern and western portion of the application site along with details of the management and maintenance arrangements;
- Delivery of approximately 3ha of POS, predominantly comprising informal play space, along with details of the management and maintenance arrangements;
- The creation of a replacement playing field immediately to the north of Windermere Avenue (Radley Common) to replace the existing playing fields at Mill Lane;
- Potential improvements in the quality of existing facilities to improve their capacity – such as:
  - potential Improvements to Windermere Avenue (Radley Common) itself that would see the creation of:
    - 1 full size Artificial Grass Pitch (AGP)
    - 1 adult football pitch
    - 1 junior pitch
  - Changing facilities and car parking
- The potential for a contribution from the applicant to help finance the Bewsey & Dallam Hub project in order to mitigate the impact of the development on the level of swimming pool provision in the Central Neighbourhood

Sport England has no objection to the principle of the proposed development, subject to the delivery of measures and contributions set out in their detailed advice – Appendix 2 below.

#### Section 106 Matters and Other Deliverables

As a result of the inability of the Council and the applicant to identify and agree Highway/ Transport mitigation measures – and consequently the potential cost of such measures – there is little basis to enable agreement of the total potential financial contributions towards required social infrastructure (i.e. schools, health care, sports/ recreation, affordable housing ) which might be borne by the development. In summary, however, the up-to-date positions are as follows:-

*Affordable housing:* The generalities of potential provision (as set out above) are agreed with Satnam - subject to ensuring that any variation in the affordable housing provision of individual phases does not comprise the affordable housing provision of the overall development.

*Schools:* Satnam have set out that they agree in principle to reserve a site for a primary school within the proposed development and/ or a contribution to the possible expansion and improvement of other primary schools in the area. Satnam have also made the offer to contribute financially to the possible expansion of secondary schools in the area. Overall however, as set out above, advice from the Council's school's team is that developer contributions for a new build primary school – rather than solely the provision of land for this – is required, together with financial contributions towards the expansion of one nearby primary school and secondary schools. The combined cost of this would be approximately £7.97 million, and this has not been agreed with the applicant.

*Health:* Based on the Council's adopted Planning Obligations SPD, a financial contribution of £ 759, 600 would be required to expand existing health practices in Padgate and Fearnhead. This has not been agreed with Satnam, primarily because no specific schemes of expansion have yet been identified. The aspiration of the Clinical Commissioning Group is to facilitate some amalgamation of existing practices, so it is anticipated that the required SPD contribution would help to finance this.

*Sport and Recreation:* Satnam have set out that the development would deliver;

- the laying out of new paying fields on the Council's land at Windermere Avenue, prior to the closure of the Mill Lane playing fields
- the laying out and creation of the remainder of the agreed scheme for the Council's land at Windermere Avenue and;
- the laying out of the replacement playing fields within the site prior to the occupation of the 150<sup>th</sup> house on the site (so all formal open sports space is laid out and improved facilities provided at that stage).

Satnam also undertake to potentially create a new open space area and planted buffer to the north of the site alongside the M62 and to use a



management company or fund the Council to deliver maintenance. As set out in detail above, whilst the potential delivery of public open space, recreation and sports facility provision is currently not resolved, subject to the delivery of the measures identified by the Council it is considered that the likely impact of the proposed development is capable of being suitably mitigated.

Satnam have agreed to provide the necessary equipped play provision and to the provision of circa 3 ha of public open space. In terms of sports pitches, there is some agreement with Satnam that adequate provision could potentially be made. However, detailed agreement has not been reached as to the full delivery of the improvements proposed at Windermere Avenue (ie 1 full size Artificial Grass Pitch (AGP); 1 adult football pitch; 1 junior pitch; changing facilities and car parking) nor for a potential contribution from the applicant to help finance the Bewsey & Dallam Hub project - in order to mitigate the impact of the development on the level of swimming pool provision in the Central Neighbourhood.

The total level of funding required for these projects is not yet known, and so agreement between the Council and the applicant has not been possible. In terms of provision for health care, sport & recreation facilities and school places it is recognised that further detailed discussion with Satnam may potentially reduce areas of known disagreement.

#### Conclusions: Whether the potential benefits outweigh potential harm

Very substantial, positive weight is given to the range of potential benefits which the proposed development might bring.

The proposal is considered to potentially be capable of forming a sustainable urban extension, albeit onto “greenfield” land, which would bring investment, new housing and other new activity and facilities near to areas of Warrington ranked in the bottom 10, 20 and 30 per cent of the most deprived in England. There is considered to be, therefore, the potential for very substantial, positive transformational change.

The principle of a substantial amount of new housing on part or all of the application site has been mooted in various development plan drafts in the past, and finds expression now in the 2016 SHLAA, against the background of housing need in the Borough – where an adequate five year supply of housing cannot currently be demonstrated.

Notwithstanding this housing land supply position, it cannot be shown that the impact of the quantum of development proposed on the transport/ road network, can be adequately mitigated, nor that the information and modelling conducted by the applicant is sufficient to conclude that such mitigation could be delivered.

The absence of adequate or sufficiently progressed traffic/ transport modelling means it is not possible to be clear on the total potential financial cost to the applicant of possible highways/ transport mitigation. The insufficiency of such information also does not make it possible to accurately model the impacts on



air quality or road noise. In the absence of the known financial costs of mitigation, it is not clear either whether the proposed development could be reasonably expected to bear the costs of delivering the range of other measures required by the Council's Planning Obligations SPD, as set out in this report. Nonetheless, the range of "social infrastructure" requirements expected by Core Strategy policies and by the adopted Planning Obligations SPD – namely schools places, health care and sport and recreation provision - are not considered to have been met. Failure to provide such contributions are considered to detract from the overall sustainability of the scheme, in conflict with the thrust of the National Planning Policy Framework, and in particular paragraphs 7 (second bullet point) and 8.

Overall therefore it is considered that without known and agreed mitigation, the potential benefits of granting outline planning permission would be significantly and demonstrably outweighed by the negative effects of the likely impacts.

### **Recommendation**

It is recommended that outline planning permission is refused, on the grounds set out below.

Should Members elect to approve the application, the matter would then be referred to the National Planning Casework Unit (NPCU) - as a Departure application – under the Town and Country Planning (Consultation) (England) Direction 2009.

### **Reason for Refusal 1**

It is considered that insufficient information has been submitted to enable the local planning authority to confirm that the potential impacts of the proposed development on the transport network would not be severe, in the terms set out in paragraph 32 of the National Planning Policy Framework. In the absence of adequate information to accurately forecast potential impact, it is not considered possible to design and deliver suitable highways/ transport mitigation nor, consequently, to confirm that the proposal would be acceptable in terms of its air quality and traffic noise effects. The submitted information contains no agreed base year model, forecast year models, or Local Model Validation Report. In these circumstances, therefore, the local planning authority cannot confirm that there would not be serious conflict with the following policies in the Local Plan Core Strategy for Warrington:

- CS1 (seventh and eleventh bullets);
- QE6 (fifth, sixth and tenth bullet);
- QE7 (third bullet);
- MP1 (All bullets);
- MP3;
- MP4;
- MP7 (both bullets);
- MP10 (first, second and third bullets).

## **Reason for Refusal 2**

The proposal would not deliver the range of measures required to support a development of this nature and scale, with regard to the provision of school places; healthcare facilities and sport and recreation provision required by the Council's adopted Planning Obligations Supplementary Planning Document, in support of policies CS1 (second and seventh bullet points) and MP10 (first, second and third bullets) of the Local Plan Core Strategy for Warrington. In the absence of such provision it is considered that the proposed development would not be sustainable in the sense intended by paragraph 7 (second bullet) of the National Planning Policy Framework.

## **Appendix 1**

### **Advice from the Council's Highways/ Transportation Team**

#### **General**

In early August 2016 when the planning application was submitted a Transport Assessment (TA) was included. This TA however did not include the detailed appraisal information the applicant had agreed to provide. Following this, the applicant agreed to submit, by 14th October, an Addendum Transport Assessment (TA) which would detail, amongst other things, the impact of the development traffic and the full extent of proposed mitigation. The Planning Authority agreed to extend this deadline until 18th November and again, finally, until 2nd December.

The current position is that the Addendum TA has not been submitted, there is no agreed base year model, no forecast year models, no approved Local Model Validation Report (LMVR) or mitigation measures and this falls very short of what is required for Highways to make informed transport comments.

As this critical information has yet to be provided, the Highways comments herein should be seen as a review of part 1 of the TA and the scheme proposals that have been formally submitted.

#### **1 - Comments on Transport Assessment:**

The TA states the assessment is presented for the agreed assessment year of 2019, assuming the full build-out of the site. However, in Section 5.2 (Development Phasing & Construction Traffic) the TA states *"It is anticipated at this stage that the development will come forward in 12 phases over a 12 year period with typically around 100 residential units being constructed each year, with the relocated sports pitches in year 1, the local centre and care home opening at the end of year 2, the primary school by the end of year 10 and the distributor road being completed by the end of year 9."*

Highways would raise two concerns relating to this. Firstly; if the assessment assumes the full build out, the assessment year should be 2028, rather than 2019. Using a 2019 assessment year would exclude a significant amount of background traffic growth and would possibly under report operational levels. Secondly, it is noted that there is no reference in the TA to the assessment of any other years, or indeed of any other scenarios. Typically, an assessment of a +5 or +10 year after opening is required, but no information appears to have (yet) been included.

Furthermore, as the build period is so elongated, with several elements of the overall scheme programmed to be completed at the latter stages of the build, there is a clear impact on other key assumptions made in the TA and a clear need for intermediate assessments.

Highways will therefore require additional assessments to be undertaken on the most likely scenario(s). Highways will confirm these scenarios following

submission of the second TA.

Highways note that the scheme proposes no internal to internal area movements as there will be no physical means of doing so. In latter sections of the TA the concept of internal trips is discussed and the resultant discounting of trip rates to reflect the likely internal trips (i.e. home to school or home to local centre). The lack of internal linkages means that any trip starting in one area and travelling to another area must therefore utilise the external highway network. This undermines the principle of the discounting assumptions and means these trips must therefore be included in the assessment as they will impact on the highway.

### **Proposed Bus Access**

The TA presents proposals for the internal bus routes which will link the various areas of the site, but will introduce a bus gate to control this interlinkage. Highways note that as the application is outline, the detail of the internal area is indicative at this time and is likely to change as the scheme develops.

### **Trip Generation & Trip Rates**

Technical Note 02 presents the assumptions used to derive the trip rates for the different elements of the scheme.

The residential trip rates used have been derived based on 85<sup>th</sup> percentile rates from the TRICs database. However, the remaining trip rates appear to be average trip rates. Justification of this trip rates particularly in relation to other similar developments will be required to be provided to support the use of non-85<sup>th</sup> percentile rates.

Whilst the TA states a robust set of assumptions have been adopted, the following stages of the assessment appear to downscale any robustness. Hence, starting with 85<sup>th</sup> percentile ensures at least a robust starting point.

### **Trip Discounting**

TN06 details the assumptions made on trip discounting. Firstly on this aspect, we would comment that no evidence has been provided to support these key assumptions. Secondly, we would also note that without any certainty of where the key internal facilities will be located within the scheme (given this is an outline application), we would question whether these assumptions can be made without further information (e.g. the 10% external pass-by trips for the food-store may not be realistic if it is inconveniently located or of more concern, if it were located on the periphery of the development, it may attract trips from the external area).

We note that the discounting of trip rates has been done for both the residential trip *AND* the attractors, and would question whether this is correct. We would expect the residential trip rates to remain at 100% and the other elements that might be associated with a trip to / from the residential origin / destination to be discounted.

The TA states that the full-build out of the site may extend to a 10-year period. Given this length of construction period, Highways would require a phased based assessment to determine the intermediate impacts on the local network and sensitivity tests on the trip generation and discounting. This is important because of the length of build and the risk that full-build out will not be achieved. The operation of the network must be safeguarded therefore against any mid-build out changes.

Related to this, we also note that the school is not proposed to be developed until Year-10 and the internal estate road not completed until Year 9. Highways would also require some form of sensitivity assessment to identify what the short / medium term impact of the scheme would be without these two elements. As the school will not be operational until year 10, the sensitivity test must address how the network would operate without the school and with residents travelling to / from other schools in the area.

Similarly, the lack of internal connectivity will significantly affect the assumptions on discounting as there will be a need for development traffic to utilise the external network. These trips must therefore be included as new trips and not unilaterally removed from the network.

### **Trip Distribution**

Highways understand the trip distribution component of the TA has been updated and the submitted information has now been superseded. However, notwithstanding this, Highways would request clarification of what the A49 zone that has been referred to represents. It is unclear whether this refers to the north / south / central as other zones exist in the model that could duplicate this.

It is noted that a number of the destination zones would share similar routes. Highways request clarification on how has this been allowed for?

Section 7.6 states this is the manual interpretation of the gravity model results. It would be helpful to see the model results to allow Highways to review this interpretation.

It would be beneficial if a drawing / figure could be provided that illustrates the routes that have been assumed to be taken between the zones and the development.

