

**APPLICATION BY**

**SATNAM MILLENNIUM LTD**

**FOR**

**OUTLINE APPLICATION FOR A NEW RESIDENTIAL NEIGHBOURHOOD INCLUDING C2 AND  
C3 USES;  
LOCAL EMPLOYMENT (B1 USE);  
LOCAL CENTRE INCLUDING FOOD STORE UP TO 2000M<sup>2</sup>, A1-A5 (INCLUSIVE) AND D1 USE  
CLASS UNITS OF UP TO 600M<sup>2</sup> TOTAL (WITH NO SINGLE UNIT OF MORE THAN 200M<sup>2</sup>) AND  
FAMILY RESTAURANT/ PUB OF UP TO 800M<sup>2</sup> (A3/A4 USE);  
SITE FOR PRIMARY SCHOOL; OPEN SPACE INCLUDING SPORTS PITCHES WITH ANCILLARY  
FACILITIES;  
MEANS OF ACCESS AND SUPPORTING INFRASTRUCTURE AT PEEL HALL, WARRINGTON.**

**PLANNING CONTEXT ASSESSMENT**

**JULY 2016**

<b>CONTENTS</b>	<b>PAGE</b>
<b>Section 1</b> The Application	1
<b>Section 2</b> National Planning Guidance	3
<b>Section 3</b> Government Re-statements of Policy	8
<b>Section 4</b> Planning History of Peel Hall	10
<b>Section 5</b> Summary and Conclusion	13
<b>Appendix 1</b> Site Location Plan: ref 140367-D-002 REV A	
<b>Appendix 2</b> Access Plans: ref	
	HTp/1107/08/N      Birch Avenue Access
	HTp/1107/09/K      Poplars Avenue West Access
	HTp/1107/10/K      Blackbrook Avenue Access
	HTp/1107/11/J      Mill Lane Access
	HTp/1107/12/O      Poplars Avenue Central Access
	HTp/1107/30/E      Grasmere Avenue Access
<b>Appendix 3</b> Parameters Plan: ref 1820-24 Rev W	
<b>Appendix 4</b> Warrington Core Strategy 2014 – Policies Map (Extract)	
<b>Appendix 5</b> SHLAA (2016) extracts	
<b>Appendix 6</b> Sport England- pre-application consultation response	
<b>Appendix 7</b> Peel Hall History note	

## 1 The Application

1.1 This Planning report is in support of the outline planning application for a new residential neighbourhood with ancillary employment, local centre and open space uses, with points of access to be approved at the outline stage, at Peel Hall, Warrington. All other matters are reserved for future approval. The application seeks permission for,

*“Outline application for a new residential neighbourhood including C2 and C3 uses; local employment (B1 use); local centre including food store up to 2000m<sup>2</sup>, A1-A5 (inclusive) and D1 use class units of up to 600m<sup>2</sup> total (with no single unit of more than 200m<sup>2</sup>) and family restaurant/ pub of up to 800m<sup>2</sup> (A3/A4 use); site for primary school; open space including sports pitches with ancillary facilities; means of access and supporting infrastructure at Peel Hall, Warrington”.*

1.2 The application is supported by the following plans that are to be approved as part of the application,

- site location plan, ref 140367-D-002 Rev A (**Appendix 1**)
- Access plans,
 

HTp/1107/08/N	Birch Avenue Access
HTp/1107/09/K	Poplars Avenue West Access
HTp/1107/10/K	Blackbrook Avenue Access
HTp/1107/11/J	Mill Lane Access
HTp/1107/12/O	Poplars Avenue Central Access
HTp/1107/30/E	Grasmere Avenue Access ( <b>Appendix 2</b> )

1.3 The applicants request, in order to coordinate the development of the site and to ensure certain matters and features are taken into account, that an appropriately worded condition be imposed on any outline permission granted pursuant to this application requiring the reserved matters be in broad accordance with the Parameters Plan, ref 1820-24 Rev W (**Appendix 3**) as submitted with this application. It is against this plan that the submitted Environmental Assessment has been prepared and tested.

1.4 The application is accompanied by an ES in 3 volumes, including a non-technical summary and appendices.

1.5 There are numerous other reports and plans submitted with the application which are for information purposes, with the plans illustrating the possible layout and configuration of the site at the Reserved Matters stage. These reports and plans are not for approval at the outline stage.

1.6 The application is submitted by the majority landowner; Satnam Millennium Limited. The applicant has control over the other parts of the site which are owned by Satnam Developments Limited, Thornton Holdings Limited, Brooklyn Ltd and the Homes and Communities Agency. Some areas of Warrington Borough Council land are included within the application site area and notice is also served on the council in that respect.



- 1.7 The application is submitted to provide Warrington with the supply of new housing required in the town over the next plan period (to 2032). The council have recently completed their SHMA (2016) and this suggests the OAN for Warrington is in the order of 840 dwellings per annum, which requires Peel Hall and the other sites highlighted as suitable, available and achievable in the most recent SHLAA (2016) to be released immediately for housing.
- 1.8 The housing requirement within the development plan (Core Strategy) is quashed (see later). This has 2 implications for housing supply within Warrington: firstly that the council cannot identify a 5 year supply of housing as it has no requirement against which to measure current supply, and secondly the current supply when measured against the OAN suggested by the recent SHMAA gives an approximate 3.66 years supply, a shortfall on the 5 year supply requirement.
- 1.9 The Nathaniel Litchfield and Partners Technical Assessment on Housing Issues submitted in support of this application sets out a considered analysis of land supply and this is somewhat lower at 2.2-2.7 years supply. This is due to the council's suggested OAN being an under estimate of the true scale of housing need in the borough. The realistic OAN is in the range 950 – 1,150 dpa. This will form a central debate in the evolution of the replacement housing strategy for the Borough over the coming years.
- 1.10 In any event the scale of the shortfall is significant and requires the release of housing land, such as Peel Hall, immediately.
- 1.11 The site is located within the suburban area of Warrington, adjacent to the existing built up area and close to existing services, facilities and amenities. The site has good links to existing public transport routes. The application proposes further services, amenities, shopping and employment areas within the scheme, for new and existing residents. Public transport services will be brought into the development as it is constructed on a phase by phase basis, and subsidised until the development is complete. Pedestrian and cycle routes will be provided within the development to link to the built up area and countryside beyond the scheme. These new routes, together with the enhanced public transport measures proposed as part of the scheme, will benefit the existing community of north Warrington.
- 1.12 The application proposals comprise sustainable development in a sustainable location, as sought by government policy.



## 2 National Planning Guidance

- 2.1 Section 38(6) sets out planning law for the consideration of planning applications. This requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise. The Framework (NPPF) is a material consideration.
- 2.2 It is necessary therefore to begin a consideration of policy with whether the application accords with the development plan, before considering other material considerations.
- 2.3 The Development Plan for Warrington comprises the Core Strategy adopted in July 2014. The housing policies of this Plan have been quashed by a ruling of the High Court in February 2015. This ruling quashed the housing requirement for the plan period (policies W1 and SC2) and the only housing allocation in the plan (policy CS8), together with other related policy references and passages of supporting text.
- 2.4 The Peel Hall site is not notated or proposed for any specific use within the Development Plan.
- 2.5 As such there are no site specific policies which are raised in the context of this proposal.
- 2.6 There are two general aspects of the Core Strategy that are relevant to the application:

### 2.6.1 The Key Diagram

- Reference to the Key Diagram (page 21) shows the application site as being within a suburban area within the built up confines of Warrington, i.e. within the settlement boundary for Warrington (see Appendix 4). It will be noted that the site is not shown as being subject to any Green Belt, open countryside or other open urban land notations. It is "white land" on the proposals map.

### 2.6.2 Strategic Vision in 2027

- The Plan sets out (page 20) the 2027 Strategic Vision for Warrington: this states the town "continues to be a key economic driver for the surrounding area" and that "the focus on regeneration has limited outward growth of the town and has enabled the continued protection of the greenbelt". The development of the Peel Hall site, as proposed in this application, will support this vision of maintaining the current green belt boundaries around the town.
  - The Vision further states that "new housing has focused on achieving the outcomes of regeneration and creating sustainable communities and has delivered the homes needed to meet identified, general and specialised housing needs. This has helped reduce commuting and has contributed to the population growth that was necessary for Warrington to sustain and enhance its economy and services". Again, the provision of new housing on the Peel Hall site will assist in achieving this vision of providing the homes Warrington needs.
- 2.7 There are a number of policies contained within the Core Strategy of general application relevant to the application and these are set out below.
- **CS1 – Overall Spatial Strategy** - Delivering Sustainable Development – states that sustainable development proposals will be approved without delay. It is agreed this proposal is sustainable development.



- **CS2 – Overall Spatial Strategy – Quantity and Distribution Development** – requires “around 60%” of new residential development should be delivered in the defined inner Warrington area. The policy states that *“the remainder will be delivered in the town’s suburbs”*. This is, of course, a policy relevant to the supply of housing, and in the light of para 49 of NPPF, is out of date. Furthermore, the distribution in the policy is based on the now quashed housing requirement of the plan. Peel Hall is located within suburban Warrington. This policy therefore is of less weight in the planning balance, but the proposals are broadly in compliance in any event.
- **CS4 – Overall Spatial Strategy – Transport** – requires development to be located where there is the opportunity to reduce the need to travel, especially by car and to enable people as far as possible to meet their needs locally. The application has at its heart sustainable travel and public transport improvements, and the layout and form of the development will discourage private vehicle trips wherever possible.
- **Policy PV4 – Retail Development within the Town Centre and Primary Shopping Area** – requires that proposals for retail development not located within the Town Centre or primary shopping areas are supported by a sequential analysis which demonstrates that no sequentially preferable locations are available or exist, and that there are no significant adverse impacts on the primary shopping area or the wider town centre. A full impact and sequential analysis, demonstrating the appropriateness of the proposed local centre forms part of this application.
- **Policy SN1 – Distribution and nature of New Housing** – states that 80% of new homes should be focused on previously developed land and 60%, as set out in CS 2, within inner Warrington. It states that the remaining 40% should be developed within the suburban areas. The policy further states that outside inner Warrington (within the suburban areas) the Council will support proposals which provide solutions to *“environmental or social problems”* or *“present an opportunity to widen the type, size and affordability of available housing... in sustainable locations which are well served by existing infrastructure”* or *“support the delivery of or help create the density of population to support the operation of neighbourhood hubs and local shops and services”*. This is, of course, a policy relevant to the supply of housing, and in the light of para 49 of NPPF, is out of date. Furthermore, the distribution in the policy is based on the now quashed housing requirement of the plan. This policy therefore is of less weight in the planning balance and the application meets many of the criteria of the policy.
- The policy then goes on to state that *“the Council will support proposals which .... meet identified specialist needs including units specifically provided to meet the needs of the elderly or infirm”*. The application proposals propose such accommodation.
- **Policy SN2 – Securing Mixed and Inclusive Neighbourhoods** – requires a mix of housing types and tenures including affordable housing. The application is affordable housing policy compliant by providing affordable housing at 30%, including Starter Homes, shared equity ownership and rented accommodation. This will be provided in a variety of unit sizes and styles. The market housing will be provided in a wide range of styles and sizes, by a number of housebuilders over the lifetime of the development.
- **Policy SN7 – Enhancing Health and Wellbeing** – seeks to reduce health inequalities within the Borough by supporting proposals that promote healthy lifestyles. A significant extension of the green network is proposed in this application, including an extension of Peel Hall Park northwards through the site and informal areas of open space continue alongside the



motorway and through the development. In this way a network of footpaths, cycleways and recreational areas will be created.