### **Traffic Flows**

Traffic flows are only provided for the immediate site access junctions. No information is provided to identify how the development traffic travels onwards from the site to the wider area (and vice-versa). This is a fundamental omission as there is no way for the LHA to understand the routing of traffic to / from the site access points. For instance in Figure 8.7, the majority of the traffic movements are to / from the east. There is no way of identifying where the traffic that turns left out of the site then goes to or indeed whether this is reasonable.

Highways will therefore require an overall flow diagram to be provided, showing the forecast traffic flows for the full area, rather than junction specific diagrams, which are of limited value without the wider context.

### **Assessment Periods**

Given the extensive and significant retail activity on the A49 corridor, the TA should include consideration of the Saturday peak period.

Further to comments made on the assessment year that has been presented in the TA, Highways will require the following scenarios to be assessed, either by use of sensitivity tests, or by revising the main case:

- AM, PM and Saturday\* Peak periods
- Do-Minimum (background traffic + growth + committed developments)
- Do-Something (Do-minimum + development trips)
- DM and DS Year of Opening
- DM and DS year of Opening +5yrs

*\*Unless it can be demonstrated the Saturday impact would be no worse than the weekday day peak period.*

Highways note there may be technical reasons that prevent or limit the modelling of the future year scenario (+5 years). Whilst the reasons for this are understood, Highways will still require the assessment of a future year (possibly by applying additional background growth to the 2028 assessment) to have surety of the future operation of the network with the scheme in place.

### **Capacity Assessments**

The TA presents the results of capacity based assessments for the site access junctions. These assessments are based on existing traffic flows growthed to 2019 and with development traffic added based on manual assumptions. Whilst these results provide an indication of how the site access junctions may operate, there is no certainty that the final model flows will generate similar traffic flows. The value of these assessments is therefore limited.

As stated earlier, Highways will / may require assessments to be undertaken and provided for further, additional locations, where traffic flows are predicted to increase in excess of an agreed threshold. As with many other aspects, the full range of required junction capacity assessments will not be known until the network model data is available. Highways will therefore require 'difference plots' (or similar) to be provided when the modelled data is available to allow this review to take place.

As stated elsewhere in this note, the assessment of a 2019 scenario is at odds with the statements elsewhere that the scheme is unlikely to be fully complete for 12-years. Any assessments should therefore in theory take account of the equivalent period of background traffic growth.

## **2 - Comments on Proposed Access Junction Arrangements**

### **Junction Proposals - General**

Displays demonstrating satisfactory visibility will be required for each new junction / access.

All new junctions / accesses should be provided with dropped kerbs and tactile paving.

Across the scheme there are numerous locations where existing street furniture and / or service or telecoms apparatus will need to be relocated to facilitate the proposals. Any relocation of such equipment must be undertaken at the applicant's expense at nil cost to the Council.

### **Poplars Avenue (Western Access)**

Highways are concerned with the proposal to modify the Cotswold Road / Poplar Avenue bend. This modification is a relaxation of the curve rather than widening and may encourage greater speeds around this corner where forward visibility is already constrained by parked vehicles – a situation that appears likely to be exacerbated by the proposal to introduce a parking bay. Highways also note that the footway in the location of the proposed changes to the kerb appears to contain utilities and / or telecoms apparatus and that this may therefore need to be diverted (at the applicant's expense at nil cost to the Council).

The area around the Cotswold Road / Poplars Avenue bend is extremely heavily parked, with significant on-street and on-verge parking. The introduction of a new junction in this location will have a significant impact by removing a large amount of space currently used for parking. To attempt to compensate for this the proposals include the provision of new parking areas. However, the number of re-provided spaces would not appear to off-set the lost parking area. A row of parking bays, are shown in the stub-end on the western side of the bend. The ability of vehicles to safely enter and exit these bays and re-join the carriageway in a forward gear will need to be demonstrated as the layout of this parking area in relation to the carriageway appears onerous.

A parking layby is proposed on the southern kerb of Poplars Avenue. Highways are concerned that vehicles parked in this layby would affect the forward visibility around the bend and would also affect visibility from the proposed access arm. Highways will therefore require satisfactory forward visibility to be demonstrated.

It should be noted that parking spaces must be designed to the minimum dimensions of 2.5m x 5m with a minimum aisle width of 6m.

Parking prohibition Traffic Regulation Orders (TROs) are proposed around the new access junction. Whilst the reason for these TROs is understood, Highways are concerned about the impact these restrictions will have on parking and that this may force parking to occur in more unsuitable locations.

Furthermore, the introduction of such TROs would be subject to public consultation and given the significant impact these restrictions would have on parking, public objection is likely to be high.

It is also noted that the TROs are shown along the front edge of the proposed parking bays. This would mean vehicles could not legally park in the bays as the TRO is effective to the back of the footway.

### **Poplar Avenue Central (Residential, Care Home and Local Centre Junction)**

Poplar Avenue in the vicinity of Brathay Close and the proposed new access junction (residential, care home and local centre junction) is heavily parked on the northern kerb as a result of the adjacent apartment blocks having no off-street parking. The junction proposals will impact on existing parking and the relocated bus stop and may impact of the operation of both.

Highways are concerned the proposals may lead to an increase in parking on the verge / grassed area. It is noted that a new parking bay is proposed on the southern side of the carriageway, but we are concerned this is unlikely to be used given the location in relation to the apartments.

The right turn movement into the new access road will be provided with a ghost island right turn bay. Highways would require the right turn lane to be of sufficient width such that a large vehicle could wait in the right turn bay and a large vehicle could safely pass either side of the waiting vehicle. The plans of this location do not show the resultant lane widths and we would request the plan be annotated to show this information.

We also note that the hatching for the ghost island on the western side of the junction overlaps with the junction of Brathay Close. Whilst such carriageway marking can be crossed (where necessary) this overlap is not ideal as it could result in driver confusion and will result in accelerated wear of the markings and increased maintenance costs.

The proposals involve the widening of Poplars Avenue to incorporate the ghost island right turn. This widening and the introduction of the parking layby appear to impact on existing services / telecoms apparatus in the southern verge.

The proposed relocated signal controlled (Pelican) crossing appears to be incorrectly shown, with the traffic stop-lines too close to the crossing studs. This should be revised accordingly.

### **Mill Lane Access (150 residential dwellings)**

The scheme plans indicate that the existing alignment of Mill Lane is to be stopped up. A Section 247 agreement will therefore need to be entered into to stop-up the existing highway and a Section 38 agreement entered into to adopt the realigned highway. The highway must therefore be designed to adoptable standards.



It is not clear what the shared surface concept as referred to on the scheme plans is. Highways preference would be for a conventional junction, with a raised table (as shown), with defined priority to one of the arms - preferably the new access having priority over the northern section of Mill Lane.

The northern realigned section appears very narrow considering it *may* need to accommodate 2-way traffic movements, particularly turning through the bend. Highways would require this section to be provided to meet adoptable standards and to accommodate all potential vehicles that may use it up to and including refuse vehicles and articulated HGVs.

### **Mill Lane New Roundabout**

The layout of the proposed roundabout may be subject to change pending the results of the capacity assessments in the second TA, however Highways have the following comments on the proposed layout:

The deflection through the roundabout from the northern arm (in a southbound direction) should be increased. The single lane approach southbound and the angle of approach mean drivers may be tempted to 'straight-line' the junction.

The alignment and positioning of the new development (northwestern) arm means that the northwest to north movement may be onerous given the radius of the turn, particularly for large vehicles. Swept path assessment will be required to demonstrate that all vehicles can negotiate the roundabout in a safe manner.

The new roundabout would also significantly affect the visibility of northbound vehicles for drivers waiting to turn out of the Mill Lane junction, given the acute angle exiting the roundabout.

The capacity modelling of the junction does not appear to have taken account of the unequal lane usage that is likely to occur on each arm. On each arm there is a strong bias in traffic movements which if not modelled correctly can lead to the model overestimating available capacity. This aspect should be addressed when the junction model is re-run with the final model flows.

### **Birch Avenue Access**

The proposals for this access involve the provision of two replacement parking bays. The access road is shown as 4.8m width. This will need to be a 6m minimum width as the access road will need to act as the aisle to accommodate manoeuvres from the parking bays.

Satisfactory visibility splays will need to be demonstrated for this junction. Highways are concerned that the proposed parking area on Birch Avenue will significantly restrict the visibility from the new access arm.

Confirmation should also be provided of what purpose the "proposed shared surface access" to the east will provide.

### **Proposed Access Junctions – Road Safety Audit (Stage 1)**

It is noted that the safety issues identified in the Stage 1 Road Safety Audit appear not to have been incorporated in the scheme proposals. It is also noted that at the time of writing no Designers Response reports have been prepared by the applicant's consultants.

Until the matters raised within the audit have been addressed to the satisfaction of the audit team (separate to the Highways Development Control team), the scheme proposals cannot be accepted.

### **Summary & Conclusion:**

This Highways response presents the review of the submitted Transport Assessment (TA), which was part 1 of the overall assessment that was to eventually include network modelling information on which the final assessment was to be undertaken. As the inclusion of the network model traffic data is critical to allowing a full and comprehensive assessment to be undertaken, the Highways comments herein should be seen as a review of part 1 of the TA alone.

The review of this initial TA has identified a number of matters that require clarification or amendment. To date no formal response has been received on these points.

In early August 2016, the applicant agreed to submit, by 14th October 2016, an Addendum TA which would detail, amongst other things, the impact of the development traffic and the full extent of proposed mitigation. The Planning Authority agreed to extend this deadline until 18th November 2016 and again, finally, until 2nd December 2016.

The current position is that whilst a Local Model Validation Report (LMVR) for the base model has been submitted by Satnam (on 6th January 2017), this does not progress matters significantly further as a number of issues will need to be addressed before this report can be signed off. The information needed for the Council to meaningfully assess the proposal was to be contained in the Addendum TA, which was to include an analysis of the impact of the development on the wider highway network in 2019 and 2029 and the full extent of proposed mitigation.

It is considered that a significant amount (realistically several months) work is needed, to complete the following stages of assessment:

- Highways review and agree the revised, resubmitted base year LMVR;
- Applicant to then apply future year flows and development traffic to the model to identify 'with-scheme' operation and where relevant junctions where further detailed analysis would be required;
- WBC to review and agree any such locations;
- Where necessary, the applicant will identify mitigation options and agree with WBC.
- Applicant to undertake detailed analysis of junctions with mitigation;

- Subject to WBC approval, applicant to re-run network model to include agreed mitigation;
- Design of, and safety audit of mitigation measures at junctions by applicant, following by costing of measures;
- Applicant to address remaining detailed layout comments raised by Highways.

Notwithstanding the information submitted by Satnam on the 6th January, there is still no agreed forecast year model or proposed mitigation measures and this still falls short of what is required for the Highways team to make a meaningful assessment - or to have an understanding of what potential financial contribution might be required.

Moreover, this work would cover only physical 'highways' infrastructure – the model output would also have to inform the level of sustainable transport / Travel Plan requirements et cetera. Also, as set out elsewhere in this report, without certainty concerning the required mitigation measures it is also not possible to confirm air quality / noise impacts.

WBC Highways have no alternative therefore, but to formally object to the scheme proposals due to insufficient information.

## **Appendix 2**

### **Advice from Sport England**

Sport England raises no objection to this application subject to conditions requiring the following matters be addressed prior to any reserved matters application being submitted:

1. Agronomy Report and pitch specifications to meet the Football Associations Performance Quality Standards for the replacement playing field area.
2. Sports Strategy to demonstrate the qualitative improvements to the existing site at Windermere Avenue (Radley Common) will:
  - a. provide the capacity and right pitch facility mix to accommodate the additional demand generated from the housing development
  - b. Meet paragraph 74(iii) of NPPF and Sport England Policy Exception E2 and E5 in the event any ancillary facilities and artificial grass pitches are proposed
  - c. Detailed scale plans of the qualitative improvements at Windermere
3. Management and Maintenance Scheme for the replacement site and Windermere Avenue

Sport England would also wish to be consulted on the wording of the sports section of the s106 agreement.

An assessment of the proposal and wording of the conditions is set out below.

#### *The Proposal and Impact on Playing Fields*

The proposal for playing field is in two parts:

- Creation of a replacement playing field immediately to the north of Windermere Avenue (Radley Common). This area of playing field will replace the existing site at Mill Lane.
- Qualitative improvements to Windermere Avenue (Radley Common). Although no information has been provided to confirm what those improvements will be pre application correspondence and appendix 6 of the Planning Statement suggests they will be the same as previous planning application 2012/20610. This will see the creation of:
  - 1 full size Artificial Grass Pitch
  - 1 adult football pitch
  - 1 junior pitch
  - Changing facilities and car parking
- 

#### *Mill Lane Replacement Sites*

The replacement area to the north of Windermere Avenue has been measured at 3.2ha in area with indicative pitch layouts accommodating two full sized football pitches (60m x 100m excluding run off) and one junior pitch (37m x 27m excluding run off). Relocating the playing field to the north of Windermere Avenue would create a sustainable and functional solution to provide a sporting hub that would benefit from economies of scale, and meet both the quantity and quality requirements of both paragraph 74(ii) of NPPF

and Sport England policy.

However, it is not known what the underlying ground conditions of the proposed playing field site is and whether it is feasible to create new playing field that meets the required performance standards. An Agronomy Report identifying the soil and drainage conditions with recommendations for a schedule of works and costs will be required to ensure the proposed replacement playing field can be implemented. Based on the findings of the Agronomy Report pitch specifications should be provided that meet the Football Associations Performance Quality Standards. In addition consultation with the Football Association and Council should identify what pitch sizes are required to meet the requirements of the existing pitch users relocated from Mill Lane.

Should the findings of the Agronomy Report on this site show construction of a playing field is not feasible then the applicant will need to provide an alternative replacement site within the locality. In the event this happens the applicant should consult with the Council and Football Association to identify an appropriate site.

It is unclear from the s106 Heads of Terms whether the applicant intends to manage and maintain the site or whether the land will be transferred to the Council to manage and maintain as part of the wider Windermere Avenue site. It is important that once the works are carried out there will be an organisation in place to carry out the management and maintenance of the site.

It is also not clear whether the term “laying out of the playing fields” within part 1(a) and 1(b) of the s106 Heads of Terms is the responsibility of the applicant to implement or whether a contribution will be paid to the Council. If the latter then the contribution should be based on the findings and schedule of works with associated costs contained within the Agronomy Report.

It is noted the implementation of the replacement playing field prior to development of the existing site at Mill Lane has been included within the s106 Heads of Terms. This is welcomed and Sport England would like to be consulted on the final wording.

#### *Windermere Avenue/Radley Common Improvements*

The information provided by the applicant at pre application stage and within Appendix 6 of the Planning Statement suggests the scheme for improvements to this site are identical to those presented with a previous planning application ref: 2012/20610. Although this application was dismissed at appeal Sport England did not object to the principle subject to further information and consultation being carried out prior to a reserved matters application being submitted. The improvements are considered to create additional capacity within the site to meet the additional demand for sport arising from the housing development. Sport England would not consider the improvements alone as mitigation for the loss of playing field because these are qualitative improvements only and do not provide a quantity replacement as required by paragraph 74(ii) of NPPF and Sport England’s Policy Exception E4.

A Sports Strategy for the site should be prepared to show how improvements will:

- provide the capacity and right pitch facility mix to accommodate the additional demand generated from the housing development
- Meet paragraph 74(iii) of NPPF and Sport England Policy Exception E2 and E5 in the event any ancillary facilities and artificial grass pitches are proposed

Although an Artificial Grass Pitch (AGP) contributes to the supply of pitches in the area, it is a fixed structure that cannot be relocated and resized like a grass pitch can. For that reason there must be a clearly defined strategic need for the AGP with clearly defined sporting benefits that outweigh the loss of natural turf playing field. The applicant is strongly advised to liaise with the Council, Live Wire and the pitch sport national governing bodies, in particular the Football Association, Rugby League and Rugby Union. Sport England has provided an advisory note to assist the applicant when gathering information for the Sports Strategy.

Once the Sports Strategy has been undertaken and agreed with the Council, Live Wire and NGB's, and after consultation with Sport England, detailed scale plans of the site should be submitted. Ideally the plans should include technical specifications of all planned improvements although this can be submitted as part of the reserved matters application if required:

- Ancillary facilities – elevations, floor plans with dimensions
- Artificial Grass Pitch/MUGA – cross sections showing sub layer depths and materials, drainage, dimensions, pitch markings, fence height and materials, sports lighting to include Lighting Assessment and Noise Assessment
- Natural Turf pitches – pitch specifications including drainage plans

Any ancillary facilities will need to meet the following exception to Sport England Policy:

*'E2 - The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use'.*

Sport England has provided guidance on the planning implications of sports lighting and noise which the applicant should refer to when developing the Sport Strategy.

#### *Consultation with National Governing Bodies of Sport*

Under the terms of a Memorandum of Understanding Sport England has with the main pitch sport national governing bodies the Football Association (FA) and Rugby Football League have been consulted.

The Regional FA Facilities and Investment Manager has provided the following information on existing use of Mill Lane and comments on the proposal:

1. According to recent data collection we have Winwick Athletic as using the Peel Hall Park for their U13s girls team (match play) and then a further 8 teams aged U8s – U14s using the site for training purposes.

2. The FA supports the proposal in principle notwithstanding the missing technical information. However the PPS for Warrington is currently in development and therefore we would request any proposals for full size 3G FTPs are fed in to this process and action planning to ensure the strategic location is correct. There is a need for up to 5 additional full size 3G pitches in Warrington however the exact locations have not been explored fully. It would be a concern to see a standalone 3G pitch in an isolated area. Evidence and experience suggest these type of pitches need to be situated close to buildings, changing rooms and parking to ensure they are secure.

The national RFL Facilities Manager has commented that if improvements are made to Windermere Avenue there are two local clubs who could benefit especially if any planned AGP had a rugby compliant shockpad.

#### *Health and Well Being*

Sport England would wish to see the principles contained within the document 'Active Design' incorporated into this proposal.

We believe that being active should be an intrinsic part of everyone's daily life – and the design of where we live and work plays a vital role in keeping us active. Good design should contribute positively to making places better for people and create environments that make the active choice the easy choice for people and communities. That's why Sport England, in partnership with Public Health England, has produced the Active Design Guidance. This guidance builds on the original Active Design (2007) objectives of improving accessibility, enhancing amenity and increasing awareness, and sets out the Ten Principles of Active Design.

#### *Ten principles*

The ten principles have been developed to inspire and inform the layout of cities, towns, villages, neighbourhoods, buildings, streets and open spaces, to promote sport and active lifestyles.

The guide features an innovative set of guidelines to get more people moving through suitable design and layout. It includes a series of case studies setting out practical real-life examples of the principles in action to encourage planners, urban designers, developers and health professionals to create the right environment to help people get more active, more often.

The Active Design Principles are aimed at contributing towards the Governments desire for the planning system to promote healthy communities through good urban design.

Given the above assessment, Sport England does not wish to raise an objection to this application as it is considered to broadly meet paragraph 74(ii) of NPPF and Sport England Policy Exception E4. The absence of an objection is subject to the following condition(s) being attached to the decision notice should the local planning authority be minded to approve the application:

#### *Conditions Suggested by Sport England*

- a) Prior to any reserved matters application being submitted the following documents have been submitted to and approved in writing by the Local Planning Authority, after consultation with Sport England:



i) Agronomy Report containing a detailed assessment of ground conditions (including drainage and topography) of the land proposed for the playing field which identifies constraints which could affect playing field quality; and

ii) Based on the results of the assessment to be carried out pursuant to (i) above, a detailed scheme which ensures that the playing field will be provided to the Football Associations Performance Quality Standards. The scheme shall include a written specification and detailed plans of soils structure, proposed drainage, cultivation and other operations associated with grass and sports turf establishment and a programme of implementation.

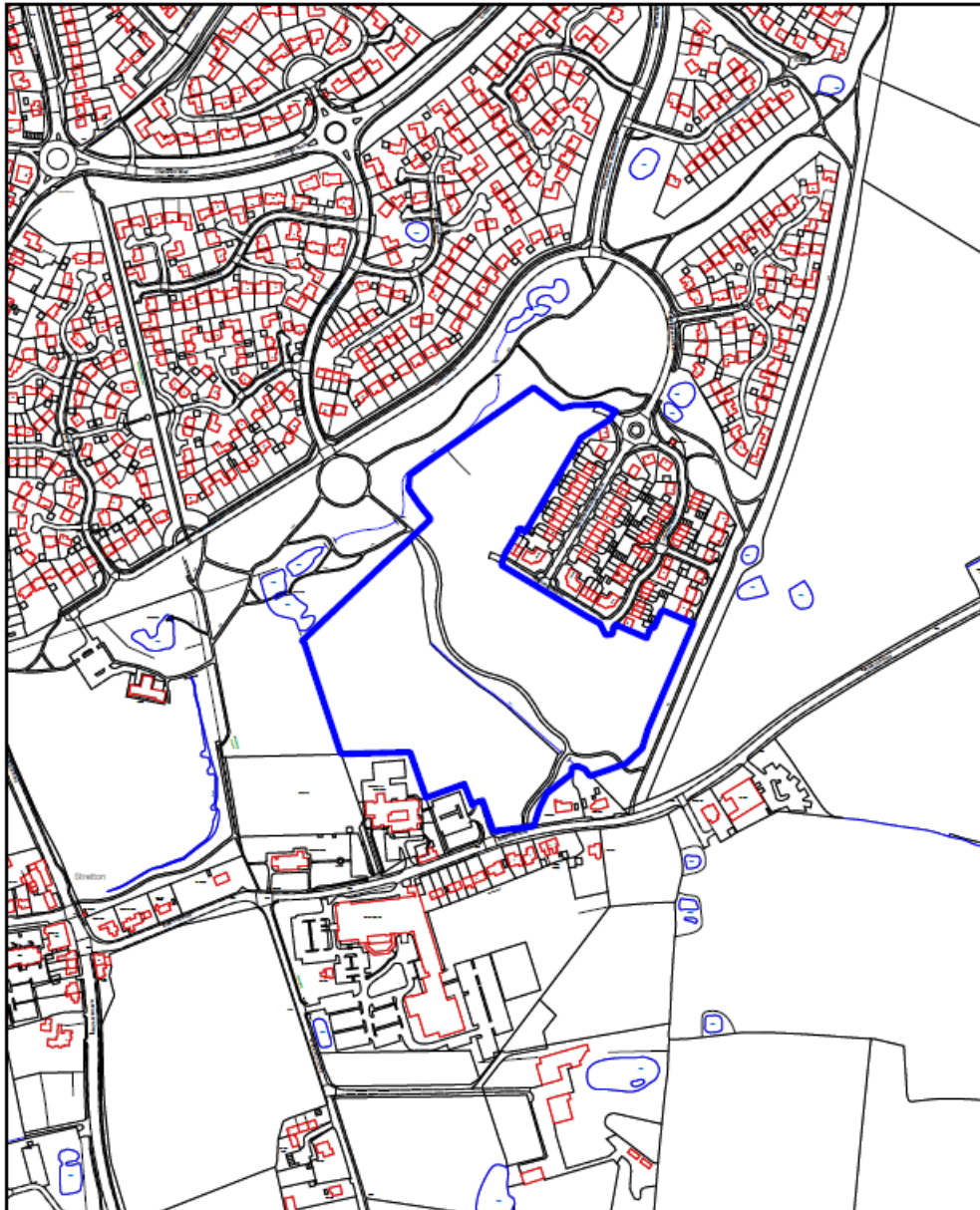
(b) The approved scheme shall be carried out in full and implemented prior to commencement of development of the existing Mill Lane playing fields. The land shall thereafter be maintained in accordance with the scheme and made available for playing field use in accordance with the scheme. The applicant is advised that the scheme should comply with the relevant industry Technical Guidance, including guidance published by Sport England, National Governing Bodies for Sport. Particular attention is drawn to the Football Associations 'Grass Pitch Quality Performance Standard' guidance note

Prior to any reserved matters application being submitted a Sports Strategy shall be prepared in consultation with Sport England and has been submitted to and approved in writing by the Local Planning Authority. The Strategy shall apply to the planned improvements at Windermere Avenue/Radley Common and include details of strategic need and sporting benefits of each pitch type and ancillary facility. Based on the agreed findings of the Strategy a scale plan shall be submitted to and approved by the Local Planning Authority, after consultation with Sport England showing the location and dimensions of each sports facility and pitch.

Prior to any reserved matters application being submitted, a Management and Maintenance Scheme for the replacement and improved sports facilities at Windermere Avenue/Radley Common including management responsibilities, a maintenance schedule and a mechanism for review shall be submitted to and approved in writing by the Local Planning Authority, after consultation with Sport England. For Artificial Grass Pitches a sinking fund and timescale for replacing the carpet shall be included. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the Windermere Avenue/Radley Common sports facilities.

Sport England would also like to be notified of the outcome of the application through the receipt of a copy of the decision notice.

The absence of an objection to this application in the context of the Town and Country Planning Act, does not in any way commit Sport England or any National Governing Body of Sport to support for any related funding application.



**WARRINGTON**  
Borough Council



Warrington Borough Council Planning Department



2016/28807  
DMC 23rd February 2017

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## DEVELOPMENT CONTROL COMMITTEE DATE 23<sup>rd</sup> February 2017

### ITEM 2

<b>Application Number:</b>	<b>2016/28807</b>
<b>Location:</b>	<b>Land Bounded By Pewterspear Green Road, Ashford Drive, Stretton, Warrington</b>
<b>Ward:</b>	<b>Appleton</b>
<b>Development</b>	<b>Outline Application (Major) - Outline planning application for up to 180 residential dwellings (access only - all detailed matters are reserved for subsequent approval).</b>
<b>Date Registered:</b>	<b>09-Sep-2016</b>
<b>Applicant:</b>	<b>Homes and Communities Agency</b>
<b>8/13/16 Week Expiry Date:</b>	<b>08-Dec-2016</b>

#### **Reason for Referral**

Objection from Stretton Parish Council; Appleton Parish Council and Stockton Heath Parish Council. In addition, the proposal is a major application and has more than ten objections.