- **Policy QE1** – Decentralised Energy Networks and Low Carbon Development – the policy seeks to encourage proposals that will maximise the use of renewable and low carbon energy. These matters will be considered at the building regulations and reserved matters stages and incorporated into the overall scheme.
- **Policy QE3** – Green Infrastructure – seeks to enhance the Borough’s Green Infrastructure. As set out above, a significant extension of the green network is a central part of the development proposals.
- **Policy QE4** – Flood Risk – states that *“the Council will .... support development proposals where the risk of flooding has been fully assessed and justified by an agreed Flood Risk Assessment”*. A FRA is included in support of the application. The site is located in the lowest flood risk area.
- **Policy QE6** – Environment and Amenity Protection – states that the Council will *“support development which would not lead to an adverse impact on the environment or amenity of future occupiers or those currently occupying adjoining or nearby properties or does not have an unacceptable impact on the surrounding area”*. The application does not have an unacceptable adverse impact on the amenities of neighbouring properties or residents and the surrounding area, as set out in the ES accompanying the application. The reserved matters applications will ensure detail layouts will respect the adjoining development in these regards.
- **Policy QE7** – Ensuring a High Quality Place – states that the Council *“will look positively upon proposals that are designed to be sustainable, create inclusive, accessible and safe environments and reflect the characteristics of their surroundings”*. The requirements of this policy are able to be integrated into the reserved matters applications subsequent to the outline consent.
- **Policy QE8** – Historic Environment – ensures that the fabric and setting of heritage assets are not harmed by development proposals. As set out in the ES accompanying the application, no harm is caused to historic assets around the site.
- **Policy MP1** – General Transport Principles – seeks to secure sustainable means of travel. As set out above, the development of this site places sustainable travel modes at the heart of the scheme.
- **Policy MP4** – Public Transport – sets out that *“the Council will aim to secure improvements to public transport infrastructure and services in partnership with operators and delivery partners”* and that *“development should be located in areas with easy access to public transport”*. The application proposes significant public transport improvements on a phased basis over the life of the development. These will provide enhanced opportunity to use public transport and other sustainable means of movement.
- Finally, page 120 of the Core Strategy sets out the Vision in 2027 for inner and north Warrington (the application site lying in north Warrington). This states:

*“Development has brought improvements to inner and north Warrington which have reduced environmental accessibility and quality of life disparities in the area. There are good local facilities and open spaces that link to a wider walking and cycling network of infrastructure which is beneficial for health and recreational purposes.....”*



*“North Warrington has seen lower levels of development than inner Warrington, but has benefitted from resultant social regeneration initiatives”.*

Both of these vision objectives are supported by the application now submitted.

- 2.8 As set out above, the policies of the development plan that have full weight are supportive of the application proposals. The policies relating to housing delivery and supply are out of date by virtue of para 49, on account of being based on the now quashed requirement figure and the lack of a 5 year supply of housing land in the borough. The objectives or vision of these policies however are not harmed or compromised by the application proposals. **As such the application is in accordance with the Development Plan for Warrington as a whole.**
- 2.9 The National Planning Policy Framework (March 2012) sets out national planning policy for consideration of the appeal proposals and is supplemented by the NPPG.
- 2.10 NPPF confirms the achievement of sustainable development as a central objective of the Government’s aims and this has economic, social and environmental aspects. NPPF states (paragraph 12) that the development plan is the starting point for decision making (as 38(6)) and development that accords with an up to date local plan should be approved; and proposed development that conflicts should be refused, unless other material consideration indicate otherwise. Paragraph 13 confirms that NPPF is a material consideration in the determination of planning applications.
- 2.11 Paragraph 14 is of major importance in the decision making process. It supports the grant of planning permission where possible and states that:

*“at the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a golden thread running through both 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 the relevant policies are out-of-date, granting permission unless:*
- *any adverse impact of doing so would significantly and demonstrably out-weigh 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”.*

- 2.12 As set out above, the application is in accordance with the development plan and so, in the light of this advice, the application should be *“approved without delay”.*
- 2.13 Paragraph 47 relates to housing development and requires local authorities *“to boost significantly the supply of housing”* and to maintain 5 years’ worth of housing sites (plus an appropriate buffer) at all times. Paragraph 49 of NPPF states that *“housing applications should be considered in the context of the presumption in favour of sustainable development”.*

- 2.14 Paragraph 49 also refers to situations where a 5 year supply of land cannot be identified, and states that
- “Relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites”.*
- 2.15 As set out above the council cannot demonstrate a 5 year supply of housing land as it has no housing requirement, but in any event, when set against the recently suggested OAN the current supply equates to only 3.66 years. Based on the NLP OAN the current supply equates to 2.2 – 2.7 years.
- 2.16 Guidance regarding residential amenity is set out at paragraph 17 as one of the core principles of planning to be used to under-pin decision making. This stated general requirement is to *“always seek a high quality of design and a good standard of amenity for all existing and future occupants of land and buildings”.*
- 2.17 The Framework sets out advice regarding landscape designations at paragraph 115 and this refers to national designations such as National Parks, The Broads and Areas of Outstanding Natural Beauty. No such areas are affected by the application proposals. There is no similar advice within the Framework relevant to sites not notated for landscape or ecological value or merit within local plans, such as the application site.
- 2.18 Paragraph 72 relates to proposals which create, expand or alter schools, and urges councils to *“take a proactive, positive and collaborative approach”* in that regard. The application proposals contain aspects which will boost, expand and create local schools at both primary and secondary levels. The site for the new primary school (if required) is adjacent to the local centre, where it is accessible from the existing built up area and the new development.
- 2.19 Paras 73 and 74 relate to outdoor space for recreation and sports, emphasising the importance of such spaces to local communities, and setting out guidance in relation to development on sites that currently contain sports pitches at para 74. Part of the application site is currently used as playing fields (HCA land at Blackbrook Avenue). These existing playing fields will be replaced on a like for like basis within the development site. Pre-application consultation with Sport England has taken place on this issue and Sport England have no objection in that regard (**Appendix 5**). A significant improvement to the council recreation site at Windemere Avenue is proposed as part of the scheme.
- 2.20 The proposals include a local retail and services centre, and as required by para 26 of the Framework, an impact assessment is provided which demonstrates the lack of impact on other established centres in the plan area as part of the application proposals. This will act as a focus for the development, providing a local scale food store, supporting retail, services, healthcare and other units, together with a family pub and restaurant.
- 2.21 The Framework generally encourages development proposals to be sustainable, and part of this is to present opportunities for sustainable travel patterns and for the greater use of public transport. This is a central theme of the application transportation strategy.
- 2.22 Policy set out in NPPF is a material consideration to be taken into account in the determination of development applications. The advice and guidance supports the grant of planning permission as sought in this application. Paragraph 14 directs the application should be approved *“without delay”*.



**3 Government Re-statements of Policy and the Confirmation of the Acceptability of Housing in principle on the Peel Hall site**

3.1 There have been numerous Government and Ministerial Statements confirming the importance of boosting housing development since NPPF was published. The most important of these can be summarised as follows:

**Written Ministerial Statement September 2012,**

3.1.1 This Ministerial Statement sets out the concern of the government to provide homes to meet Britain's demographic needs and to help generate local economic growth. It acknowledges that the need for affordable homes remains high and the need to accelerate large housing schemes. It acknowledges the need to reduce planning delays in order to get more homes built. It particularly acknowledges that whilst the Localism Act puts power back into the hands of communities, with power comes responsibility to meet their needs for development and growth, and to deal quickly and effectively with proposals that will deliver homes, jobs and facilities.

**3.1.2 Fixing the Foundations (July 2015),**

In July 2015 the Chancellor of the Exchequer presented to Parliament Fixing the Foundations: Creating a More Prosperous Nation, which sets out the Government's vision to make Britain the richest of all the major economies by 2030. It includes, in Chapter 9, a clear indication of the Government's continuing commitment to build more homes that people can afford to buy. The document notes that the UK has been incapable of building enough homes to keep up with growing demand. This, the report concludes, harms productivity and restricts labour market flexibility, as well as frustrating the ambition of people who wish to own their own home.

**Spending Review and Autumn Statement (November 2015),**

3.1.3 The 'Blue Book' relating to the 2015 Autumn Statement set out a five point plan to give increased opportunities for home ownership. The first of these relates to a commitment to deliver 400,000 affordable homes, the second extends right to buy. The third is of particular importance and relates to accelerating housing supply and getting more homes built. It specifically notes that the planning reform proposed is to establish a new delivery test on local planning authorities, to ensure delivery against the number of houses set out in Local Plans. In addition it seeks to back SME house builders by amending planning policy to support small sites.

**3.1.4 Brandon Lewis Letter (9 November 2015),**

On 9 November Mr Brandon Lewis MP sent a letter to all local authorities setting out the government's commitment to delivering 275,000 extra affordable homes by 2020. The letter seeks to encourage local authorities to be flexible when dealing with S106 agreements and negotiations regarding affordable housing.



- 3.2 In conclusion therefore, since the clear guidance in NPPF to boost the supply of house building the Government has been consistent to reiterate this message to the industry and planning profession. There are countless appeal decisions that underline the importance of increasing the supply of housing, and the housing proposed in this application should be seen in this context.

### **2016 SHLAA**

- 3.3 The Council have recently published the 2016 SHLAA for Warrington and this lists the application site as sites 1506 (main site) and 1649 (HCA land) **(Appendix 5)**.
- 3.5 Site 1506 is considered to represent a “*suitable, available and achievable*” housing site, with development completions forecast within the next 5 year period. As such the council confirms housing on the site in principle as acceptable.
- 3.6 Site 1649 is considered to be “*constrained*” due to its use as playing fields. These will be replaced however as part of the application proposals, thereby allowing that site to be regarded as suitable, available and achievable. This has been agreed as acceptable in principle by Sport England **(Appendix 6)**.
- 3.7 It should be noted that the SHLAA also refers to site 1575, an area of land adjacent to the main site (1506) owned by the council. This has access constraints (narrow access way from the public highway), but could easily be accessed from the main site. Similarly, site 1647 is noted to be suitable, available and achievable, and is located at the end of Mill Lane, opposite the new entrance being created as part of this application. The works for this scheme, together with the improvements to local schools, services and sustainable transport links, will make this site more attractive to the market. Thus these sites can be made available by the development of the application site **(Appendix 5)**.

**4. Planning History of Peel Hall**

4.1 The history of the Peel Hall site through the various non-statutory local and other plans which have affected this part of north Warrington, together with the main applications and appeals related to the site, are relevant factors in the consideration of the application site for residential development.

4.2 The history of plan making in this area goes back to the 1950's and begins with the Lancashire County Development Plan. The evolution of the site through that plan and the subsequent plans and main planning events up to the present day are set out in detail in the history note at **(Appendix 7)**.

4.3 The most recent and relevant history however begins in 2007, when the High Court gave a ruling on whether Peel Hall had ever been, or should be, located within the green belt.

**The UDP: High Court Ruling**

4.4 This ruling confirmed that the Peel Hall site had always been located outside the greenbelt and that the proposals by the Local Authority to put the site into the green belt amounted to an alteration to the general extent of the greenbelt which was not supported by exceptional circumstances. Consequently the notation on the proposals map showing Peel Hall as lying within the greenbelt was quashed and the status of the land as not being located within the greenbelt was confirmed.

**The Draft Core Strategy**

4.5 In July 2010 a Core Strategy Objectives and Options was published by Warrington Borough Council. This split the Borough into a number of "building blocks" with central and northern Warrington being included within "The Regeneration Area". The built up area / regeneration area was shown as extending up to the M62 and included Peel Hall.

4.6 Due to the low level of expressed housing requirements within the plan, no new housing allocations over and above commitments at that time were contained in the plan.

**The Pre-Publication Draft Core Strategy**

4.7 The Pre-Publication Draft Core Strategy was published in December 2011 and notated Peel Hall as a Strategic Location *"one or a combination of which could be needed to accommodate growth in the longer term to avoid the need to release greenbelt land for development"* (CS9).

**The Submission Local Plan Core Strategy**

4.8 As with the Pre-Publication Draft Core Strategy, the submission Local Plan Core Strategy notated Peel Hall (along with other sites) as a Strategic Location for future housing development under Policy CS9 *"to avoid the need to release greenbelt land for development"*.

**The Mill Lane appeal Decision**

4.9 In July 2013 an appeal into the development of 120 homes in the north eastern section of Peel Hall, off Mill Lane was rejected by an Inspector following an Inquiry in May 2013. The Inspector found that site to be located too far from local amenities and facilities and since there was no need for additional housing to be released at that time, and despite a lack of physical harm to the area by the housing development in landscape or highways terms, dismissed the appeal.



**The Core Strategy: Examination**

- 4.10 The CS9 notation was rejected as a concept by the Inspector and Modifications to remove this notation from the plan were published in 2013.
- 4.11 In addition the part of the Omega site was proposed as an allocation for 1,100 homes.
- 4.12 As a consequence the Examination was reopened and these Modifications, along with other aspects of the Modifications and the plan, were debated.