#### **Human Rights**

The relevant provisions of the Human Rights Act 1998 and the European Convention on Human Rights have been taken into account in the preparation of this report, particularly the implications arising from the following rights:-

Article 8 - The right to respect for private and family life, home and correspondence.

Article 1 of Protocol 1 - The right of peaceful enjoyment of possessions and protection of property.

#### **Site and Proposal**

The application site is comprised of open fields between Pewterspear Green Road / Henbury Gardens / Stretton Road. A network of, footpaths/cycleways run through the site, connecting to the adjacent residential developments and green network. The site is not in Green Belt, and is unallocated in the Local Plan Core Strategy Policies Map.

The land was originally acquired by the Commission for New Towns and has

consent under section 7(1) of the New Town Act 1981, for residential development. The land is in the control of the Homes and Communities Agency (HCA) which is an executive non-departmental public body sponsored by the Department of Communities.

The application is in outline form for up to 180 residential dwellings, including access as a detailed matter for consideration. All other matters i.e. scale, layout, appearance and landscaping are reserved for later consideration. The scheme would comprise of two distinct parcels, divided by the existing footway/cycleway which runs almost centrally through the site.

Up to 103 dwellings would be accessed from Pewterspear Green Road / Ashford Drive / Henbury Gardens to the north east; and up to 77 dwellings from Stretton Road to the southwest. Road stubs are already in place from other phases of development in order to facilitate access.

### **Relevant Planning History**

2007/10668 Proposed construction of new footpath / cycleway  
Approved with conditions 03/07/2007

New Town Act 1981 section 7(1) consent for residential development.

### **Planning Policies**

#### National Planning Policy Framework

Paragraph 14 of the NPPF states:

At the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a golden thread running through plan-making and decision-taking.

For decision-taking this means:

- Approving development proposals that accord with the development plan without delay; and
- Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
  - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
  - Specific policies in this Framework indicate development should be restricted.

Paragraph 17 sets out the core planning principles which should underpin both plan-making and decision-taking, and these include, amongst other things:

- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth
- Always seek to secure high quality design and a good standard of amenity

for all existing and future occupants of land and buildings

- Encourage the effective use of land by reusing land that has been previously developed (brownfield land) provided that it is not of high environmental value
- Actively manage patterns of growth to make the fullest possible use of public transport, walking, and cycling, and focus significant development which are or can be made sustainable

At paragraph 47 the NPPF advises Local Planning Authorities to boost significantly the supply of housing.

Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

Relevant sections of the Framework include:

Achieving Sustainable Development

Core Planning Principles

Chapter 4 – Promoting Sustainable Transport

Chapter 6 – Delivering A Wide Choice of High Quality Homes

Chapter 7 – Requiring Good Design

Chapter 8 – Promoting Healthy Communities

Chapter 10 – Meeting the Challenge of Climate Change, Flooding and Coastal Change

Chapter 11 – Conserving and Enhancing the Natural Environment

Chapter 12 – Conserving and Enhancing the Historic Environment

#### Local Plan Core Strategy (adopted 2014)

CS1 (Overall Spatial Strategy – Deliver Sustainable Development)

CS2 (Overall Spatial Strategy and Distribution of Development)

CS4 (Overall Spatial Strategy – Transport)

SN1 (Distribution and Nature of New Housing)

SN2 (Securing Mixed and Inclusive Neighbourhoods)

QE3 (Green Infrastructure)

QE4 (Flood Risk)

QE5 (Biodiversity and Geodiversity).

QE6 (Environment and Amenity Protection)

QE7 (Ensuring a High Quality Place)

QE8 (Historic Environment)

SN7 (Enhancing Health and Wellbeing)

MP1 (General Transport Principles)

MP4 (Public Transport)

MP7 (Transport Assessments and Travel Plans)

MP10 (Infrastructure)

PV3 (Strengthening the Borough's Workforce)

#### Other Material Considerations

Planning Practice Guidance

Supplementary Planning Document 'Design and Construction'

Supplementary Planning Document 'Environmental Protection' (May 2013)  
Supplementary Planning Document 'Standards for Parking in New Development' (March 2015)  
Supplementary Planning Document: Planning Obligations (2017)  
Warrington Means Business

## **Consultation Responses**

### Highways

No objection to the application subject to a funding mechanism to secure funding to enhance sustainable transport measures in the area of the scheme.

As a minimum, a contribution is required to the upgrade of bus service number 8 to improve the service to a peak time 30-minute frequency, off-peak hourly frequency and to extend evening service times. The cost of this service improvement would be proportionally split between this application and two further major housing applications, as each scheme would require significant public transport support and all would benefit from this specific route enhancement. This contribution will cover a 5-year period, split equally per year.

A sum of approximately £110,000 is required to enhance bus service number 8 to provide half hour service frequencies in the AM and PM peak periods and an hourly service in the off-peak period.

Specific contributions would also be required from this applicant to provide two new bus shelters to upgrade the existing provision adjacent to the Stretton Road access.

A sum of approximately £10,000 will be required to provide two bus shelters and associated hardstanding on Stretton Road adjacent to the applicant site. This sum is an approximation and may change subject to hardstanding / foundation requirements and readily available services connection points that can only be confirmed at the detailed design stage.

### Education

Financial contributions for the following are required:

Primary provision: £671/706

Secondary provision: £523,940

### Public Health

Financial contribution of £138,780 required.

Based on the formula of to £771 per dwelling x 180 dwellings.

### Sports and Recreation

Equipped play – Delivery of provision (aligned to one LEAP including 20 metre buffer) on the application site

Built Sports Facilities – Financial contribution of £140,510 to enhance facilities at Broomfields Leisure Centre.

Pitch and non-pitch sports – No contributions required

#### Environmental Protection

In summary there are no objections subject to the following conditions:

- Land contamination conditions (characterisation, remediation and verification)
- Noise insulation scheme for proposed dwellings to the south of the site
- Submission of a Construction Environment Management Plan (CEMP).

#### Flood Risk Team

No objection subject to a condition for the detailed design of the surface water drainage layout and attenuation.

#### Trees

No objection subject to a condition requiring the submission of a tree protection scheme and construction methodology in accordance with BS: 5837:2012. This shall also include all retained vegetation both within and adjacent to the site that has the potential to be affected by the development in addition to details of construction of hard surface and finished levels within root protection areas.

#### Ecology

No objection subject to the following conditions:

- No vegetation clearance between 1<sup>st</sup> March – 31<sup>st</sup> August
- Method statement for the eradication of *Gunnera Tinctoria* (invasive species)
- Details to be included in a Construction Environmental Management Plan – Tree protection measures and protection of the ditch from spillages, dust and debris
- Landscape and ecological management plan – to include 0.9 hectares of ecological habitat and the following:
  - Descriptions and evaluation of features to be retained and enhanced
  - A plan showing new areas of species rich grassland and wetland
  - Full species/seed mixes for habitat creation areas
  - Details of the location of bat and bird boxes including the height off the ground and aspect
  - Details of the organisation(s) responsible for implementation and management
- Re-assessment if the development does not commence before 1<sup>st</sup> March 2018.

#### Archaeology

No objection subject to a programme of archaeological works (for a specific area of the site as identified in the consultation response).



### United Utilities

No objection subject to the following conditions:

- (i) Foul and surface water shall be drained on separate systems.
- (ii) Drainage in accordance with the principles set out in the Flood Risk Assessment
- (iii) Sustainable drainage management and maintenance plan

### **Notification Responses**

#### Ward Councillor (s):

Cllr Judith Wheeler – objection:

*“I am expressing concerns that this application does not address the impact of 180 houses and associated vehicle traffic on the wider transport network. There is no evidence to show what effect these extra vehicles will have on the exit points of Stretton Road/London Road; Lyons Lane/London Road and Lumb Brook Road/Grappenhall Road. All these are congestion points and busy at most times of the day. Equally there is no evidence to show what effect additional houses will have on London Road and Stockton Heath where a journey of a mile through the village can take up to 30 minutes. Stress is laid on the sustainability of this development due to the local bus service. There is a bus service but it is hourly at best, has ceased by 7pm in the evenings and doesn't run on Sundays. I fail to see how this is sustainable for anyone apart from those who have the leisure to use it during the day when deadlines do not matter. This development is aimed at families - who use cars - and to working adults who will work in many different areas which are not served by a local bus network. As local Councillors we dread every round of network changes in case of even more severe cuts to the No 46 and the services for Appleton Thorn and Stretton. What is most concerning is that we know that this application is the first of three in the area which will eventually lead to nearly 1000 houses in the area - all using the exit roads previously mentioned but we are being asked to consider them individually, thus the impact of the eventual traffic increase is minimised and will appear more 'acceptable'. So I cannot support this application knowing that is opening up the floodgates of more traffic without any evidence of amelioration measures”.*

Cllr Brian Axccl – objection:

*“The proposed development is for 180 homes on a green field site at the edge of town, where there is no adequate bus service and where there are no amenities. This means that almost all activities by residents away from home will require the use of a car. When this area was first proposed for development more than 20 years ago, one might have expected one or two cars per household. Now the norm is one car per adult. This means that in excess of 400 cars would be added to an already-congested network.*

*There is serious congestion at the traffic lights in Stretton at peak times. Stockton Heath is now congested throughout the day. There is serious congestion at Lumb Brook Bridge at peak times.*

*This planning application should not be considered in isolation and it is premature to do so. The Homes and Communities Agency has announced proposals to build 375 houses at Appleton Cross and 400 houses at Grappenhall Heys. This means that there would be nearly 1000 new homes from the three developments and considerably more than 2000 cars coming onto the road network. HCA has not proposed any highway improvements to allow vehicles to by-pass the congestion hotspots mentioned above. At the very least the decision on the Stretton proposal should be deferred until the other planning applications are submitted, presumably in a few months' time.*

*In conclusion, I object to major developments on green field sites on the edge of the town where there are no amenities. They can only make Warrington's traffic congestion problems worse!"*

#### Parish Council

Stretton Parish Council object to the application and their comments are below.

*Firstly, the number of documents submitted as part of this application was significant, with multiple reports and hundreds of pages of documentation. Due to the specialist nature of some of the reports, it would be difficult to imagine all interested parties fully understood the terminology used or indeed have the time to read all documentation submitted in detail. To allow only 21 days for such a large development does not seem appropriate, although the Council appreciates the extension agreed by WBC in considering the application and submitting this response.*

*The application made is for up to 180 homes (Design and Access Statement suggests mix of 36 x 2 bed terraced/semi-detached affordable homes; 90 x 3 beds and 54 x 4 beds), which seems to be higher than the average UK density for 7.5 hectares. As such, there is concern that the road access points are insufficient to cater for an increase in traffic. For example, Stretton Road could realistically expect an additional 100 cars (60 houses) using the proposed access road, which is already congested at peak school drop off/pick up times, due to insufficient car park spaces, with numerous cars parked on pavements around the entrance.*

*Stretton Councillors have experienced this car park at school drop off times and do not feel that it is currently fit for purpose, as such any increase is unwelcome. However, despite the above, the report states that they "do not see any issues with obstructive parking at school pick-up/drop off times". Therefore, we would formally request that the applicant consider the wider implications on this access, liaising with owners PGT to alleviate the issues – e.g. enlarged car park to be modified to incorporate separate "in/out" entrance lanes coupled with double yellow lines along the more dangerous areas, to improve the flow of traffic.*

*The impact on Stretton Road will also be significant. Again, at peak times traffic waiting at the Stretton Road/London Road traffic lights can back up past the school and the access road to the proposed development. This will*

*exacerbate current issues with increased traffic looking to exit this road. The Highways Statement identifies peak traffic flows at each of the major junctions and notes "Stretton Road is currently close to capacity".*

*As such, we would formally request that WBC undertake its own report on the above points, taking into account the wider impact on adjoining roads (London Road travelling to Stockton Heath, London Road to Jct 10 of M56, Stretton Road towards Appleton Thorn).*

*In terms of public transport/pedestrians, the current bus stops are outside St Matthew's C of E School. These buses stop the flow of traffic along Stretton Road. We would formally request that the applicant consider the creation of a pull-in bus stop to replace the current kerbside arrangement outside of the school and consider rebuilding the existing footpaths from outside St Matthew's Church to the footpath which cuts through the proposed site. Both footpaths on the eastern side of the school (either side of the spur road into the HCA land) are wide enough to accommodate a pull-in for buses and still provide adequate pavement space. Additionally, the creation of a pedestrian crossing with lights across Stretton Road would allow safer access to the school for residents on the South side of the road.*

*The planning application also incorporates 2.5 storey houses – this was queried by the PC as only 2 storey houses had previously been advised. Delyse Bailey, HCA confirmed that the height of the 2.5 storey houses were the same as 2 storey. Therefore, this issue was set aside.*

*In summary, in view of the above comments Stretton Parish Council formally object to this application.*

#### Appleton Parish Council

Main issues raised:

- Local infrastructure needs upgrading
- Impact of traffic from three HCS sites
- Cumulative impact of all housing developments – busy road network does not have the capacity to cope with additional traffic
- Road and traffic management improvements are essential
- Junction improvements, Howshoots link, new link to motorway to be funded by the HCA / developers and prior to any development commencing
- Health and education resources need addressing – new medical centre is required

#### Stockton Heath Parish Council

Main issues raised:

- All three HCA sites should be considered at the same time so that the impact on the immediate and surrounding areas including Stockton Heath can be addressed.
- Stockton Heath is already badly affected by traffic congestion and parking issues and the proposals will exacerbate this situation.