**The Core Strategy: Inspectors Report**

- 4.13 The Modifications to remove the CS9 safeguarding notation from the Peel Hall site, along with the allocation of the Omega site for 1,100 homes, were supported by the Inspector in his report published in May 2014.
- 4.14 Consequently the plan was adopted by the Council on 21 July 2014. This plan contains no notation for the Peel Hall site, and the site is effectively shown as white land within the suburban area of Warrington.

**The Core Strategy: High Court Ruling**

- 4.15 Following an application to the High Court a ruling on the legality of the calculation of the Housing Needs assessment that led to the housing requirements of the plan was handed down in February 2015. This ruling held that the housing requirements of the plan were not properly calculated and as such the housing requirement policies of the Plan and the allocation of the Omega site for housing should be quashed. The court also ruled that SEA on the plan had not been properly undertaken and consequently quashed those aspects of the plan, namely the housing allocation at the Omega site.

**First steps to establish a new housing requirement for Warrington**

- 4.16 In mid-2015 the 3 Mid Mersey Authorities, Warrington, St Hellen's and Halton commissioned consultants to prepare an up-to-date SHMAA to suggest a reliable OAN for plan making purposes. That study was published in draft in autumn / winter 2015 proposing an OAN for Warrington of circa 840 dwellings pa. This figure was confirmed in the final report (January 2016) and is now being used for plan making purposes by Warrington Borough Council.
- 4.17 The applicants in this case have commissioned Nathaniel Litchfield and Partners to review the SHMA and its modelling work on demographic need. This calculates the true OAN for Warrington is much higher than the council's estimate in the range 950-1,150 dwellings per annum.

**The 2016 Warrington SHLAA**

- 4.18 The 2016 Warrington SHLAA notates Peel Hall as site 1506 and categorises the site as Suitable, Available and Achievable. The site is listed as having potential to contribute 1,480 dwellings in total, with 150 dwellings in the 1st 5 year period of the plan, 635 in the 2nd 5 year period, 550 in the 3rd 5 year period, and 145 beyond the plan period. (It should be noted that the possible dwelling yield is based on a gross site area, without consideration of restrictions, other uses such as local centre or employment, strategic open space and so on).
- 4.19 The SHLAA categorises the extreme eastern part of Peel Hall as a constrained site, due to its current use as playing fields (site 1649), but otherwise suitable for housing development.



### **Conclusions on the Peel Hall History**

- 4.20 There are, therefore, the following principles established by virtue of the planning history of Peel Hall and subsequent events which determine it to be a suitable, available and viable housing site.
- 4.20.1 Within the "development plan" i.e. the Warrington Core Strategy, Peel Hall is shown as white land, outside the general extent of the Green Belt, within suburban Warrington. It is not affected by any development plan notation. It is land regarded as being within the built up area.
- 4.20.2 The 2016 SHLAA concludes that Peel Hall is a Suitable, Available and Achievable residential site for immediate development, and anticipates completions from the site within the next 5 year period.
- 4.20.3 Within the Warrington New Town Outline Plan and the Padgate District Area Plan, Peel Hall was shown partly as residential land, partly as open space.
- 4.20.4 Peel Hall is the only area (apart from Bridgewater East) allocated for development in the New Town Outline Plan which remains undeveloped or committed. The infrastructure constraints previously identified are now capable of solution.
- 4.20.5 Peel Hall has never been located within the approved Green Belt and has been repeatedly found to lie outside the general extent of the green belt in this area.
- 4.20.6 Peel Hall has consistently been regarded as an appropriate location for future housing development by Warrington Borough Council, as evidenced by its notation as an Area of Search or Strategic Location for future development throughout the preparation of the Warrington Borough Local Plan, the First Deposit Draft UDP and the draft of the current Core Strategy, together with the 2016 SHLAA conclusions regarding the suitability of the site for residential development.
- 4.20.7 The 1990 appeal decision from the Secretary of State, the Inspectors Report into the Warrington Local Plan Inquiry, the draft allocations of the UDP and Core Strategy, and the 2016 SHLAA demonstrate the site is capable of residential development, will not seriously affect the character and amenity of Houghton Green, is not unduly affected by noise constraints arising from the M62 and is compliant with relevant planning standards and requirements.

## 5 Summary and Conclusion

- 5.1 The application proposals fully accords with development plan policy as set out in Section 3. There are no local plan designations compromised by the proposals, and the requirements of the relevant policies of the plan can be adequately catered for as part of the application proposals. The housing policies of the plan are out of date by virtue of their being based on the quashed requirement figures and para 49 of NPPF. There is no harm to any matters of importance. As such S38(6) and para 14 of NPPF are satisfied and direct that the application be approved.
- 5.2 The application proposals fully accord with national guidance. Warrington is a location where increased amounts of new housing is required, the application site is suitable for housing in principle. The site is located in an area where the investment in development and local infrastructure has the ability to improve the quality of life for local residents. No ecological or landscape harm is caused by the proposals. The proposals comprise sustainable development.
- 5.3 The vision set out by the Local Plan Core Strategy of Warrington in 2027 is fulfilled by the application proposals.
- 5.4 There are substantial benefits arising from the application proposals, including market and affordable housing, local employment opportunities, new local centre and shopping facilities, substantial open space areas and formal sports provision, school improvements and enhancements, public transport improvements and job creation. Financially, the Council will be rewarded for the new homes proposed in this application through the New Homes Bonus and increased council tax receipts.
- 5.4 The application should be approved **“without delay”**.

**Appendix 1**

**Site Location Plan ref: 140367-D-002 Rev A**







## Appendix 2

- **Access plans: refs**

**HTp/1107/08/N**

**HTp/1107/09/K**

**HTp/1107/10/K**

**HTp/1107/11/J**

**HTp/1107/12/O**

**HTp/1107/30/E**

**Birch Avenue Access**

**Poplars Avenue West Access**

**Blackbrook Avenue Access**

**Mill Lane Access**

**Poplars Avenue Central Access**

**Grasmere Avenue Access**





NOTES:  
 Drawing based on Geomatic Surveys Ltd topographical survey 01532/01 dated 27/07/15.  
 ©Crown copyright and database rights 2015 OS Licence 100035409.

ISSUE	REASON FOR REVISION	DATE

PROJECT:  
**PEEL HALL,  
 WARRINGTON**

CLIENT:  
**SATNAM MILLENNIUM  
 LTD**

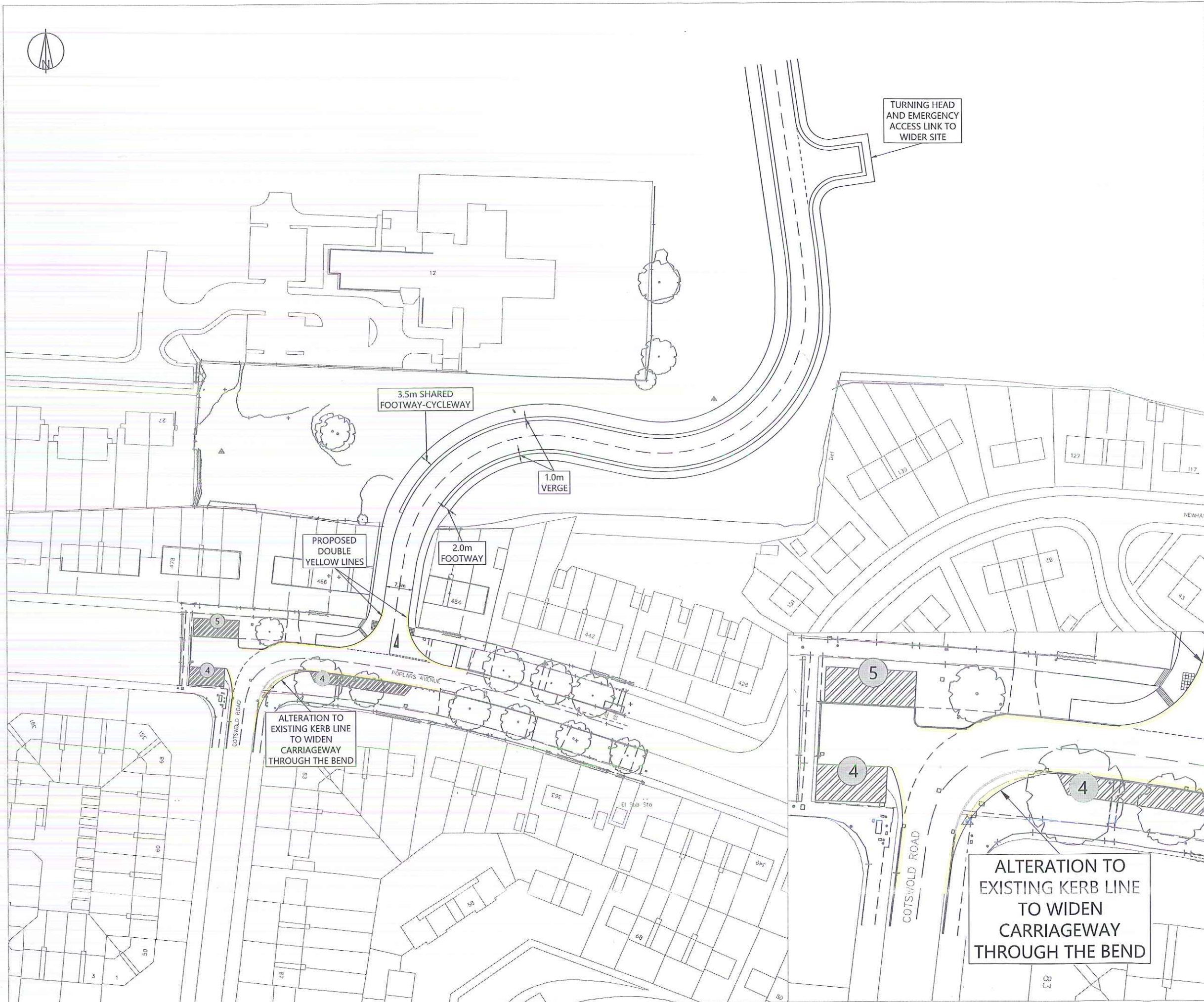
PROJECT REFERENCE:	DRAWING NUMBER:	SCALE:
1107	08/N	1:500 @ A3

**HighgateTransportation**  
[www.highgatetransportation.co.uk](http://www.highgatetransportation.co.uk)  
 Box 13, 42 Triangle West  
 Park Street, Bristol BS8 1ES  
 07973 375 937 / 07595 892 217  
 © Highgate Transportation Limited

TITLE:  
**PROPOSED ACCESS TO RESIDENTIAL LAND  
 AT BIRCH AVENUE**

DATE:	DRAWN BY:	CHECKED:
26/05/16	FB	DT





NOTES:  
Drawing based on Geomatic Surveys Ltd topographical survey 01532/01 dated 27/07/15.

©Crown copyright and database rights 2015 OS Licence 100035409.

KEY:  
Parking Areas (number of cars that can be accommodated) ⑥

ISSUE	REASON FOR REVISION	DATE

PROJECT:  
**PEEL HALL,  
WARRINGTON**

CLIENT:  
**SATNAM MILLENNIUM  
LTD**

PROJECT REFERENCE: <b>1107</b>	DRAWING NUMBER: <b>09/K</b>	SCALE: <b>1:1,000 @ A3</b>
-----------------------------------	--------------------------------	-------------------------------

**HighgateTransportation**  
[www.highgatetransportation.co.uk](http://www.highgatetransportation.co.uk)  
 Box 13, 42 Triangle West  
 Park Street, Bristol BS8 1ES  
 07973 375 937 / 07595 892 217  
 © Highgate Transportation Limited

TITLE:  
**PROPOSED ACCESS TO EMPLOYMENT LAND  
AT POPLARS AVENUE**

DATE: <b>26/05/16</b>	DRAWN BY: <b>FB</b>	CHECKED: <b>DT</b>
--------------------------	------------------------	-----------------------





NOTES:  
 Drawing based on Powers & Tiltman topographical survey 6297/01 dated 25/07/11 and Geomatic Surveys Ltd topographical survey 01532/01 dated 27/07/15.

©Crown copyright and database rights 2015 OS Licence 100035409.