- The required infrastructure for new roads, schools, doctors and shops should be included in the plans or any permission be conditional on these fundamentals being implemented.
- Expansion of the bus network is vital and essential to service these new developments and reduce congestion; and to encourage usage one year free bus passes should be issued to new residents.

### Neighbours

The application was publicised by way of the erection of site notices throughout the site and boundary; press notice; and neighbour letters.

At the time of report preparation, approximately 75 objections have been received in relation to the proposed development.

Full comments are available to view on the Council's website, however the key issues raised are summarised below under the respective headings.

It should be noted that a large number of objections raise issues specifically in relation to other HCA sites in the area, namely Grappenhall Heys and Appleton Thorn. At the time of report preparation, no planning applications have been submitted to the Local Planning Authority for these sites. The current application relates solely to the proposed development at land at Pewterspear Green, and it is the comments pertinent to this application that will be considered in this report.

### Type of housing

Excessive proportion of starter homes  
Concerns over the mix of housing proposed  
2 bed housing is out of scale with the surrounding area

### Construction

Disruption during construction – traffic, noise, dust, disturbance

### Open space

Loss of open / green space  
Loss of recreational areas for walking, exercise, leisure activities  
A full impact assessment of community facilities is required

### Design

No details of the design or appearance of the dwellings  
Visual impacts - adverse impacts on the surrounding skyline  
Poor standard of design

Design should take into account local character, local needs and local problems and not prescriptive design guides inappropriate housing numbers dictated by current political parties

Proposed density is too high

Out-of-keeping with the type of housing / scale in the area / Negative impact on character of the area

The scheme should be reduced to 150 units

The proposal should not repeat the mistakes of the adjacent Ashford Drive development

### Highways

Existing traffic issues on the surrounding network /Increased traffic / congestion / travel times - various numbers of additional cars highlighted in objections as between 350 to 500 / estimates of increased traffic are unrealistic

Effect on traffic in surrounding areas / congestion

No public transport in the area / Loss of bus service in the area –bus is not a viable transport option

Existing congestion and parking problems along Ashford Drive / Pewterspear Green Road - cars often double parked, no driveways or parking for existing residents

Inadequate access

Inability of refuse and service vehicles to access the site / Insufficient width of existing roads to accommodate additional vehicles / Ashford Drive was designed to be a cul-de-sac and is not fit to serve the development  
Location of access close to the primary school and car park

Cumulative impacts from other developments proposed in the area

Risk of accidents

Capacity issues / impact on junctions in the area

Inadequate parking proposed

The Stretton Road access is almost opposite the Park Royal delivery bay at the rear of the hotel which is a potential hazard /inadequate sight lines of Stretton Road access

Impact on safety of existing network of footpaths / cycleway

Safety of school children at St Matthews Primary School

No highway improvements are proposed

The absence of a new link road in the area

The application should consider the implications of the Runcorn –Widnes Bridge toll and the increased usage of the Manchester Ship Canal

Lack of parking in the village

Traffic associated with football parking at weekends and mid-week evenings

Contributions towards free travel for up to 4 people per household is required

Contributions to divert A49 signage for non-local traffic to use an improved link into the A56 from Daresbury, to the new Mersey bridges, to Slutchers Lane and then the second Mersey crossing.

### Ecology

Loss of ecological habitats

Impact on rare and endangered species

### Waste

What are the proposals to deal with additional waste?

### Trees

Loss of trees

### Amenity

Proposed development would be overbearing / unneighbourly / oppressive to surrounding houses and areas

Increased pollution in the area – noise / air – impact on health

Adverse impacts on residential amenities of existing residents

Unneighbourly form of development

Noise and disturbance from additional houses and vehicles

### Services

No capacity at / or additional strain on local services such as health care, schools, social care, dentists, tips, emergency services

The houses should not be built until further facilities are provided

### Archaeology

Roman remains would be destroyed

### Drainage

Viability of drainage systems to cope with increased developed areas

### Policy

Loss of Green Belt land

The development is unsustainable

The site is Greenfield / contrary to LPCS policy CS2

Brownfield sites should be developed first – a number of sites have been put forward.

The land within the application site does not form part of the Local Plan Core Strategy (LPCS)

### Other matters

Loss of view

Loss of property values

The application is premature and should not be considered in isolation from other HCA development coming forward.

Housing development should be distributed throughout the Borough and not just in the south

Money grabbing exercise by the HCA

The Council holds no value to its residents

Commitments made in previous applications in the area have never been brought forward

Proposal would attract housing association and lower income residents and an entirely different type of individuals which will pose a risk to existing residents

Lack of strategic and holistic planning

### Consultation

Lack of consultation / communication to residents

The proposal have not been made fully available for viewing or comment



## **Appraisal**

### Principle

The National Planning Policy Framework is clear in its intention to boost significantly the supply of new housing and emphasises that housing applications should be considered in the context of the presumption in favour of sustainable development.

The Council cannot demonstrate a 5 year housing land supply and therefore any relevant policies for the supply of housing as contained in the Local Plan Core Strategy are not to be considered up-to-date. (This includes the targets set out in Local Plan Core Strategy policy CS2 for at least 80% of all new homes in the Borough to be delivered on previously developed land; and the focus of Inner Warrington for the delivery of new residential development at around 60%.)

The land was originally acquired by the Commission for New Towns and has a previous consent under section 7(1) of the New Town Act 1981. This consent is not time limited, and gives consent for the principle of residential development on the site. The site is also included in the Council's housing land supply and is identified in the Strategic Housing Land Availability Assessment (Ref 1650) as suitable, available and achievable.

The NPPF provides that where relevant policies are out-of-date planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework. Local Plan Core Strategy policy CS1 is consistent with this approach.

The principle of residential development on this site has previously been accepted as part of the 1981 Act. The principle of the development is acceptable in policy terms, subject to other considerations set out in the report.

### Prematurity

A number of objections consider that the application is premature and that it should be determined at the same time as and when other HCA sites come forward (sites at Grappenhall Heys and Appleton Thorn). At the time of report preparation, the Local Planning Authority is not in receipt of any planning applications for these sites.

The Framework is clear that in the absence of a five year housing land supply, the relevant policies contained in the LPCS are up-to-date. LPAs are required to boost significantly the supply of housing and to maintain a five year supply of deliverable housing sites. The application site is included in the Council's housing land supply and is identified in the Strategic Housing Land Availability Assessment (Ref 1650) as suitable, available and achievable.

Officers do not consider that the application is premature, as making a decision as to the principle of residential development now – either for

approval or refusal – would not substantially prejudice the delivery of core strategy policies, in its own right. In terms of the principle of the delivery of housing at the site, the proposal can be considered on its own merits and does not need to wait for the submission of applications on other HCA sites..

#### Statement of Community Involvement (SCI)

The application has been advertised by Site Notice, Press Notice and by individual letters in accordance with the Development Management Procedure Order 2015. The public consultation carried out by the Local Planning Authority has been set out earlier in the report.

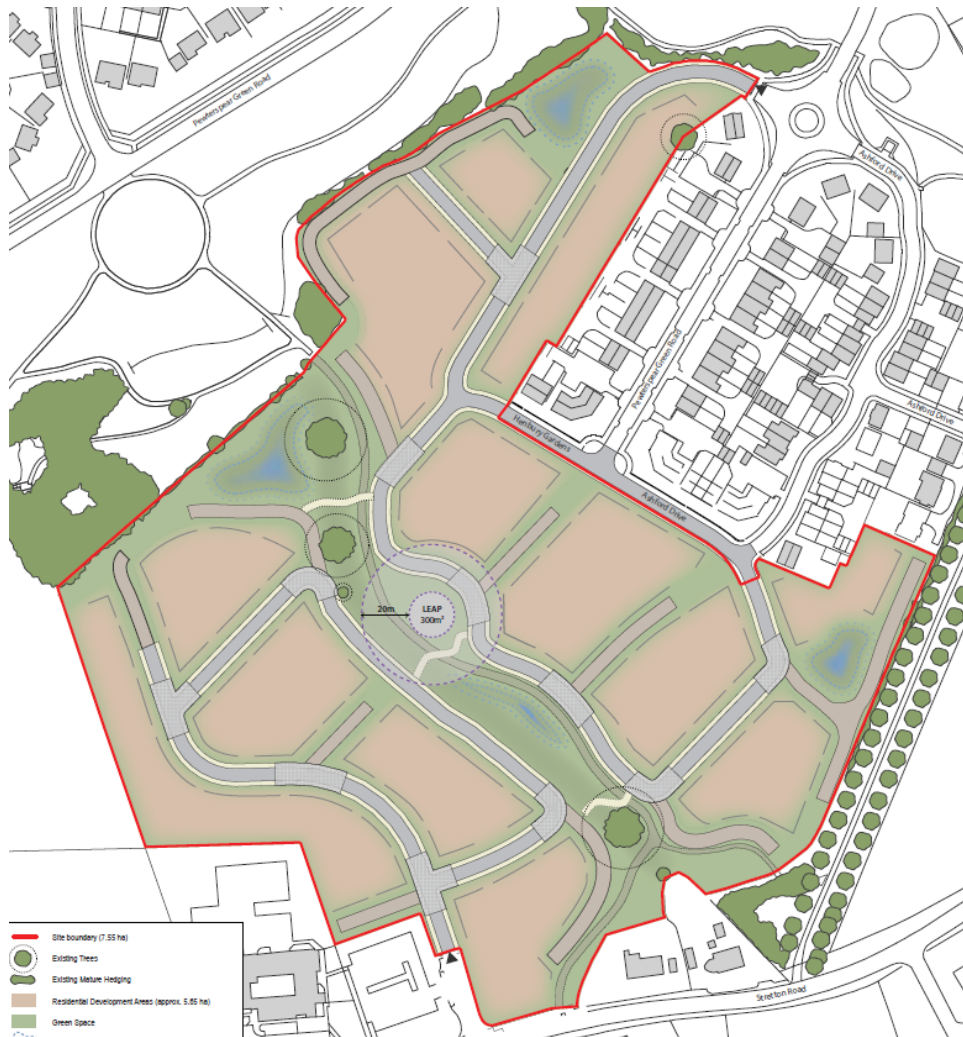
The Council's Statement of Community Involvement encourages developers to engage with the community prior to the submission of major planning applications. Between 2015-2016 the applicant has engaged in a number of discussions with the Council, the Parish Council and a public consultation event on 22 June 2016.

It is considered that suitable and proportionate community consultation has been undertaken.

#### Designation of land

The application site is not designated as Green Belt, as shown on the LPCS Policies Map. As such, Green Belt policies are not applicable in the determination of this application.

The site is unallocated and is not designated as public open space. The majority of the land not publicly accessible, being fenced off and sign posted as private land. The existing footways/cycleways which run through the site would be retained as part of the proposed development. Therefore there would be no loss of public open space or footway/cycleway links as part of this application. This is shown below on the illustrative masterplan:



The land is greenfield which is a reason for objection in a significant number of neighbour comments received. Many objections state that brownfield land should be developed first, and a number of brownfield sites located in the Borough have been suggested, including Stretton airfield and Mr Smiths, amongst others.

The land is “greenfield”, in the sense that it has not been previously developed. Following the quashing of the Borough’s housing target however, the Council currently does not have an up-to-date “locally appropriate target”, as required by NPPF, in terms of the proportion of new housing to be built on previously developed land. In these circumstances, it is considered that that presumption in favour of sustainable development as set out in paragraph 14 of the NPPF applies.

### Design

Whilst some objections refer to the lack of detail in the application, the poor standard of design, out-of-scale / out-of-keeping with the character and appearance of the area; the application is in outline form. Accordingly, detailed matters such as layout, scale and appearance are currently unknown

and are reserved for later consideration.

An indicative site plan has been submitted for illustrative purposes to provide an example of how up to 180 dwellings could be achieved on the site. It incorporates the green corridor which runs almost centrally through the site, maintaining existing footpath networks and demonstrating linkages throughout the application site and to the wider area and green space at Pewterspear Green.

The site would essentially be divided into two parcels, with the western side have a sole vehicular access from Stretton Road, and the eastern side being served via the access points currently laid out off the Pewterspear Green Road roundabout and Henbury Gardens/Ashford Drive.

The site covers an area of approximately 7.5 hectares, although the developable area would equate to around 5.65 hectares, taking into account open space and hard infrastructure provision for example roads, footways etc. The average density of the developable area would be 32 units per hectare, although this would vary across the site to accommodate a mix of housing types. This is shown on the illustrative masterplan. When considering the site as a whole i.e. 7.5 hectares, this would equate to a density of 24 units per hectare. The proposed density is acceptable given surrounding densities, although the development at Henbury Gardens /Ashford Drive is higher.

It is considered that the application demonstrates that the site could satisfactorily accommodate up to 180 residential units and that the proposed density of development is acceptable.

The access points into the site are for detailed consideration as part of this outline application. The infrastructure to facilitate the site has been completed as part of previous phases of development as part of the New Town approval and subsequent applications. The illustrative plan shows a layout that would follow the prevailing pattern of development in the area, however this is not a matter for consideration at this stage.

The proposal would result in a change in landscape character of the site through the loss of open fields. There is no doubt that there would be a visual impact from sensitive receptors within and adjacent to the site due to the introduction of residential development on a site which is currently open. A visual key receptor is the footpath/cycleway which runs through the site, however the proposed central green corridor which would follow the route of the footpath, in addition to landscaping and further planting would provide mitigation.

Properties fronting the application suite at Henbury Gardens/Ashford Drive would be highly sensitive to the visual change, as a result of their relationship with the application site and the views of open fields currently afforded to these properties. The magnitude of the visual change is identified in the Landscape and Visual Impact Assessment is categorised as high. Although the impact is recognised in visual assessment terms, the loss of existing

private views through the introduction of residential development adjacent to an existing residential estate is not a sufficient reason for refusal on planning grounds. Matters such as separation distances, scale, siting and relationship of proposed dwellings with existing properties would be controlled at detailed design stage, and is reference in the 'amenity' section of this report.

In terms of overall impact, the application seeks to retain the majority of trees and hedgerow to the boundaries, which would provide some screening in the short term. In the longer term, a robust landscaping scheme with additional tree planting would provide further mitigation through screening/softening of the views once the planting matures.

In landscape and visual impact terms, whilst there are some recognised effects through the development of open land, the site is not isolated and forms the residential edge of the urban area. The proposed residential development is not uncharacteristic of the area and it not is not in itself uncharacteristic of the area, which is predominantly residential.

#### Amenity

The application is in outline form (including access), with matters such as scale, layout and appearance being reserved for later approval. The submitted illustrative masterplan shows one possible way in which the site could be developed.

A number of objections have been received in relation to the overbearing impacts, loss of privacy, overlooking impacts and the oppressive nature of the proposal on existing residential properties. Any layout would need to achieve appropriate separation distances between existing and proposed dwellings, and this would be secured at the Reserved Matters stage once full design details are known.

Comments have also raised that the proposal would be an unneighbourly form of development, however residential development would be compatible with the surrounding land use which is residential. The level of activity associated with the proposed development would be wholly residential in nature and is not a form of development that would be considered unneighbourly in this area.

The application is accompanied by an acoustic report which identifies that elevated noise levels exist along the Stretton Road edge of the site, due to the road itself and the presence of the M56 motorway to the south. Environmental Protection advise that mitigation measures / noise insulation would be required for those properties along the edge of the site. As the application is in outline form and the detailed design is currently unknown, a phased noise condition has been recommended. Environmental Protection advise that no significant mitigation will be required to the north of the site. Subject to the recommended noise condition, future occupiers of the proposed development would not be adversely affected by noise associated with the proximity to the motorway.

Air quality impacts have also been raised in objections, however air quality at the location of the development is significantly below the limits set nationally, and based on health grounds. Environmental Protection have considered the impact of the proposed development on air quality and have scoped out any adverse air quality impacts.

Whilst objections concerns impacts of the development during construction, in particular noise, dust and disturbance, such matters would be controlled by way of a Construction Environmental Management Plan, as recommended by the Environmental Protection Officer. Noise associated post-development would be of general domestic activity and therefore it is not considered that the proposal would result in adverse impacts of noise and disturbance to the detriment of neighbouring residential amenity.

#### Housing Mix and Affordable Housing

Local Plan Core Strategy (LPCS) policy SN2 seeks to ensure a mix of housing types and tenures to help secure mixed and inclusive neighbourhoods. Further detail is provided in the Planning Obligations SPD. This is consistent with the Framework at paragraph 50 which seeks to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

The submitted planning documentation identifies a mix of housing, although this is not a detailed consideration at the stage. This suggested mix is set out below: in the form of:

2-bedroom properties: 36 units (20 per cent of total units)  
3-bedroom properties: 90 units (50 per cent of total units)  
4-bedroom properties: 54 units (30 per cent of total units)

Policy SN2 requires 30% affordable housing provision on this site of which 50% should be affordable for rent and 50% intermediate. Since the LPCS was adopted, the Housing and Planning Act 2016 been published and the National Planning Practice Guidance (NPPG) has been updated in respect of planning obligations. The Council's Supplementary Planning Document: Planning Obligations has now been adopted and this takes into account the new legislation and guidance and is a material consideration in the determination of this application.

For the purposes of Policy SN2, the Planning Obligations SPD confirms that Starter Homes are considered to be an Intermediate form of affordable housing. The SPF also reaffirms that the Council will continue to seek to secure the provision of affordable rented housing as well as fulfilling its duty to promote Starter Homes.

The application proposes 40% Starter Homes, with no affordable rent provision. There is a clear need for affordable rent provision in the Borough. As such the proposal does not accord with the SPD or LPCS policy SN2.

In line with paragraph 14 of the National Planning Policy Framework, it is

therefore necessary to consider whether or not the non-compliance with policy SN2 in terms of not delivering affordable rent provision but delivering intermediate provision in excess of the policy requirement, is an adverse impact that would significantly and demonstrably outweigh the benefits.

Although the Housing White Paper is now proposing a broader approach to affordable housing provision, including recognition of the importance of rented affordable homes as well as promoting low cost home ownership, Starter Homes remain Starter Homes are high on the Government's agenda and the Act places a duty on Local Planning Authorities to promote the supply of Starter Homes in their area. The scheme would deliver up to 72 intermediate affordable housing units which would widen opportunities for home ownership, in particular in the south of the Borough where property values are high in this area. This is a clear benefit of the scheme.

The application would make a significant contribution to the Council's housing land supply with the delivery of up to 180 homes. The Framework is clear that Local Planning Authorities should boost significantly the supply of housing and that housing applications should be considered in the context of the presumption in favour of sustainable development.

Significant financial contributions would be secured via a s106 agreement towards education, sports facilities, primary care and public transport. Whilst the contributions are necessary to mitigate the impacts of the scheme, they are clear benefits.

In addition, the HCA are committed to working with the council on the Authority's wider growth and regeneration aspirations for the borough as outlined in the approved City Centre Masterplan and Warrington means Business (Version 2). As part of The Warrington Growth Pilot (Local Growth Fund 1) the government / HCA committed to use such public sector land assets to enable the development of brownfield / regeneration areas in Warrington. The development of the application site for housing would therefore have wider benefits of investment in Warrington, and is an additional benefit of the scheme.

The policy requirement for affordable rented units would not be met by this application, which is a disadvantage of the scheme. However it is not considered that this would be an adverse impact which would outweigh the benefits of the scheme, which is acceptable in all other manners.

The delivery of 40% Starter Homes would be secured via s106 agreement.

### Trees

The Council's Tree Officer has assessed the application and advises that the submitted Tree Report is comprehensive in its findings. The proposal seeks to retain the better quality specimen trees held within the site, although some groups of trees/vegetation would be lost, there wider amenity value is relatively limited.

Tree protection measures have only been considered for trees within the site, and therefore further information would be required for off-site trees which have the potential to be affected.

The Tree Officer raises no objection to the proposed development, subject to a condition requiring the submission of a scheme for tree protection and construction methodology in accordance with BS 5837:2012 which should include all retained vegetation both within and adjoining the site that have the potential to be affected by the development, including details of construction of hard surface and finished levels within Root Protection Areas.

Landscaping is a Reserved Matter, and landscaping details, including size, quantity and locations of plantings would be considered at a later date and would mitigate any loss of trees identified above.

### Education

There is insufficient capacity in the area for primary and secondary provision when taking into account committed housing developments and sites which form part of the Council's five year housing land supply. The following financial contributions are therefore required for education and would be used to create capacity in the area:

Primary provision:  
£671,706

Secondary provision:  
£523,940

This would mitigate the impact of the proposal on primary and secondary schools in the area and would be secured by a s106 legal agreement. This would accord with LPCS policy MP10; the Planning Obligations SPD; and the Framework at paragraph 72.

### Public Health

There is insufficient capacity for primary care in the area when taking into account committed housing developments and sites which form part of the Council's five year housing land supply. A financial contribution of £138,780 is required towards the delivery of primary care facilities in the area. This would mitigate the impact of the proposal on primary care and would be secured by a s106 legal agreement. This would accord with LPCS policy SN7 and the Planning Obligations SPD.

### Public Open Space, Pitch Sports and Recreation

There is a deficit of equipped play sites in the area and therefore there is a requirement for the application to provide an area of equipped play within the development. In this case, the requirement is for a Local Equipped Area for Play (LEAP) equating to a size of 400sqm, including a 20 metre buffer zone.

The illustrative masterplan provides a LEAP centrally within the site, which has the potential to be easily accessed by all parts of the development,



including connectivity with wider areas of green space, sport or recreation.

There is no requirement for the application to provide public open space as the application is in close proximity/accessible to a number of formal areas of open space in the area, for example Pewterspear Green Road Park and Linear Park.

Within the Hatton, Stretton and Walton Ward, where there is a large surplus of sports pitch provision in quantitative terms and as such there is no requirement for the application to contribute towards sports provision.

The Council's Sports Facilities Strategic Needs Assessment (April 2015) identifies a requirement to reduce the large waiting lists for junior swimming lessons across the borough. The proposed development of up to 180 dwellings would create additional demand on sports facilities in the area. Broomfields Leisure Centre is located under 2 miles from the application site and provides a wide range of sport, leisure, health and learning facilities. It is however identified as being of poor quality, in need of enhancing and is running close to capacity. The Sport England – Sports Facility Calculator (SFC) indicates that the development would generate additional demand for facilities, which is calculated at £140,510.

The financial contribution of £140,510 would mitigate the impacts of the development in terms of additional demand generated for sports facilities, and would be secured by a s106 legal agreement.

Subject to connectivity to the nearby open space, the provision of a LEAP, and a financial contribution to enhance existing facilities at Broomfields Leisure Centre, the proposal would comply with LPCS policies QE3, CS1 (bullet points 11 and 13), and SN7; the Planning Obligations SPD; and the Framework at paragraph 73

### Ecology

Neighbouring objections are concerned regarding the loss of ecological habitat and the impact on protected species. The application is accompanied by an Ecological Appraisal which is informed by a desk study to gather pre-existing ecological records; and an extended Phase 1 habitat survey and targeted botanical, great crested newt and water vole surveys. The survey provides that the site has limited potential to support protected and notable species, primarily due to the regular management of the improved and semi-improved grassland habitats that cover the majority of the site. The report also confirms the absence of great crested newts and water voles from the site and surrounding habitats.

The report recognises that three trees (TN2, 3 and 4) were identified that are potentially suitable for use by roosting bats, with habitats around the site margins and central ditch also considered of low suitability for foraging and commuting bats. These individual trees are not identified for removal and would be protected by way of a tree protection condition. The report also provides that scattered trees and hedgerows around the site boundaries also

provide some limited extents of habitat potentially suitable for use by nesting birds.

The Council's appointed ecologist at GMEU has assessed the application and advises that the ecological constraint identified include the scale of greenspace lost, nesting birds, and invasive species. GMEU advise that these issues are not if sufficient ecological value to justify refusal and a number of conditions are recommended in order to mitigate the impact of the development. These are summarised below:

- No vegetation clearance between 1<sup>st</sup> March – 31<sup>st</sup> August
- Method statement for the eradication of *Gunnera Tinctoria* (invasive species)
- Details to be included in a Construction Environmental Management Plan – Tree protection measures and protection of the ditch from spillages, dust and debris
- Landscape and ecological management plan – to include 0.9 hectares of ecological habitat and the following:
  - Descriptions and evaluation of features to be retained and enhanced
  - A plan showing new areas of species rich grassland and wetland
  - Full species/seed mixes for habitat creation areas
  - Details of the location of bat and bird boxes including the height off the ground and aspect
  - Details of the organisation(s) responsible for implementation and management
- Re-assessment if the development does not commence before 1<sup>st</sup> March 2018.

Whilst a condition has been advised to include tree protection measures within the CEMP, these details will be required by a separate condition, as recommended by the Council's Tree Officer.

Re-assessment of the site has been advised if works do not commence before 1<sup>st</sup> March 2018. This would be difficult to secure by condition, given the trigger of just one year and the timeframes associated with largescale residential developments. As such it is considered to be more appropriate and reasonable to require any future Reserved Matters applications to be submitted with an updated ecological survey.

Although loss of ecological habitat and impact on endangered species has been raised in the public objections received, the submitted ecological appraisal has been carried out by a suitably qualified ecologist and the findings are acceptable to GMEU (the Council's appointed ecologist).

An ecological management plan would be required and this would be expected to include, among other things, the provision of 0.9 hectares of high quality ecological habitat. This would ensure that any habitat lost by the proposal is mitigated in the interests of biodiversity enhancement.