ISSUE	REASON FOR REVISION	DATE

PROJECT:  
**PEEL HALL,  
 WARRINGTON**

CLIENT:  
**SATNAM MILLENNIUM  
 LTD**

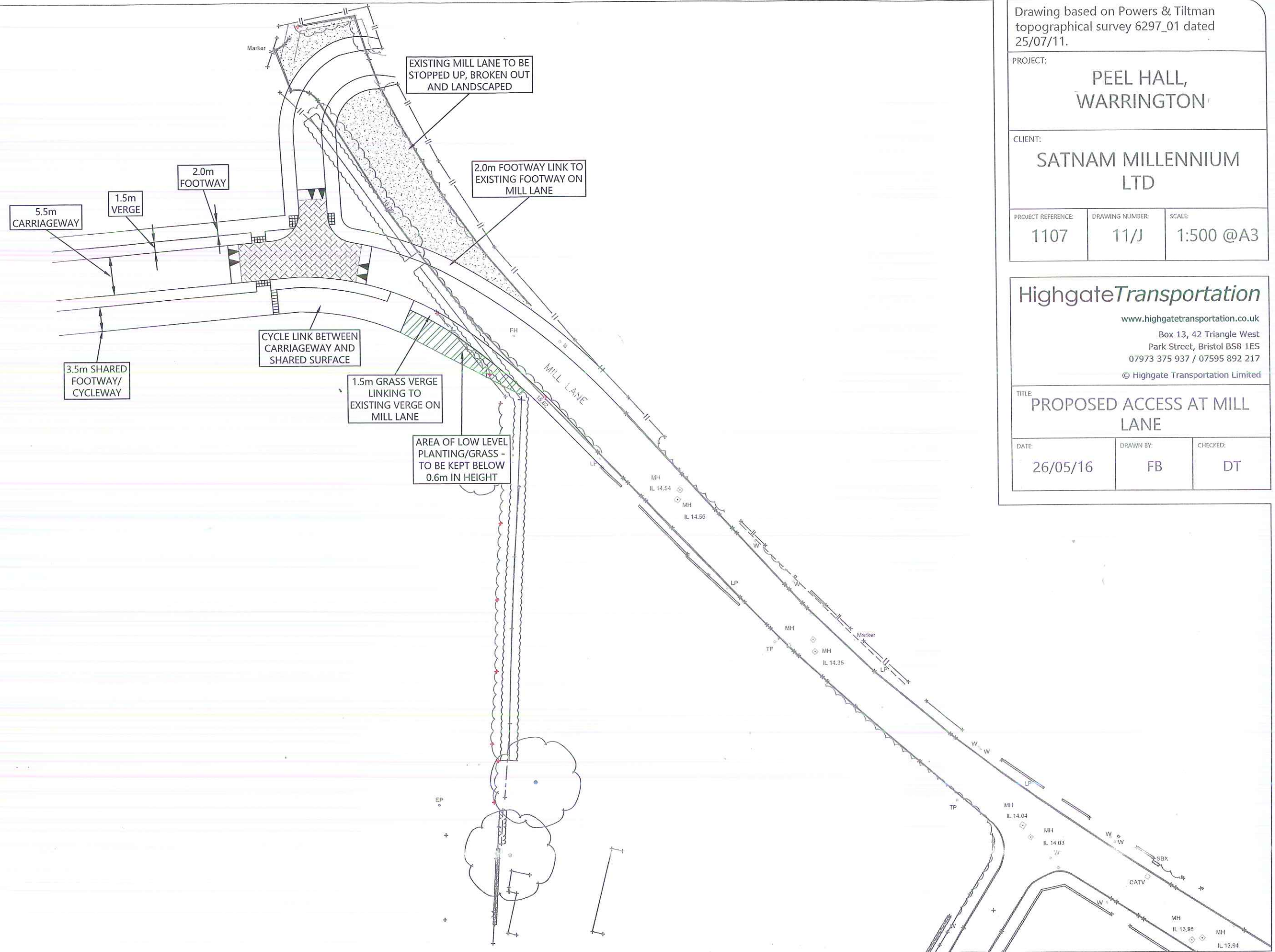
PROJECT REFERENCE: 1107	DRAWING NUMBER: 10/K	SCALE: 1:1,250 @ A3
----------------------------	-------------------------	------------------------

**HighgateTransportation**  
 www.highgatetransportation.co.uk  
 Box 13, 42 Triangle West  
 Park Street, Bristol BS8 1ES  
 07973 375 937 / 07595 892 217  
 © Highgate Transportation Limited

TITLE:  
**PROPOSED MAIN SITE ACCESS AT  
 BLACKBROOK AVENUE**

DATE: 25/06/16	DRAWN BY: FB	CHECKED: DT
-------------------	-----------------	----------------





Drawing based on Powers & Tiltman topographical survey 6297\_01 dated 25/07/11.

PROJECT:

PEEL HALL,  
WARRINGTON

CLIENT:

SATNAM MILLENNIUM  
LTD

PROJECT REFERENCE:

1107

DRAWING NUMBER:

11/J

SCALE:

1:500 @A3

HighgateTransportation

www.highgatetransportation.co.uk

Box 13, 42 Triangle West  
Park Street, Bristol BS8 1ES  
07973 375 937 / 07595 892 217

© Highgate Transportation Limited

TITLE:

PROPOSED ACCESS AT MILL  
LANE

DATE:

26/05/16

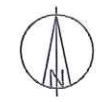
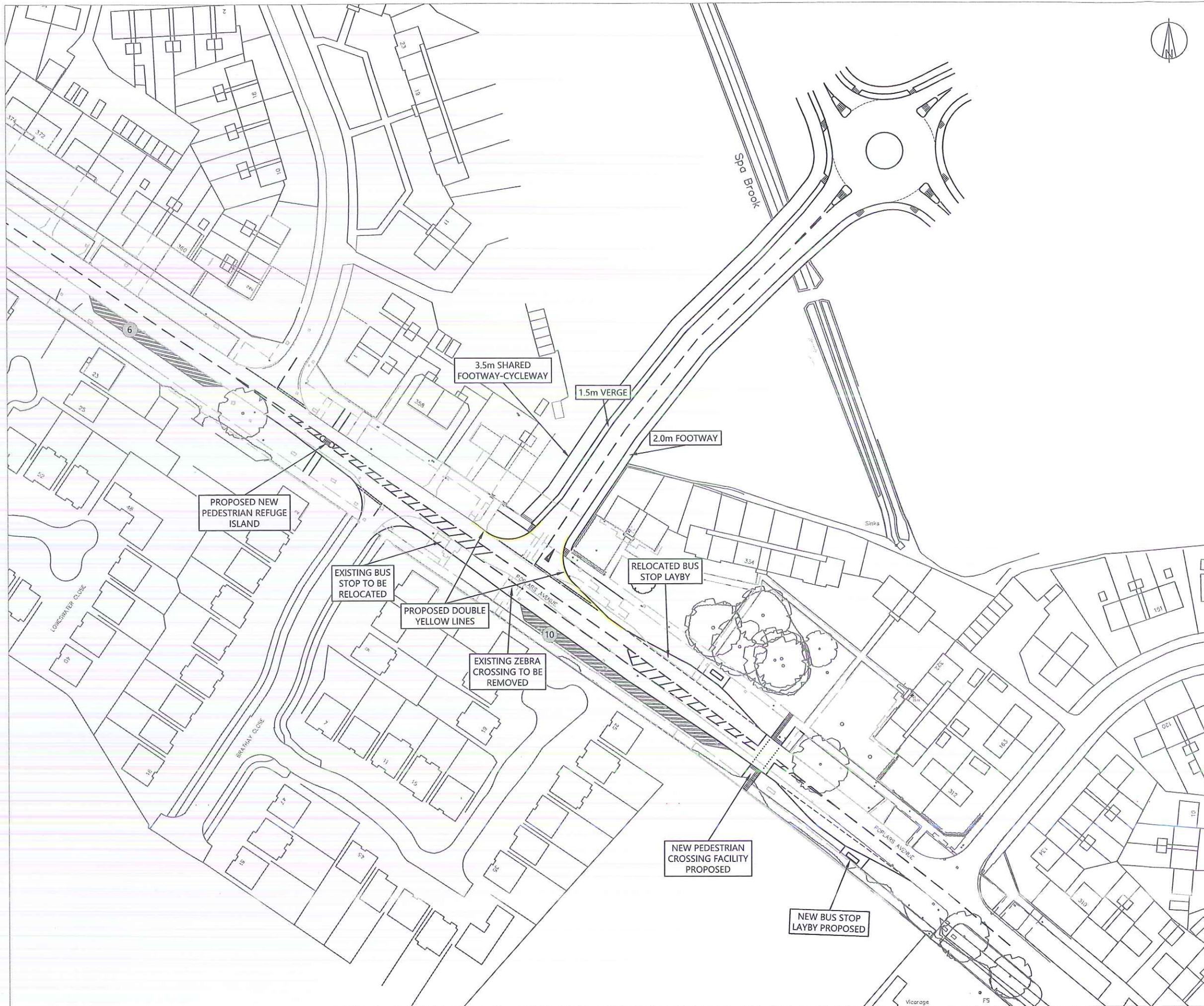
DRAWN BY:

FB

CHECKED:

DT





NOTES:  
 Drawing based on Appletons plan 140367-B-001G dated January 2016.  
 ©Crown copyright and database rights 2015 OS Licence 100035409.

KEY:  
 Parking Areas (number of cars that can be accommodated) **6**

ISSUE	REASON FOR REVISION	DATE

PROJECT:  
**PEEL HALL,  
 WARRINGTON**

CLIENT:  
**SATNAM MILLENNIUM  
 LTD**

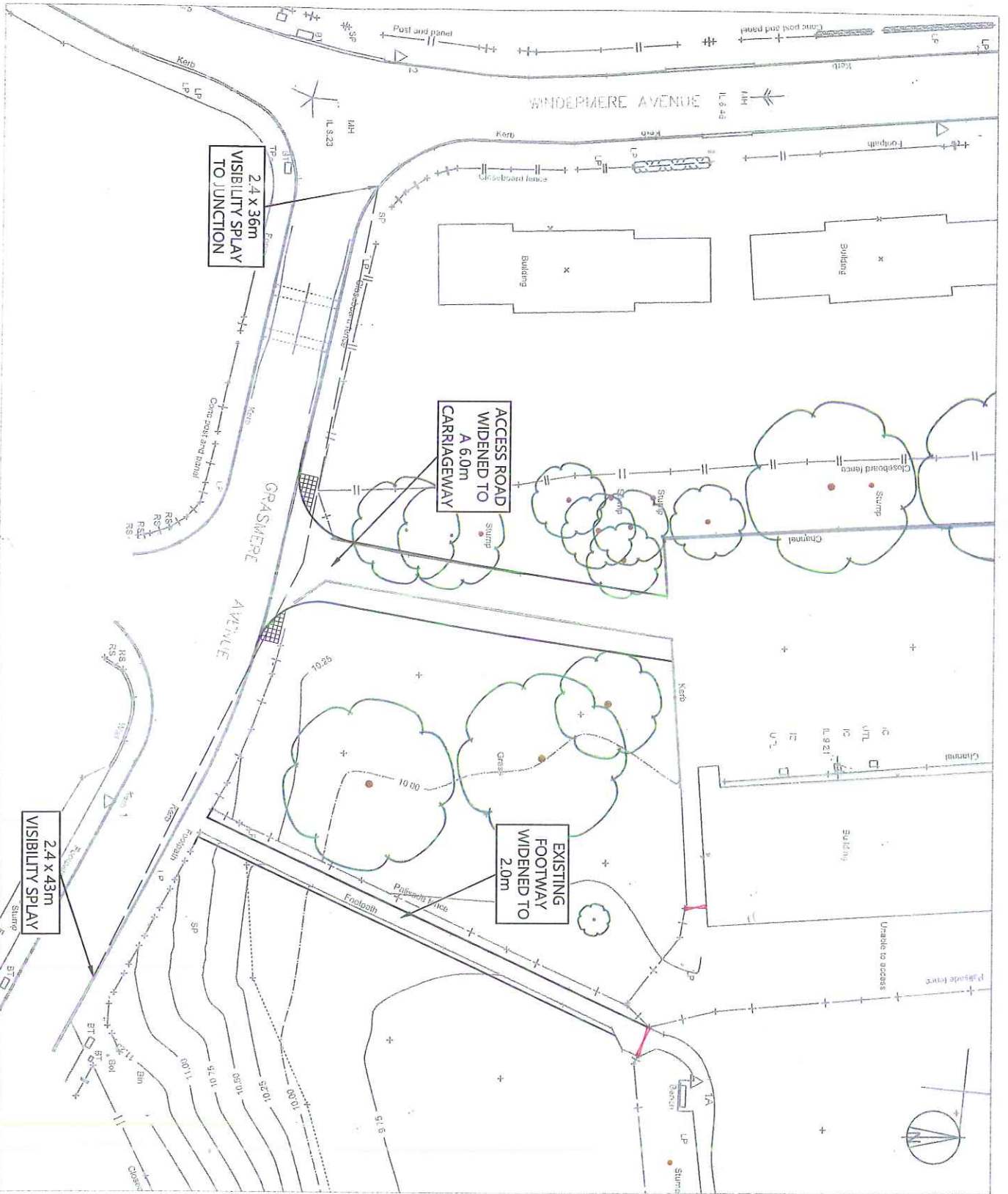
PROJECT REFERENCE:	DRAWING NUMBER:	SCALE:
1107	12/O	1:1,000 @ A3

**HighgateTransportation**  
[www.highgatetransportation.co.uk](http://www.highgatetransportation.co.uk)  
 Box 13, 42 Triangle West  
 Park Street, Bristol BS8 1ES  
 07973 375 937 / 07595 892 217  
 © Highgate Transportation Limited