Having regard to the submitted ecological appraisal and the advice and recommended conditions from GMEU, the proposed development would not

adversely affect nature conservation interests and would accord with Local Plan Core Strategy policies QE3 and QE5; and the Framework at paragraph 109.

### Flood Risk and Drainage

A number of neighbour objections from the existing estate adjacent to the site have raised issues in relation to the drainage capacity of the area and the inadequacies of the drainage infrastructure.

The site is situated within Flood Zone 1 and a Flood Risk Assessment (FRA) is required due to the size of the site. A Sequential Test is not required as the site is located within Flood Zone 1 (defined as a 'Low Probability' of flooding) and is therefore sequentially preferable. Furthermore, an Exception Test is not applicable as in accordance with PPG Table 3, the development is appropriate for Flood Zone 1.

The FRA has been assessed by the Council's Flood Risk Team and United Utilities. There is no objection to the proposal from both consultees and whilst UU are satisfied with the outline drainage strategy proposed, the Council's Flood Risk Team require a detailed design for the surface water drainage layout and attenuation. This would be secured by condition.

Conditions would be attached for foul and surface water to be drained on separate systems, and for a sustainable drainage management and maintenance plan. This would accord with Local Plan policies QE4 and QE6, the Framework and Planning Practice Guidance.

### Heritage

The Cheshire Archaeology Planning Advisory Service (CAPAS) advise that the site is situated to the north east of the junction of two Roman roads which are recorded in the Cheshire Historic Environment Records, with the course of one of the roads having run along the south limits of the application area. CAPAS suggest however that the archaeological significance of the road is not sufficient to generate an archaeological objection to the development or to justify further pre-determination archaeological work. A programme of works is however recommended by CAPAS for specific areas of the site which are illustrated on the extract below with cross hatching:



CAPAS advise that the remainder of the application site has very little archaeological potential and therefore no further archaeological mitigation is recommended.

Although neighbour objections state that the proposed development would destroy Roman remains, CAPAS are satisfied that a programme of works for the specified area would be sufficient, it is not considered that the proposal would be detrimental to archaeological interests.

The nearest heritage asset to the site is the Church of St Matthew which is a Grade II listed building; and the locally listed war memorial. The Church lies some 100 metres to the southwest of the application site boundary and would be separated from the site by the existing open playing fields and ST Matthews School, including the grouping of trees which form an established boundary. These trees are also protected by way of a Tree Preservation Order. In addition the site would be landscaped, again a reserved matter, and this would ensure a level of further screening to the site. It is not considered that the development of the application site for housing would adversely affect the setting of the heritage asset or its conservation, and would be subject to appropriate detailed design at reserved matters stage.

Subject to the recommended condition, the proposal would comply with Local Plan policy QE8.

#### Land Quality

A contaminated land desk study has been submitted as part of the application, which identifies that further investigation will be required to fully characterise the site. Environmental Protection have requested conditions for

a characterisation & remediation Strategy and verification. Subject to the recommended conditions, the proposal would comply with Local Plan Core Strategy policy QE6 (Environment and Amenity Protection) in respect of land quality.

### Highways

The scheme would comprise of two separate elements, divided by the existing footway/cycleway which runs almost centrally through the site. The split would be up to 103 dwellings being accessed from Pewterspear Green Road / Ashford Drive / Henbury Gardens to the north east; and up to 77 dwellings being access from Stretton Road to the southwest. Road stubs are already in place from other phases of development in order to facilitate access. The access points are identified on the extract below:





Plans have been submitted for each of the access points, which demonstrate visibility splays. Highways are satisfied that that the necessary levels of visibility can be achieved at each location. The plans also demonstrate how the site would be connected to the adopted highway and this would accord with adoptable standards with a 5.5 metre carriageway and footways of a minimum

2 metres in width on either side.

A number of objections refer to insufficient width of Ashford Drive to support the development with some comments that Ashford Drive was designed as a cul-de-sac. The junction stub-ends are already in place to serve the development due to the intention to develop the land as part of the New Town. Highways have assessed the accesses and the connecting roads of Henbury Gardens/Ashford Drive, and as detailed above no objections have been raised.

Highways do however advise that localised widening of the highway at Henbury Gardens would be required and this could be secured by condition. Other points such as the removal of areas of block paving at the Ashford Drive roundabout and dropped kerb pedestrian crossings would be achieved through a section 278 agreement.

Highways comment that the internal road network would need to be designed and constructed to an adoptable standard and main routes should meet the 'Major Residential Access Road' standards. This would be secured at reserved matters stage when the detailed site layout is determined, including the application of parking standards and 'private roads'.

Objections also highlight that the access to Stretton Road is currently used as informal parking in relation to school pick up/drop off for St Matthews Primary School. The opening of the access from the site to Stretton Road will mean that the informal parking that occurs would no longer be available. Highways comment that it would be advantageous if the future layout of the scheme could include a parking layby. The LPA would seek to achieve this at the reserved matters stage.

During the course of the application process, a revised Transport Assessment has been submitted due to concerns in relation to a number of assumptions that were made in the original assessment. The revised Transport Assessment is now deemed acceptable to Highways.

Highways consider that the identified trip generation rates of the proposed development are acceptable and sufficiently robust. Capacity assessments at a number of junctions have been carried out to identify any impacts of the scheme and the modelling contained in the revised TA is to the satisfaction of Highways. Although a number of neighbour objections consider that other junctions and infrastructure in the area should be considered within the assessment, the scope of the TA has been agreed with Highways. The following key junctions were assessed and their impacts identified:

#### Junction of London Road/Stretton Road

The TA concludes that the without the development, the junction would already be operating at or just over capacity and that when the relevant development traffic associated with the current application is added to this junction, whilst the operation does deteriorate, this is not of a materially significant level. The TA also infers it is likely that with the junction operating

at these predicted levels, traffic would arguably avoid this junction and choose lighter trafficked alternative routes.

*Junction of Pewterspear Green Road / Dippingbrook Lane:*

The TA indicates that there is sufficient spare capacity at this location to accommodate the development traffic satisfactorily.

*Junction of Longwood Road / Littlecote Gardens:*

The TA indicates that there is sufficient spare capacity at this location to accommodate the development traffic satisfactorily.

*Junction of London Road (A49) / Longwood Road:*

The TA indicates that whilst the junction is predicted to operate at the upper limits of capacity, the addition of the development traffic will not have a materially significant impact.

*Junction of A49 / M56 Junction 10:*

The TA indicates that whilst the junction is predicted to operate at the upper limits of capacity, the addition of the development traffic will not have a materially significant impact.

A high number of objections raise a wide range of highways related matters, with key issues including over-capacity/congestion of the surrounding network and junctions, increased traffic, increased travel times, no highways improvements/ new infrastructure proposed as part of the application, and that there are no suitable public transport alternatives.

It is clear that the junction assessments identify that London Road. Stretton Road junction would be over capacity, however not to a significant degree, and that the junctions of London Road (A49) / Longwood Road and A49 / M56 Junction 10 would operate at the upper limits of capacity. The junctions of Pewterspear Green Road / Dippingbrook Lane and Longwood Road / Littlecote Gardens would have sufficient spare capacity to accommodate the additional traffic which would arise as a result of the proposed development.

However, the advice of Highways is that no formal junction mitigation is required as part of this application as the impact would not be severe. Highways do however make it clear that in relation to the junction of London Road/Stretton Road, any further major developments in the area are likely to result in an unacceptable impact on this junction and therefore mitigation would be required as part of future schemes. This would however be determined at the relevant time an application comes forward.

As part of this application, Highways specify the need to enhance sustainable transport measures in the area of the scheme. Highways recommend a contribution towards the upgrade of bus service number 8 to improve the service to a peak time 30-minute frequency, off-peak hourly frequency and to extend evening service times. The cost of this service improvement would be proportionally split between this application and two further major housing applications, as each scheme would require significant public transport



support and all would benefit from this specific route enhancement. This contribution will cover a 5-year period, split equally per year.

A sum of approximately £110,000 is required to enhance bus service number 8 to provide half hour service frequencies in the AM and PM peak periods and an hourly service in the off-peak period.

Highways also require a financial contribution to provide two new bus shelters to upgrade the existing provision adjacent to the Stretton Road access.

A sum of approximately £10,000 will be required to provide two bus shelters and associated hardstanding on Stretton Road adjacent to the applicant site. This sum is an approximation and may change subject to hardstanding / foundation requirements and readily available services connection points that can only be confirmed at the detailed design stage.

A particular objection from St Matthews Primary School does however relate to the proximity of the existing bus stop with the Stretton Road access and that this would be hazardous with the increased traffic from the development. Highways are however satisfied with the relationship of the bus stop with the access and the number of trips that would be generated from the development at peak times. It should also be noted that the access at Stretton Road would serve less than half of the proposed development. As requested, highways have looked into the relocation of the bus stop, however do not consider that this would be a feasible option. To the west the footpath terminates at approximately 25 metres from the stop; and relocation to the east is not an option due to the need to ensure visibility splays are kept clear and due to the number of driveways on the southern side of Stretton Road which would prevent westbound buses stopping in this location. Ultimately, Highways are satisfied with the relationship of the Stretton Road access and the existing bus stop next to the school and the levels of increased traffic that would be generated at this junction. A reason for refusal on these grounds could not be warranted.

To conclude, the improvements to sustainable transport as identified in this report would assist in reducing reliance of the car and would aim to make public transport a viable alternative. This would seek to mitigate the impacts of the development and would be secured by way of a s106 legal agreement. This would accord with the LPCS policies MP1, MP3, MP4, MP7, CS4 and QE3; and the Planning Obligations SPD.

In the absence of an objection from Highways and with the measures that would be secured via a s106 agreement, it is not considered that the proposed development would result in severe transport impacts in the context of the NPPF (paragraph 32) to warrant refusal of the application. The proposed development is therefore considered to be acceptable in highways safety terms, having regard to LPCS policies QE6 (bullet point 10), CS1 (bullet point 11) and MP3.

## **Planning Obligations**

The following financial contributions would be required in order to mitigate the impacts of the proposal:

- A financial contribution of £138,780 is required towards primary care in the area.
- A financial contribution towards education:

Primary provision:

£671,706

Secondary provision:

£523,940

- Financial contribution of £140,510 to enhance built sports facilities at Broomfields Leisure Centre.
- A sum of approximately £110,000 is required to enhance bus service number 8 to provide half hour service frequencies in the AM and PM peak periods and an hourly service in the off-peak period.
- A sum of approximately £10,000 will be required to provide two bus shelters and associated hardstanding on Stretton Road adjacent to the applicant site. This sum is an approximation and may change subject to hardstanding / foundation requirements and readily available services connection points that can only be confirmed at the detailed design stage.

The delivery of 40% starter homes would also be secured via a s106 legal agreement and would set out a mechanism for their delivery as part of the scheme.

### Other Matters

Loss of property value - This is not a material planning consideration in the determination of this application.

Loss of view - This is not a material planning consideration in the determination of this application.

A number of objections

Waste – Waste collection would be in line with the Council's waste services.

Risk to existing residents due to housing association and lower income residents – it unclear how future occupiers of the development would pose a risk to existing residents.

## **Conclusions**

The delivery of up to 180 would make a significant contribution to the Council's supply of housing land, and is suitable, available and deliverable.

Although there are shortfalls in the application, in terms of the absence of affordable rent provision and capacity impacts at key junctions in the area; these impacts are clearly outweighed by wider benefits in particular housing delivery, and/or mitigation measures which would be secured by a s106 agreement. In the context of the Framework at paragraph 14, there are no identified adverse impacts which would significantly and demonstrably outweigh the benefits of planning permission being granted. The application would accord with the Framework in its clear intention to boost significantly the supply of new housing and the presumption in favour of sustainable development, having regard to the economic, social and environmental dimensions. The application is therefore recommended for approval accordingly, subject to conditions and a s106 legal agreements to deliver the identified planning obligations.

### **Recommendation**

Approve subject to Section 106 Agreement

### **Conditions & Reasons**

1. The development hereby approved shall be commenced before the expiration of three years from the date of this permission or two years from the approval of the last of the reserved matters as defined by condition 3 below, whichever is the later.

Reason: To ensure that the Local Planning Authority retains the right to review unimplemented permissions and to comply with Section 92 (as amended) of the Town & Country Planning Act 1990

2. The development hereby permitted shall not be carried out otherwise than in strict accordance with the submitted plans, insofar as they relate to access, and any subsequently approved reserved matters:

Drawing number 50551 SK(90)08 Location Plan

Drawing number 35503/5501/001 Rev A – Site Access Stretton Road (received by the Local Planning Authority on 08/02/2017)

Drawing number 35503/5501/002 Rev B – Site Access Pewterspear Green Road (received by the Local Planning Authority on 07/02/2017)

Drawing number 35503/5501/011 Site Access Pewterspear Green Roundabout (received by the Local Planning Authority on 07/02/2017)

Reason: For the avoidance of doubt and to define the permission.