TITLE:  
**PROPOSED ACCESS FROM POPLARS AVENUE  
 TO RESIDENTIAL LAND AND LOCAL CENTRE**

DATE:	DRAWN BY:	CHECKED:
26/05/16	FB	DT





Drawing based on Appleton's plan Survey 2/2 drawing number 1830/02 dated January 2012  
 © Crown copyright and database rights 2015 OS Licence 10/03/5409

REV	REASON FOR REVISION	DATE

PROJECT		
PEEL HALL, WARRINGTON		
CLIENT		
SATNAM MILLENNIUM LTD		
PROJ. NUMBER	CONTRACT NUMBER	SCALE
1107	30/E	1:500 @ A4

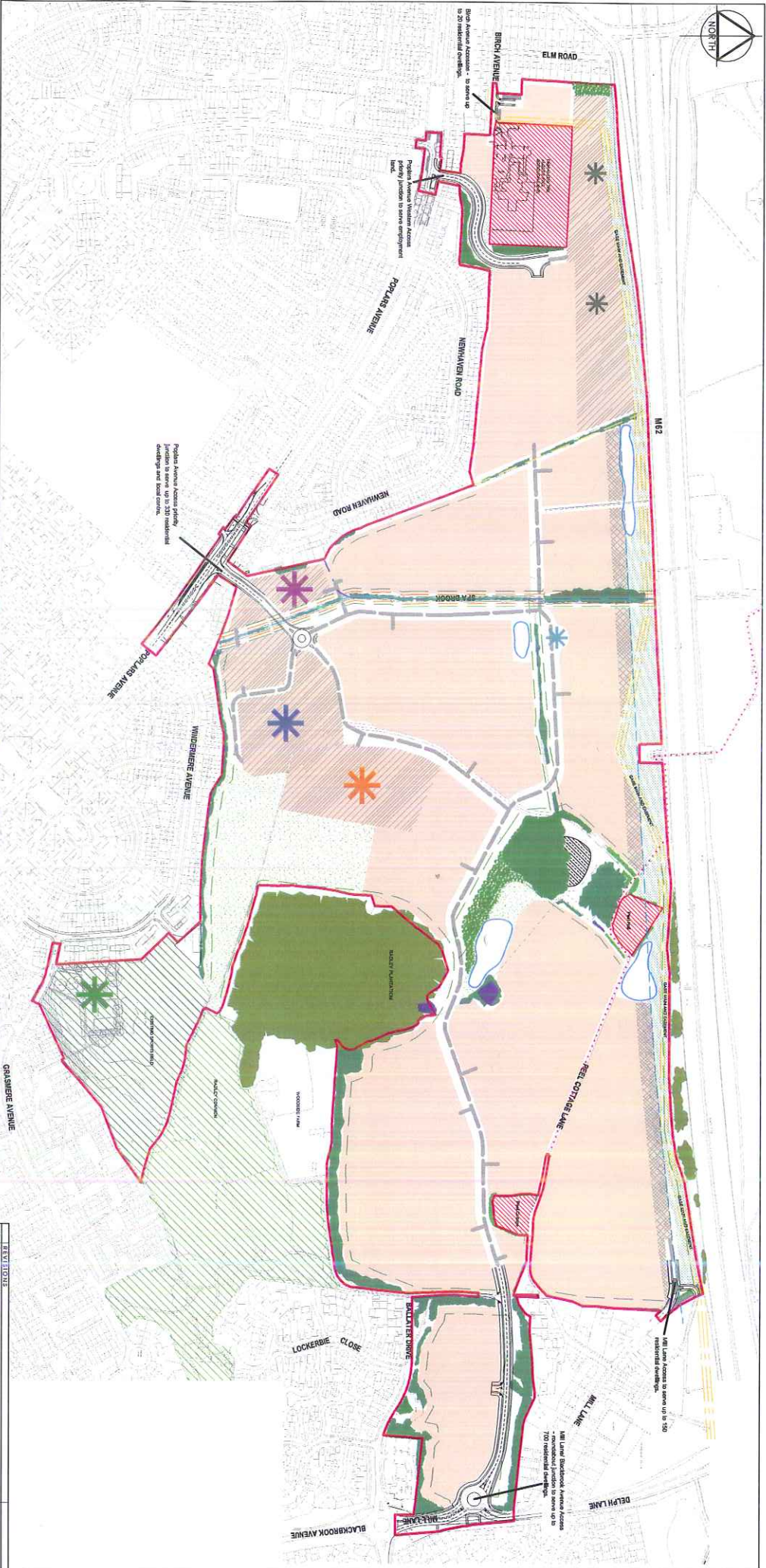
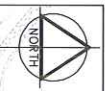
**Highgate Transportation**  
[www.highgatetransportation.co.uk](http://www.highgatetransportation.co.uk)  
 Box 13, 42 Triangle West  
 Park Street, Bristol BS8 1ES  
 07973 375 937 / 07595 892 217  
 © Highgate Transportation Limited

TITLE: PROPOSED ACCESS TO SPORTS FACILITIES AT GRASMERE AVENUE  
 DATE: 26/05/16  
 DRAWN BY: FB  
 CHECKED BY: DT



**Appendix 3**

**Parameters Plan: ref 1820-24 Rev W**



**KEYS**

- Site Boundary
- Boundary between the Adury and Wined. (Important Hedgrove)
- Peel Hall Manor Farm Wood Area (Archaeological Feature)
- Gas Main and Easement
- 5m Water Vole buffer zone to Spa Brook
- Existing Culvert
- Existing hedgroves to be retained
- Existing area of woodland trees and vegetation to be retained
- 10m Fencing bar corridor
- 40m Buffers to M62 (Air Quality & Noise)
- Overlap of land to include for pedestrian and cycle links between plots
- Location for Care Home
- Location for Local Centre
- Location for Community Facility
- Area suitable for apartment with residential vegetation
- Existing areas of off-site vegetation
- Public right of way
- Existing Pond to be retained
- Existing area of woodland trees and vegetation to be retained
- Proposed middle corridor
- Proposed Open Space
- Proposed Tree/ Shrub Planting
- Radley Common
- Boundary between the Adury and Wined. (Important Hedgrove)
- Gas Main and Easement
- 5m Water Vole buffer zone to Spa Brook
- Existing hedgroves to be retained
- Existing area of woodland trees and vegetation to be retained
- 10m Fencing bar corridor
- 40m Buffers to M62 (Air Quality & Noise)
- Overlap of land to include for pedestrian and cycle links between plots
- Location for Care Home
- Location for Local Centre
- Location for Community Facility
- Area suitable for apartment with residential vegetation
- Existing areas of off-site vegetation

# PEEL HALL, WARRINGTON

## Parameters Plan

REV	DATE	DESCRIPTION
1	21.10.15	Issue for consultation
2	21.10.15	Issue for consultation
3	21.10.15	Issue for consultation
4	21.10.15	Issue for consultation
5	21.10.15	Issue for consultation
6	21.10.15	Issue for consultation
7	21.10.15	Issue for consultation
8	21.10.15	Issue for consultation
9	21.10.15	Issue for consultation
10	21.10.15	Issue for consultation
11	21.10.15	Issue for consultation
12	21.10.15	Issue for consultation
13	21.10.15	Issue for consultation
14	21.10.15	Issue for consultation
15	21.10.15	Issue for consultation
16	21.10.15	Issue for consultation
17	21.10.15	Issue for consultation
18	21.10.15	Issue for consultation
19	21.10.15	Issue for consultation
20	21.10.15	Issue for consultation
21	21.10.15	Issue for consultation
22	21.10.15	Issue for consultation
23	21.10.15	Issue for consultation
24	21.10.15	Issue for consultation
25	21.10.15	Issue for consultation
26	21.10.15	Issue for consultation
27	21.10.15	Issue for consultation
28	21.10.15	Issue for consultation
29	21.10.15	Issue for consultation
30	21.10.15	Issue for consultation
31	21.10.15	Issue for consultation
32	21.10.15	Issue for consultation
33	21.10.15	Issue for consultation
34	21.10.15	Issue for consultation
35	21.10.15	Issue for consultation
36	21.10.15	Issue for consultation
37	21.10.15	Issue for consultation
38	21.10.15	Issue for consultation
39	21.10.15	Issue for consultation
40	21.10.15	Issue for consultation
41	21.10.15	Issue for consultation
42	21.10.15	Issue for consultation
43	21.10.15	Issue for consultation
44	21.10.15	Issue for consultation
45	21.10.15	Issue for consultation
46	21.10.15	Issue for consultation
47	21.10.15	Issue for consultation
48	21.10.15	Issue for consultation
49	21.10.15	Issue for consultation
50	21.10.15	Issue for consultation
51	21.10.15	Issue for consultation
52	21.10.15	Issue for consultation
53	21.10.15	Issue for consultation
54	21.10.15	Issue for consultation
55	21.10.15	Issue for consultation
56	21.10.15	Issue for consultation
57	21.10.15	Issue for consultation
58	21.10.15	Issue for consultation
59	21.10.15	Issue for consultation
60	21.10.15	Issue for consultation
61	21.10.15	Issue for consultation
62	21.10.15	Issue for consultation
63	21.10.15	Issue for consultation
64	21.10.15	Issue for consultation
65	21.10.15	Issue for consultation
66	21.10.15	Issue for consultation
67	21.10.15	Issue for consultation
68	21.10.15	Issue for consultation
69	21.10.15	Issue for consultation
70	21.10.15	Issue for consultation
71	21.10.15	Issue for consultation
72	21.10.15	Issue for consultation
73	21.10.15	Issue for consultation
74	21.10.15	Issue for consultation
75	21.10.15	Issue for consultation
76	21.10.15	Issue for consultation
77	21.10.15	Issue for consultation
78	21.10.15	Issue for consultation
79	21.10.15	Issue for consultation
80	21.10.15	Issue for consultation
81	21.10.15	Issue for consultation
82	21.10.15	Issue for consultation
83	21.10.15	Issue for consultation
84	21.10.15	Issue for consultation
85	21.10.15	Issue for consultation
86	21.10.15	Issue for consultation
87	21.10.15	Issue for consultation
88	21.10.15	Issue for consultation
89	21.10.15	Issue for consultation
90	21.10.15	Issue for consultation
91	21.10.15	Issue for consultation
92	21.10.15	Issue for consultation
93	21.10.15	Issue for consultation
94	21.10.15	Issue for consultation
95	21.10.15	Issue for consultation
96	21.10.15	Issue for consultation
97	21.10.15	Issue for consultation
98	21.10.15	Issue for consultation
99	21.10.15	Issue for consultation
100	21.10.15	Issue for consultation



**Appendix 4**

**Warrington Core Strategy 2014 – Policies Map (Extract)**





Winwick  
Lakes Centre  
Recreation Ground

Houghton Green

Cinnamon  
Recreation Ground

Fearnhead

Hulme

Longford

Glasbrook

Padgate

Brucie

Paddington

WARRINGTON

TOWN  
CENTRE  
INSET

Howley

Westy

Locking Stumps

Young Fields

St. Mary's

St. Peter's

St. John's

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

St. George

St. Andrew

St. David

St. Elizabeth

St. Martin

St. Nicholas

St. Paul

St. Vincent

St. Anne

St. Agnes

St. Margaret

St. Mary

St. John

St. James

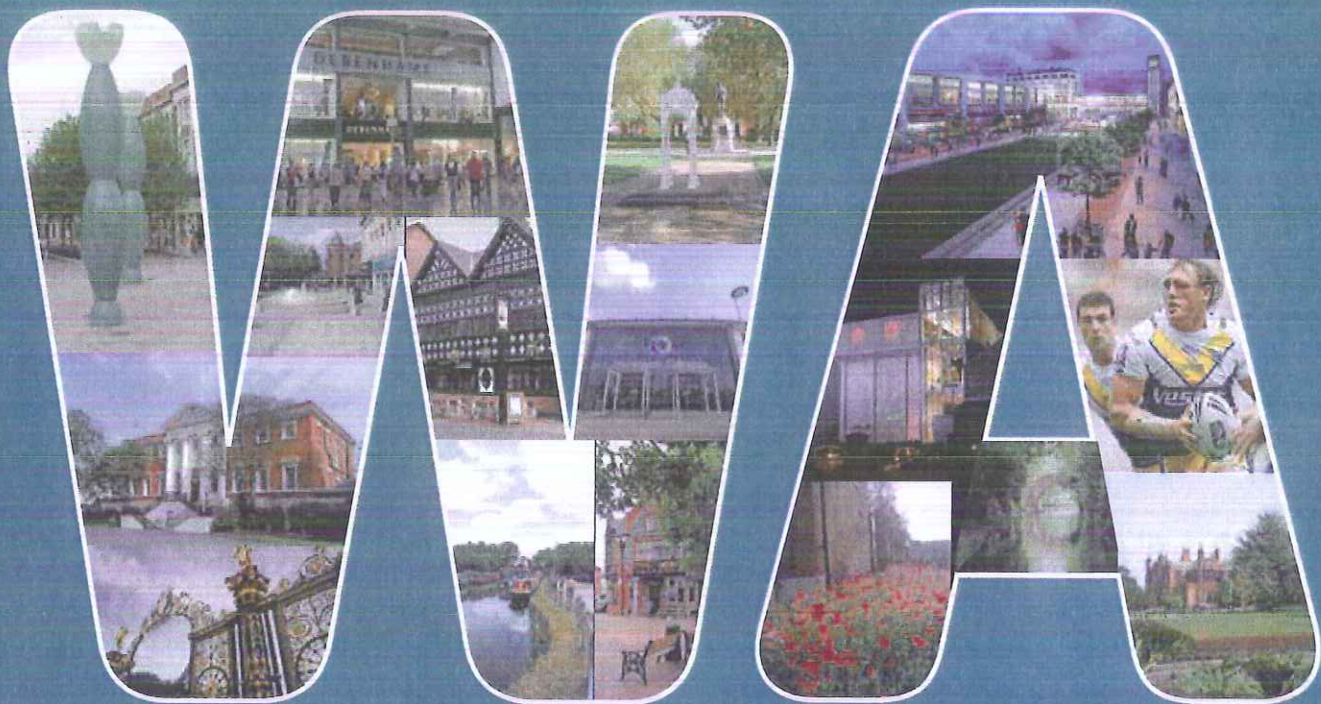


**Appendix 5**

**SHLAA (2016) extracts**

# Strategic Housing Land Availability Assessment (SHLAA) Final Report

## January 2016



Growing a Strong **W**arrington

WARRINGTON  
Borough Council





1506

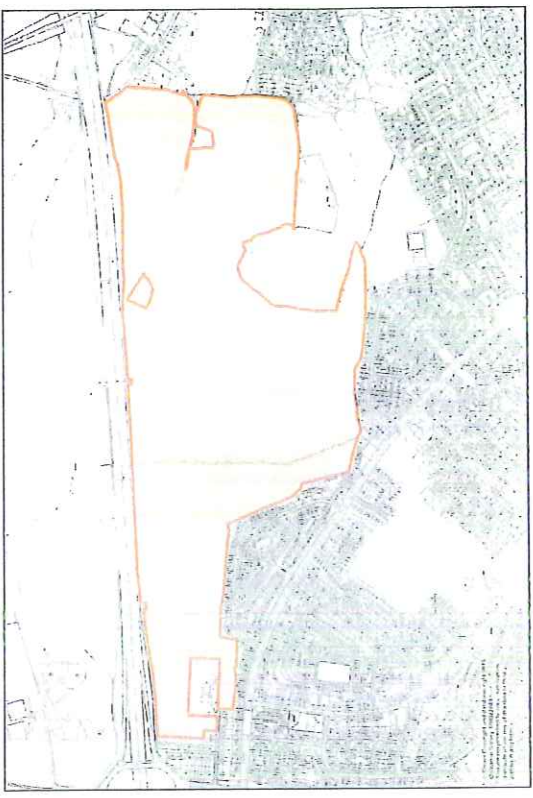
**Site Name:** Peel Hall  
**Site Address:** South of the M62 East of the A49  
**Ward:** Poplars & Hulme  
**Existing Use:** Vacant Land

**Gross Site Area (Ha):** 59.45      **Net Developable Site Area (Ha):** 44.5875      **SHLAA Year:** 2009

**Planning Permission History:** N/A

**Green Belt:** No  
**GF / PDL:** GF  
**Flood Zone:** 1  
**Contaminated Land Issues:** Yes  
**Ground Conditions Issues:** Yes - Capable of being resolved  
**Site Access Issues:** Yes - Capable of being resolved  
**Surrounding Land Issues:** Yes - Capable of being resolved  
**Infrastructure Issues:** Yes - Further evidence required  
**Hazardous Installations Issues:** Yes - Further evidence required  
**Amenity Issues:** No  
**Ownership / Tenancy Issues:** No

**Concluding Comments:**  
 Based on information provided by the landowner / developer, the site is considered constrained to be suitable, available and achievable and is of a sufficient scale to overcome existing constraints and infrastructure requirements, particularly if appropriately phased.



<p><b>Active Use:</b> No  <b>Site Developable Now:</b> No  <b>Promotion by Owner:</b> Yes  <b>Developer Interest:</b> Yes  <b>Known Demand for Housing:</b> Yes  <b>Similar Sites Developed Nearby in last 5 years:</b> Yes</p>	<p><b>Deliverable 2015-2020:</b> 150                  2015/16:                  2017/18: 30                  2018/19: 60                  2019/20: 60  <b>Developable 2020-2025:</b> 635                  2020/21: 120                  2022/23: 180                  2024/25: 25  <b>Developable 2025-2030:</b> 550                  2025/26: 90                  2027/28: 155                  2029/30: 15                  2030+: 145</p>
<p><b>Suitable:</b> Yes  <b>Available:</b> Yes  <b>Available in the future:</b> N/A  <b>Achievable:</b> Yes  <b>Recommended Gross Capacity:</b> 1480  <b>Residual Net Capacity:</b> 1480  <b>Previous Completions on site:</b> 0</p>	

**Concluding Recommendation:** Suitable, available and achievable



1649

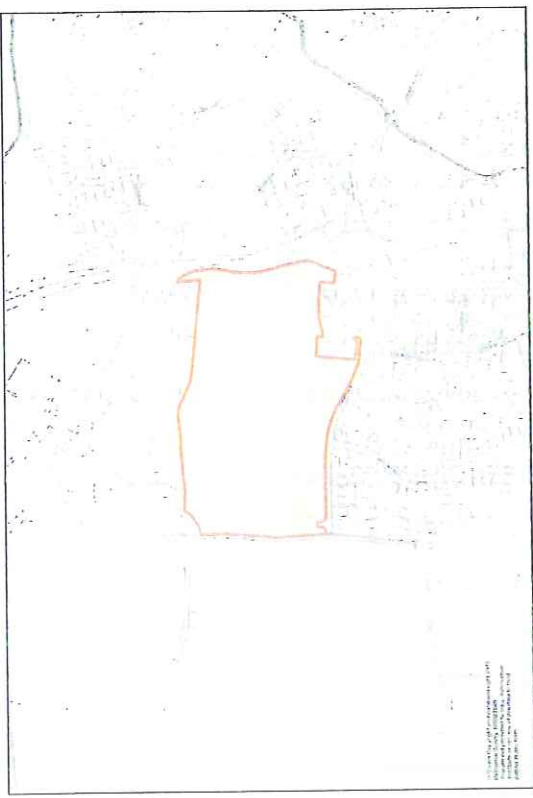
**Site Name:** Peel Hall Playing Fields  
**Site Address:** Off Ballater Drive  
**Ward:** Poplars & Hulme  
**Existing Use:** Open space

**Gross Site Area (Ha):** 4.3      **Net Developable Site Area (Ha):** 3.225      **SHLAA Year:** 2009

**Planning Permission History:** N/A

**Green Belt:** No  
**GF / PDL:** GF  
**Flood Zone:** 1  
**Contaminated Land Issues:** No  
**Ground Conditions Issues:** Yes - Capable of being resolved  
**Site Access Issues:** No  
**Surrounding Land Issues:** No  
**Infrastructure Issues:** No  
**Hazardous Installations Issues:** No  
**Amenity Issues:** No  
**Ownership / Tenancy Issues:** No

**Concluding Comments:**  
 Site is considered suitable but development is currently constrained. Site to be reviewed on an annual basis.



Active Uses: Yes Site Developable Now: No Promotion by Owner: Yes Developer Interest: Yes Known Demand for Housing: Yes Similar Sites Developed Nearby in last 5 years: Yes	Deliverable 2015-2020: 0 2015/16: 2016/17: 2017/18: 2018/19: 2019/20: Developable 2020-2025: 0 2020/21: 2021/22: 2022/23: 2023/24: 2024/25: Developable 2025-2030: 0 2025/26: 2026/27: 2027/28: 2028/29: 2029/30: 2030+
Suitable: Yes Available: Yes Available in the future: N/A Achievable: Yes Recommended Gross Capacity: Constrained Residual Net Capacity: Constrained Previous Completions on site: 0	

**Concluding Recommendation: Constrained**



1575

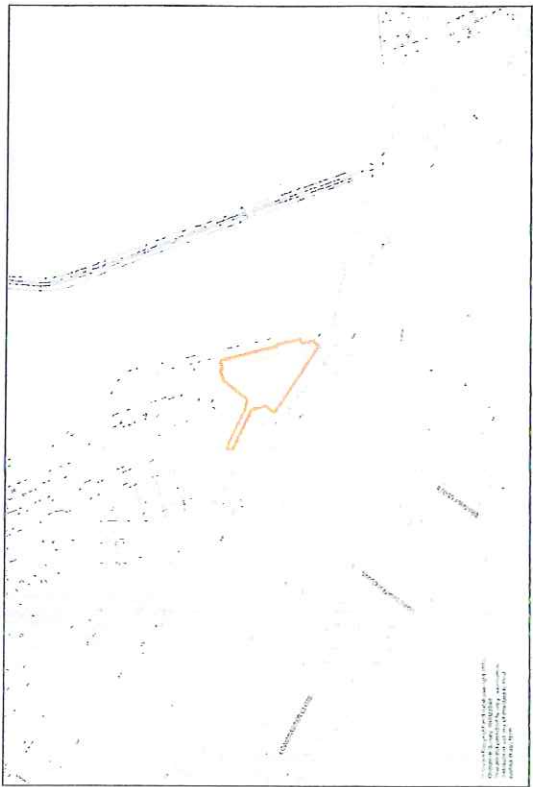
**Site Name:** Newhaven Road Garage Plots  
**Site Address:** Adjacent to the rear of 7 Newhaven Road  
**Ward:** Poplars & Hulme  
**Existing Use:** Lock up garages

**Gross Site Area (Ha):** 0.12      **Net Developable Site Area (Ha):** 0.12      **SHLAA Year:** 2009

**Planning Permission History:** N/A

**Green Belt:** No  
**GF / PDL:** PDL  
**Flood Zone:** 1  
**Contaminated Land Issues:** Yes  
**Ground Conditions Issues:** No  
**Site Access Issues:** Yes - Capable of being resolved  
**Surrounding Land Issues:** No  
**Infrastructure Issues:** No  
**Hazardous Installations Issues:** No  
**Amenity Issues:** No  
**Ownership / Tenancy Issues:** Unknown

**Concluding Comments:**  
 Site is considered suitable but development is currently constrained. Site to be reviewed on an annual basis.