3. a) Details of the reserved matters set out below (“the reserved matters”) shall be submitted to the Local Planning Authority for approval within three years from the day of this permission:

Layout

Scale

Appearance

## Landscaping

b) The reserved matters shall be carried out as approved.

c) Approval of all reserved matters shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason: To enable the Local Planning Authority to control the development in detail and to comply with Section 92 (as amended) of the Town & Country Planning Act 1990.

4. The details submitted in pursuance of condition 3 of this consent shall include plans showing existing and proposed levels across the site and including finished slab levels of all proposed buildings. Proposed plans shall include a level (e.g. highway or footpath) adjacent to the site that will remain fixed/ unchanged and shall include levels adjoining the site.

Reason: No details of these matters have been submitted with the application and bearing in mind the topography of the site and in the interests of neighbouring residential amenity. In accordance with Local Plan Core Strategy (2014) policy QE6 (Environment and Amenity Protection)

5. No development on any individual phase (other than demolition and site clearance works) shall take place until the steps in Sections A and B below are undertaken:

A: CHARACTERISATION: With specific consideration to human health, controlled waters and wider environmental factors, the following documents must be provided (as necessary) to characterise the site in terms of potential risk to sensitive receptors:

- Preliminary Risk Assessment (PRA or Desk Study)
- Generic Quantitative Risk Assessment (GQRA) informed by a Intrusive Site Investigation
- Detailed Quantitative Risk Assessment (DQRA)
- Remedial Options Appraisal

Completing a PRA is the minimum requirement. DQRA should only to be submitted if GQRA findings require it.

### B: SUBMISSION OF A REMEDIATION & VERIFICATION STRATEGY:

As determined by the findings of Section A above, a remediation strategy (if required) and verification (validation) strategy shall submitted in writing to and agreed with the LPA. This strategy shall ensure the site is suitable for the intended use and mitigate risks to identified receptors. This strategy should be derived from a Remedial Options Appraisal and must detail the proposed remediation measures/objectives and how proposed remedial measures will be verified.

The actions required in Sections A and B shall adhere to the following guidance: CLR11 (Environment Agency/DEFRA, 2004); BS10175 (British Standards Institution, 2011); C665 (CIRIA, 2007).

Reason: To mitigate risks posed by land contamination to human health, controlled water and wider environmental receptors on the site (and in the vicinity) during development works and after completion. In accordance with Local Plan Core Strategy (2014) policy QE6; the Framework at paragraph 121; and Supplementary Planning Document: Environmental Protection Section 4.

6. The development shall not be taken into use on any individual phase until the following requirements have been met and required information submitted to and approved by the Local Planning Authority (LPA):

A: REMEDIATION & VERIFICATION: Remediation (if required) and verification shall be carried out in accordance with an approved strategy. Following completion of all remediation and verification measures, a Verification Report must be submitted to the LPA for approval.

B: REPORTING OF UNEXPECTED CONTAMINATION: All unexpected or previously-unidentified contamination encountered during development works must be reported immediately to the LPA and works halted within the affected area(s). Prior to site works recommencing in the affected area(s), the contamination must be characterised by intrusive investigation, risk assessed (with remediation/verification measures proposed as necessary) and a revised remediation and verification strategy submitted in writing and agreed by the LPA.

C: LONG-TERM MONITORING & MAINTENANCE: If required in the agreed remediation or verification strategy, all monitoring and/or maintenance of remedial measures shall be carried out in accordance with the approved details.

The site shall not be taken into use until remediation and verification are completed. The actions required to be carried out in Sections A to C above shall adhere to the following guidance: CLR11 (Environment Agency/DEFRA, 2004); BS10175 (British Standards Institution, 2011); C665 (CIRIA, 2007).

Reason: To mitigate risks posed by land contamination to human health, controlled water and wider environmental receptors on the site (and in the vicinity) during development works and after completion. In accordance with Local Plan Core Strategy (2014) policy QE6; the Framework at paragraph 121; and Supplementary Planning Document: Environmental Protection Section 4.

7. Prior to the commencement of the development of any individual phase, a scheme for insulating the building(s) envelope from noise sources both within and outside the properties shall be submitted to and approved in writing by the Local Planning Authority.

This scheme shall detail the mitigation measures necessary to achieve the internal noise levels set out below and include noise from any transportation, industrial, commercial and entertainment noise.

The following noise levels will need to be achieved in habitable rooms and outdoor areas as set out in BS8233:2014

Daytime Noise (07:00-23:00) Living Rooms & Bedrooms - 35 dB LAeq, 16hr

Daytime Noise (07:00-23:00) Dining Areas - 40 dB LAeq, 16hr

Daytime Noise (07:00-23:00) Outdoor Amenity Areas - 50 dB LAeq, 16hr

55dB LAeq, 16hr can be accepted in exceptional cases where normal mitigation cannot reach the 50dB level.

Night time Noise (23:00 – 07:00) Bedrooms - 30 dB LAeq, 8hr,

Night time noise (23.00 – 07.00) Bedrooms - 45dBLAmax no more than 10-15 times per night (WHO guidelines)

These levels must be capable of being achieved with windows open. For the purposes of calculation and unless specific window attenuation calculations are provided, noise reduction through a partially open window should be assumed to be 15dBA. If the above levels cannot be achieved with open windows, then the scheme must also include provisions for forced acoustically protected ventilation that will not compromise the acoustic performance of any proposals.

Reason: To ensure a satisfactory standard of living environment for future occupiers of the development due to the effects of nearby motorway noise. In accordance with Local Plan Core Strategy (2014) policy QE6; the Framework at paragraph 121; and Supplementary Planning Document: Environmental Protection Section 4.

In accordance with: Policy QE6 of the Adopted Local Plan Core Strategy (July 2014); and Paragraph 123 of the National Planning Policy Framework (March 2012); and Section 6 of the Environmental Protection Supplementary Planning Document (May 2013)

8. Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding and pollution in accordance with Local Plan Core Strategy (2014) policies QE4 and QE6 (Environment and Amenity Protection), the Framework and Planning Practice Guidance

9. Prior to the commencement of any development, a detailed surface water drainage and attenuation scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To promote sustainable development, to secure proper drainage and to manage the risk of flooding and pollution in accordance with Local Plan Core Strategy (2014) policies QE4 and QE6 (Environment and Amenity Protection), the Framework and Planning Practice Guidance.

10. Prior to the completion of the development a sustainable drainage management and maintenance plan for the lifetime of the development shall be submitted to and agreed in writing by the Local Planning Authority. The sustainable drainage management and maintenance plan shall include as a minimum:
  - a. The arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a Management Company; and
  - b. Arrangements for inspection and ongoing maintenance of all elements of the sustainable drainage system to secure the operation of the surface water drainage scheme throughout its lifetime.

The development shall subsequently be maintained and managed in accordance with the approved plan.

Reason: To ensure that a managing body is in place and to manage flooding and pollution during the lifetime of the development. In accordance with Local Plan Core Strategy (2014) policy QE4, the Framework and Planning Practice Guidance.

11. No development or site works shall take place within the southern section of the site (as shown hatched on the plan which is attached to this decision notice) until a programme of archaeological work in accordance with a written scheme of investigation is submitted to and approved in writing by the Local Planning Authority. Any development or works in this area shall be carried out in strict accordance with the approved programme.

Reason: To ensure that archaeological interests at the safeguarded and recorded, in accordance with the Framework at paragraph 141 and Local Plan Core Strategy (2014) policy QE8.

12. No site or earthworks shall take place until a method statement for the avoidance, control and/or eradication of *Gunnera tinctoria* has been submitted to and approved in writing by the Local Planning Authority. Any site or earthwork shall be carried out in accordance with the approved method statement.

Reason: *Gunnera tinctoria* is an invasive species listed under Schedule 9 Part 2 of the Wildlife & Countryside Act where it is an offense to introduce, plant, or cause to grow this species.

13. Tree felling, vegetation clearance works, demolition work or other works that may affect nesting birds shall not be undertaken between 1st March and 31st July inclusive, unless the absence of nesting birds has been confirmed by further surveys or inspections approved by the Local Planning Authority.

Reason: In order to avoid adverse impacts on nesting birds and to comply with the Wildlife and Countryside Act 1981 (as amended)] and the Framework.

14. Prior to the commencement of the development hereby approved, full details for the provision of 0.9 hectares of ecological habitat to be provided within the application site and to be incorporated within the development, shall be submitted to and approved in writing by the Local Planning Authority.

The ecological habitat shall be provided in full accordance with the approved scheme and the approved Ecological Management Plan (condition 15)

Reason: In the interests of net biodiversity gains and safeguarding nature conservation. In accordance with Local Plan Core Strategy (2014) CS1 (bullet point 9), QE3, QE5, MP10 and the Framework at paragraph 109.

15. Prior to the completion of the development hereby approved, an ecological management plan for 0.9 hectares of ecological habitat shall be submitted to and approved in writing by the Local Planning Authority. This shall include the following:  
Descriptions and evaluation of features to be retained and enhanced  
A plan showing new areas of species rich grassland and wetland  
Full species/seed mixes for habitat creation areas  
Details of the type and location of bat and bird boxes, including the height off the ground and aspect  
Details of the organisation(s) responsible for implementation and management  
A timeframe for the delivery of the ecological habitat and the implementation of the approved ecological management plan

The ecological habitat shall be implemented in accordance with the approved plan and subsequently retained as such thereafter.

Reason: In the interests of net biodiversity gains and safeguarding nature conservation. In accordance with Local Plan Core Strategy



(2014) CS1 (bullet point 9), QE3, QE5, MP10 and the Framework at paragraph 109  
QE5, MP10 and the Framework at paragraph 109.

16. An updated Ecological Appraisal shall be submitted with any Reserved Matters application.

Reason: In the interest of protected species and nature conversation, to comply with Local Plan Core Strategy (2014) policies CS1 (bullet point 9) and QE5 and the Framework at paragraph 109.

17. Prior to the commencement of the development hereby approved, a scheme for the protection of all trees/ shrubs/ and vegetation to be retained both within and adjoining the site shall be submitted to and approved in writing by the Local Planning Authority. This scheme shall also include a construction methodology for development and hardstanding within root protection areas and the installation of foundations, utility services and drainage systems in relation to root protection areas, in accordance with BS 5837:2012. Proposed materials, excavation depths and finished levels shall also be detailed in the scheme. The development shall be completed in accordance with the approved scheme and protection measures being in place for the duration of construction works.

Reason: In the interests of safeguarding trees during construction and as part of the development; and to protect the visual amenities of the area. To accord with Local Plan Core Strategy (2014) policy QE7 and Supplementary Planning Document: Design and Construction.

18. Prior to the commencement of the development hereby approved, full details for the provision of a 400sqm LEAP (local equipped area of play) with 20 metre buffer zone to be provided as part of the development shall be submitted to and approved in writing by the Local Planning Authority.

The LEAP shall be provided in accordance with the approved details and made available for use prior to completion of the dwellings, unless any variation to the timeframe is agreed in writing by the Local Planning Authority.

Reason: To ensure that the LEAP is delivered as part of the development to serve future occupiers and due to a deficiency of equipped play in the area, where the development will create additional demand. In accordance with Local Plan Core Strategy (2014) policies QE3, CS1 (bullet points 11 and 13), and SN7; the Planning Obligations SPD; and the Framework at paragraph 73

19. No development shall commence until a local employment scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall outline the means of maximising the local impact from the development in terms of contracting and supply chain opportunities for local businesses and job opportunities for the local community / residents. The approved employment scheme shall be fully implemented.

Reason: To maximise the benefits of the development in terms of the local economy and to comply with Local Plan Core Strategy (2014) policy PV3.

20. Prior to the commencement of any works on site on any individual phase, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority.

The CEMP shall review all construction operations proposed on that phase of the site and shall cover as a minimum the following areas of work on a phase by phase basis, identifying appropriate mitigation measures as necessary:

Proposed locations of Site Compound Areas

Proposed Routing of deliveries to Site Compounds or deliveries direct to site

Proposed delivery hours to site

Proposed Construction Hours

Acoustic mitigation measures

Control of Dust and Air Quality on site

Protection of the existing ditch on site from spillages, dust and debris

Consideration for joining a Considerate Contractors Scheme

The CEMP shall consider in each case issues relating to dust, odour, control of waste materials and vibration.

The management plan shall include a restriction on HGV construction vehicles moving to / from the site during school start and end times.

The approved scheme shall be implemented in full on each relevant phase, unless any variation to the CEMP is varied in writing by the Local Planning Authority.

Reason: In the interests of protecting the residential amenity of nearby residents during construction from adverse impacts associated with noise, dust, air quality and construction related activities. In accordance with Local Plan Core Strategy (2014) policy QE6; the Framework at Paragraph 123; and Supplementary Planning Document: Environmental Protection Sections 3 and 6.

21. Prior to the commencement of the development hereby, a scheme to

widen Henbury Gardens to accommodate a large refuse vehicle shall be submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

Reason: To ensure that a refuse vehicle can be satisfactorily accommodated in this location without detriment to the safety of other road users or the free flow of all modes of transport. In accordance with Local Plan Core Strategy (2014) policies QE6 and CS1 (bullet point 11) and Supplementary Planning Document: Parking Standards in New Development.