<p><b>Active Use:</b> Unknown  <b>Site Developable Now:</b> Unknown  <b>Promotion by Owner:</b> Unknown  <b>Developer Interest:</b>  <b>Known Demand for Housing:</b>  <b>Similar Sites Developed Nearby in last 5 years:</b></p>	<p>Deliverable 2015-2020: 0                  2015/16:                  2017/18:                  2019/20:                  Developable 2020-2025: 0                  2020/21:                  2022/23:                  2024/25:                  Developable 2025-2030: 0                  2025/26:                  2027/28:                  2029/30:                  2030+:</p>
<p><b>Suitable:</b> Yes  <b>Available:</b>  <b>Available in the future:</b>  <b>Achievable:</b>  <b>Recommended Gross Capacity:</b> Constrained  <b>Residual Net Capacity:</b> Constrained  <b>Previous Completions on site:</b> 0</p>	

**Concluding Recommendation:** Constrained



**Site Name:** Land off Mill Lane, Houghton Green  
**Site Address:** Land off Mill Lane, Houghton Green, WA2 0SU  
**Ward:** Poplars & Hulme  
**Existing Use:** Paddocks

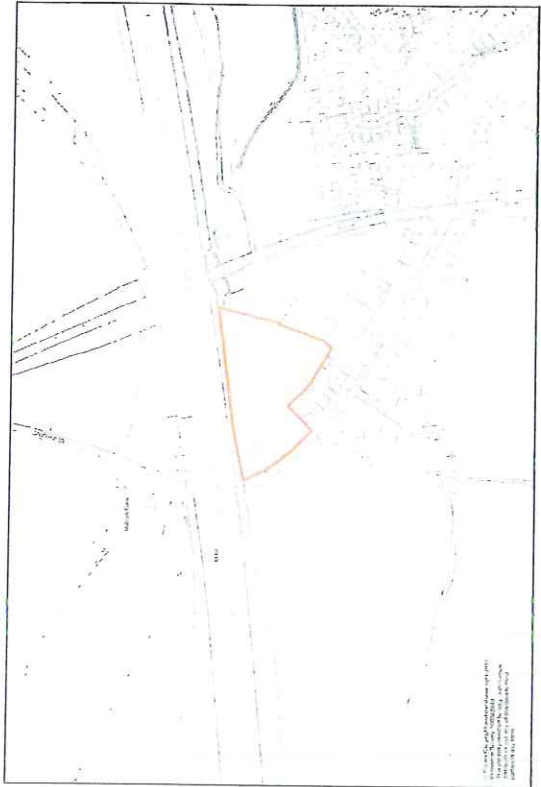
**Gross Site Area (Ha):** 1.32  
**Net Developable Site Area (Ha):** 0.528  
**SHLAA Year:** 2009

**Planning Permission History:** N/A

**Green Belt:** No  
**GF / PDL:** GF  
**Flood Zone:** 1  
**Contaminated Land Issues:** No  
**Ground Conditions Issues:** No  
**Site Access Issues:** No  
**Surrounding Land Issues:** Yes - Further evidence required  
**Infrastructure Issues:** No  
**Hazardous Installations Issues:** Yes - Further evidence required  
**Amenity Issues:** No  
**Ownership / Tenancy Issues:** No

**Concluding Comments:**  
 Site is considered suitable, available and achievable but does not currently benefit from a planning approval for residential development. The site is however being promoted for development and is therefore considered to be developable (G-10).

**Concluding Recommendation:** Suitable, available and achievable



<p><b>Active Use:</b> Yes  <b>Site Developable Now:</b> Yes  <b>Promotion by Owner:</b> Yes  <b>Developer Interest:</b> No  <b>Known Demand for Housing:</b> Yes  <b>Similar Sites Developed Nearby in last 5 years:</b> Yes</p>	<p><b>Deliverable 2015-2020:</b> 0                  2015/16:                  2017/18:                  2019/20:  <b>Developable 2020-2025:</b> 18                  2020/21:                  2022/23: 18                  2024/25:  <b>Developable 2025-2030:</b> 0                  2025/26:                  2027/28:                  2029/30:                  2030+:</p>
<p><b>Suitable:</b> Yes  <b>Available:</b> Yes  <b>Available in the future:</b> N/A  <b>Achievable:</b> Yes  <b>Recommended Gross Capacity:</b> 18  <b>Residual Net Capacity:</b> 18  <b>Previous Completions on site:</b> 0</p>	<p>2016/17:                  2018/19:                  2021/22:                  2023/24:                  2026/27:                  2028/29:</p>



**Appendix 6**

**Sport England: pre-application consultation response**

## Colin Griffiths

---

**From:** Fiona Pudge <Fiona.Pudge@sportengland.org>  
**Sent:** 09 May 2016 16:14  
**To:** 'David Appleton'  
**Cc:** Davies, Michael (Planning); Colin Griffiths; 'info@appletons.uk.com'  
**Subject:** FW: App Ref: Pre Application Advice - Peel Hall Park - Sport England Ref: 41635

Good afternoon Mr Appleton

Thank you forwarding revised proposals to me for comment.

I can confirm that in principle the proposal is likely to meet paragraph 74(ii) of NPPF and Sport England's Policy exception E4:

*'The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development'.*

This is subject to the further information requirements contained in my email of 31<sup>st</sup> March 2016 being submitted with any subsequent outline application or by condition prior to a reserved matters application being submitted.

Sport England reserves the right to object to any subsequent planning application if we do not consider that it accords with our playing fields policy or paragraph 74 of NPPF.

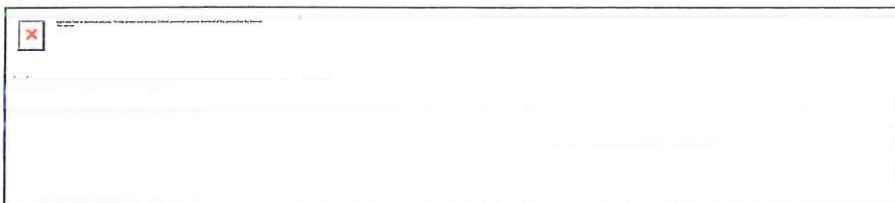
If you require any further information please do not hesitate to contact the undersigned.

Kind Regards

**Fiona Pudge**  
Planning Manager

**M:** 07747 763534

**E:** Fiona.Pudge@sportengland.org





Our Ref: DS/1820

Date: 26th April 2016

Sport England  
Sport Park  
3 Oakwood Drive  
Loughborough  
Leicestershire  
LE11 3QF

Attn.: Ms Fiona Pudge (by email)

Dear Sir/ Madam

**RE: Outdoor Sports Provisions at Peel Hall, Ballater Drive, Warrington. WA2 0LX**

**Introduction**

- 1.0 The following note has been prepared following your pre-application email response, ref 41635 dated 31<sup>st</sup> March (attached). This letter addresses the conclusions and recommendations raised in the email.
- 1.1 It is our client's intention to submit an outline application for the principle of development which will include the relocation and improvements of sport facilities.

**Mill Lane Replacement Sites**

- 2.0 We have taken on board your comment in relation to the single pitch location and have relocated it as per the attached 1820/26 Rev C to link with the other sport facilities in essence creating a sports hub offering various sporting facilities.
- 2.1 The relocated pitches meet the like for like replacement requirement of 3.2 Ha. Being linked together they offer more flexibility, usable spaces and have good access to the proposed new car park, shower and changing facilities.
- 2.2 All proposed pitches will be constructed to a FA standards increasing the amount of viable usage time when compared to the existing pitches. Suitable ground condition surveys will be undertaken prior to construction and any remedial work undertaken. The pitches would be constructed and open for use prior to the removal of the existing pitches. A scheme for the long term management of these facilities would also be put in place.
- 2.3 Consultation has been undertaken with the current pitch users (Winwick Athletic FC) and *in principle have no objection to the proposed relocation. There will be further extensive consultation with relevant parties as application moves forward.*

**Windermere Avenue sports pitch Improvements**

- 3.0 The proposals put forward for Radley Common are the same as the previous application ref 2012/20610. They have been put forward as previously submitted to support discussions with Sport England and Warrington Borough Council with the aim of agreeing the level of improvements to sports required to support the existing and additional dwellings as part of the application. Details of these proposals could be dealt with through a reserved matter application.



- 3.1 The strategic need and sporting benefits for the artificial grass pitch will be addressed working with Warrington Borough Council to agree on the site, surface and layout requirements to meet Sport England policies. During the pre-application meeting held on Wednesday 20 January 2016. Tom Haworth, Warrington Borough Councils Sports & Physical Activity Engagement Services Manager felt overall the approach was reasonable for this application. The informal open space and children's play provision for the site will be set out in terms within the outline application and fixed at the reserved matters stage in accordance with the Warrington Borough Council Core Strategy.

**Conclusion**

- 4.0 Our conclusions are unchanged in that it is considered that the loss of the Ballater Drive HCA playing fields would not conflict with paragraph 74 of the National Planning Policy Framework, nor the Warrington Borough Council Local Plan Core Strategy document (Adopted July 2014) Policy SN7 as the loss of the playing fields would be provided for on new land not currently used as playing pitches.

In our opinion the scheme meets National and Local Planning Policy Guidance therefore we seek further confirmation that Sport England will have no objection in respect of the proposed replacement of existing sport pitch provision within the scheme.

Yours faithfully,

**David Appleton NDH MA CMLI**

**Director**

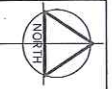
For and on behalf of  
**Appletons**

cc. Colin Griffiths, Michael Davies. (by email)

Enc.

Appletons Plan ref Proposed 1820/26 rev C Outdoor Sports Provisions





# PEEL HALL, WARRINGTON

## Proposed Outdoor Sports Provisions

PEEL HALL, WARRINGTON		PROPOSED OUTDOOR SPORTS PROVISIONS	
Client	Sutton Millennium Ltd	Scale	1:2500
Location	22,02,16	SW/DS	1:870, 2:8
Drawn	DM/DS	Checked	C
Project	PEEL HALL, WARRINGTON	Client	Sutton Millennium Ltd
Site	Proposed Outdoor Sports Provisions	Scale	1:2500
Drawn	DM/DS	Checked	C
Project	PEEL HALL, WARRINGTON	Client	Sutton Millennium Ltd
Site	Proposed Outdoor Sports Provisions	Scale	1:2500
Drawn	DM/DS	Checked	C



Appliers 17 Queen's Road, Warrington, Cheshire, WA1 1AA  
 www.appliers.co.uk Email: info@appliers.co.uk

**Appendix 7**

**Peel Hall History note**



## Appendix 7 – Peel Hall History note

### The Lancashire County Development Plan

1. Peel Hall was originally located within the administrative County of Lancashire and was shown in the 1956 Lancashire County Development Plan as White Land, partly included within the area of the Padgate and Penketh Town Map.
2. In September 1960, Lancashire County Council submitted an alteration to the Lancashire County Development Plan which was never approved. This proposed an extension to the South Lancashire Green Belt to include Peel Hall. Following the submission of the alteration to the Lancashire County Development Plan in September 1960, a review to the Padgate and Penketh Town Map was submitted in 1963 again showing Green Belt across the eastern portion of Peel Hall. Houghton Green was shown as a settlement washed over by the Green Belt. As with the submitted alteration to the Lancashire County Development Plan however, this Town Map review was never approved. It should be noted that the now completed Cinnamon Brow and Ballater Drive housing areas to the east of Peel Hall and the various new proposals at Mill Lane / Radley Lane were also shown in the submitted plans as Green Belt.

### The New Town Outline Plan

3. Following the designation of Warrington as a New Town in 1968 the Warrington New Town Outline Plan was approved in 1973 and most of the Peel Hall area was located within the New Town area, divided almost equally between residential and open space notations. The remainder was shown as White Land in the Lancashire County Development Plan.
4. The Warrington New Town Development Corporation prepared a series of District Area Plans for each of the main districts of the New Town in order to show Outline Plan proposals in greater detail. These were not subject to statutory consultation or formal approval. The Padgate District Area Local Plan was produced in 1975 and relates to the Peel Hall and Cinnamon Brow areas. This plan generally confirms the pattern of development proposed in the outline plan and shows housing on part of Peel Hall. Its detailed programmes, however, apply more particularly to the Cinnamon Brow area to the east, which was to be developed within the earlier phases of the overall New Town programme.
5. In 1977, the Secretary of State reviewed the future of all New Towns in England and Wales. At that stage, he removed Warrington's specific target population growth figure in recognition of a reduced need to accommodate urban over spill within the region, replacing this with a guideline population growth figure which pointed to an expected population of about 160,000 by the mid-1980s with continuing momentum probably taking this to 170,000 by 1990.
6. As a result of this, it was clear that not all the allocated land would have to be developed by 1990 and the Development Corporation removed certain areas from the development programme. Principally, these were Bridgewater East in the south and most of Peel Hall in the north, except for about 25% of the allocated area to the east of Radley Lane (which is now developed as Ballater Drive). The removal of the majority of Peel Hall was consistent with doubts held by the CNT at that stage regarding the viability of developing the area, at



least in the short to medium term, due to the prospect of mining subsidence and problems of foul and surface water drainage (since overcome).

7. The Outline Plan was not formally reviewed to reflect these changes so in respect of Peel Hall, the 1973 allocations remained intact. It would thus have been open to the Development Corporation (or its successors) to reopen the question of releasing the area for development at a later date (as has occurred in the case of Bridgewater East).
8. In accordance with the Outline Plan, that part of Peel Hall lying to the east of Radley Lane was committed to housing development in 1980 and approximately 200 houses have now been completed there (Ballater Drive). The Development Corporation's application to the Secretary of State for permission for that development suggested the remaining open land would stay undeveloped with the easterly part having potential for, but no commitment as, public open space and the westerly part remaining in agricultural use. It was in any event the Development Corporation's view at that time that development of the wider Peel Hall area was uneconomical due to drainage problems and mining subsidence. The development of Ballater Drive, approved in 1980, was thus seen as rounding off the Cinnamon Brow area. Its access system was designed to serve only the reduced amount of development being proposed and it was promoted as a self-contained development.
9. The answers to some of these questions were put forward in a report to an ad hoc Sub-Committee of the Development Services Committee in December 1986 where the acting Planning and Estates Officer evaluated the comparative developability of all possible future development sites taking into account advice on both highway and drainage matters. Each site was considered in turn and a preliminary conclusion reached as to the prospects of development. The sites were then ranked and recommendations made as to which should be established as Areas of Search for the post 1991 period.
10. In respect of the Peel Hall area, the report indicated that potential difficulties in developing the site were envisaged but that it should not be discounted as an Area of Search until compared with other sites. The report concluded that there appeared to be no alternative provision for substantial amounts of new housing in the northern part of the New Town, once the existing commitments and programme developments at Westbrook had been completed. Although it emerged that there were no other easy developable sites in North Warrington, it was recommended that Peel Hall be dropped from the list of proposed Areas of Search as the likelihood of the development being possible there was seen as remote.
11. The ad hoc Sub-Committee, whilst appreciating these difficulties, took the view that they did not justify an absolute presumption against development of at least part of the site prior to 2001 (the proposed end date of the Structure Plan). It concluded that in the long term, as land for development became scarcer, the benefits of developing this area, which could not be seen as playing a vital Green Belt role, may outweigh the high infrastructure costs. It was also seen as a means of providing continuing development opportunities in the northern part of the Borough through the 1990s.
12. A Development Services Committee in January 1987 endorsed the ad hoc Sub-Committee's view in recommending an overall package of further action on the Local Plan. The acting Planning and Estates officer pointed out that it would be necessary to formally deposit for public comment a number of amended or newly proposed modifications on the basis that the public had been unable to comment on these at the earlier proposed modification stage with a view to deciding in the light of any objections which may be made if a second public



inquiry was needed. He stressed, however, that further public observations were not to be invited at that stage on the originally proposed modifications which Committee did not wish to alter. These included the proposed Area of Search at Peel Hall.

13. In late 1986, the Health Authority was refused planning consent for housing on the western part of Peel Hall in its ownership, i.e. off Birch Avenue. This refusal cited reasons of prematurity, the land in question being part of the larger Area of Search, and highways. Since the Borough still had a 7 - 8 year supply of housing land, they saw no pressing need to release unallocated land at that stage. The Borough Council held the view that it was vital that the land be held back from development so that proposed Green Belt boundaries elsewhere could be maintained in the longer term. The Health Authority appealed against this decision and in dismissing the appeal, the Inspector relied entirely on the prematurity reason. He made it clear that the Health Authority land formed part of the wider Peel Hall area to the north of which the M62 formed the inner Green Belt boundary, and that as an Area of Search, it might eventually be released as part of an orderly programme of phased development.
14. In January 1988, the Development Services Committee reviewed the OWLP. This was triggered mainly by the fact that the Council had not, by then, published its response to objections to the Proposed Modifications since it had been felt prudent to wait until the County Council had produced a draft of Cheshire 2001 before proceeding. It was thus decided that a revised draft be prepared, looking to an end date of 2001 rather than 1991. Committee accepted that this would mean that at least a large proportion of the previously proposed Areas of Search would have to be firmly allocated for development by 2001.
15. In January 1988, it was agreed that the draft Local Plan should be put to Committee as soon as possible after the draft Cheshire 2001 had been published. It was also agreed that in the meantime, the proposals of the OWLP should be adopted for Development Control purposes, which followed the established Structure Plan boundary, once again, of the M62 as the inner boundary of the Green Belt in this location.

#### **The Warrington Borough Local Plan**

16. In spite of this, however the Council's Development Services Committee decided in December 1988 that progress on the OWLP be suspended in favour of the preparation of a single Local Plan for the whole of the Borough, the Warrington Local Plan. This would run to 2001 and would be consistent with Cheshire 2001.
17. An application for Bridgewater East was made by the CNT in 1989 and sought release of the area for approximately 1,650 houses, business park and a local centre. The Secretary of State approved only a proportion of the development - approximately 810 houses and a local centre.
18. In October 1989, the preliminary draft of the Warrington Borough Local Plan was reported to Committee. This plan proposed to define the environmentally acceptable limits of growth by setting out realistic and defensible Green Belt boundaries, and the areas of white land excluded from the Green Belt were seen as a means to meet future development needs arising in the Borough after 2001. Peel Hall was notated as such an area and the M62 used yet again as the inner boundary of the Green Belt at this location. The Plan was not however progressed and was superseded by the Consultation Draft Plan of 1990. (See later).



19. In November 1989 an inquiry was held into the non-determination of an application for residential development on 22 acres of land off Mill Lane, part of the Peel Hall area. This application was submitted by Vale Royal Investments Limited (a subsidiary at the time of Satnam Investments Limited) and the ensuing appeal was dismissed by an Inspector's Report and Decision letter in February 1990.
20. The Inspector concluded the central issues in the determination of the appeal were firstly, whether the release of this site was unduly premature and in advance of the Local Plan process and secondly, whether the proposed development would seriously affect the character and amenity of Houghton Green village. In the context of his report to the Secretary of State, the Inspector confirmed that there were no overriding physical constraints preventing the development of the site, that the provision of the necessary infrastructure was viable, that subsidence as a result of mining activities was not a serious problem, and that the proximity of the motorway did not preclude development of the site as noise levels are well below those set in National and Local Guidance.
21. Setting aside issues of land availability, the Inspector concluded that whilst the appeal proposals would pre-empt decisions on the wider Peel Hall area, which should properly be taken on the context of the Development Plan process, the Peel Hall area should be regarded as an "important reservoir of land to be considered for development if and when required". In respect of the impact of the development on Houghton Green, the Inspector concluded that whilst the character and outlook of this close knit settlement would change, the consequences of the development would not, in themselves, be sufficient to justify refusing planning permission for the appeal scheme. The Secretary of State agreed with the Inspector's conclusions and accepted his recommendation. The issue of Green Belt was not raised at the Public Inquiry as the site was outside the extent of the Green Belt as set out in the Structure and local plans relevant at that time.
22. In April 1990, a Second Consultation Draft of the Warrington Borough Local Plan was prepared, following the publication of the Deposit Draft of Cheshire 2001. The Plan proposed two additional Areas of Search, in addition to the five identified in their preliminary draft plan, which as noted at paragraph 4.3 above, included the Peel Hall area. The Plan noted that the Areas of Search were to provide for possible development after the year 2001 but that their allocation did not imply that the land would necessarily be developed and that no distinction was made between possible future housing or employment allocations. The Green Belt boundary followed that set out in the Structure Plan, the route of the M62 to the north of the area.
23. The revised Consultation Draft of the Warrington Borough Local Plan (the third Consultation Draft) was reported to Committee in October 1992, although the plan was not published in its Consultation Draft form until May 1993. The Plan was prepared following the approval of Cheshire 2001 and related to the same time period. Within the Plan, long term Green Belt boundaries were set (the relevant policy stating they would remain in force until at least 2016) that to the north assuming yet again the line of M62 as established in the Structure Plan. Peel Hall was allocated as an Area of Search; the policy identifying such areas as land excluded from the Green Belt to meet possible future development needs which may arise after the year 2001.
24. The Plan designated the land approved by the Secretary of State for 810 houses at Bridgewater East as an existing commitment with the remainder of the CNT land holding.



(which was also the subject of the 1989 submission for 1650 dwellings) as a housing land allocation for development after 2001 (i.e. not an Area of Search but as a firm commitment).

25. In December 1992 an outline planning application for the residential development of the whole Peel Hall area was refused planning consent. The refusal related to prematurity and Area of Search issues, together with highway matters. A duplicate of this application was submitted following this refusal in an attempt to stress the availability and suitability of Peel Hall to the Officers and Members of Warrington Borough Council. This application was again refused, this time in February 1994. The reasons were similar and again related to prematurity, Area of Search and highway matters. No appeals were lodged following these refusals.
26. The September 1994 Deposit Draft Local Plan confirmed the strategy of the May 1993 Consultation Draft Plan and again notated Peel Hall as an Area of Search, with the M62 forming the inner boundary of the Green Belt.
27. In October 1995, a series of Proposed Changes to the Warrington Borough Local Plan Deposit Draft were published and these had the effect of confirming the status of Peel Hall as Area of Search with the M62 forming the inner boundary of the Green Belt.
28. The Proposed Changes also de-allocated the long term housing allocation at Bridgewater East, notating it instead as an Area of Search, thereby isolating the permitted area of Grappenhall Hayes away from the built up area.

#### **The Warrington Borough Local Plan; Public Inquiry Report**

29. The Inquiry into the Warrington Borough Local Plan was held in 1996 and the Inspector's Report published in September 1998. The Inspector recommended that five of the Areas of Search should be allocated in the Plan for development within the Plan period. One of the sites he proposed for allocation was Peel Hall.
30. In the section of the Inspectors Report which deals specifically with Peel Hall, the Inspector was asked by the federation of Cheshire Green Parties, Winwick Parish Council and Local Residents that the area should be included within the Green Belt. The Inspector dismissed this suggestion on the following basis:

*"The allocation land, due to its sheer scale and nature, clearly possess the characteristic of openness. However to my mind that alone is not enough to justify its inclusion in the Green Belt. Despite the extent of this site, the environment of this immediate area is strongly influenced by the neighbouring housing development; from most vantage points the presence of the surrounding properties within this landscape is inescapable and this has a noticeable urbanising effect. The same consideration applies to the motorway. The features combine to create an obvious sense of enclosure around this site which accordingly, in terms of character and appearance, is distinctly different from the area of countryside (designated by the Local Plan as Green Belt) to the north. Indeed the motorway represents a very clear division between these two contrasting areas and it provides the most logical and defensible boundary for the Green Belt hereabouts....."*

*For all these reasons I am convinced that the allocation site would be incapable of serving usefully any of the acknowledged purposes of including land within a Green Belt and there is accordingly no basis for modifying the plan in the manner these objectors propose".*



31. With regard to the suitability of the objection site for residential and other development, the Inspector noted the land was well contained physically and its character and appearance are strongly influenced by the extent of housing development around its periphery. He concluded the size of the objection site was not disproportionate in scale when compared to the very substantial urban area which it adjoins and development on this site would be well related to the existing area and no harm would arise in landscape terms. In his view "it would represent an entirely logical form of rounding off to a clearly defined very firm boundary, the motorway".
32. The Inspector noted that in evidence,  
  
*"the Council itself expressly supports these arguments so far as the merits of Peel Hall Farm for housing are concerned. Its' case for not positively allocating this land for development rests solely on the question of need, or rather the absence of it, at the present time".*
33. The Inspector, when recommending the release of Peel Hall, took into account the respective merits of the other Areas of Search set out in the then Draft Warrington Plan. The Inspector was content however, that *"apart from numbers 1, 16 and 21 which I am similarly recommending for immediate allocation, none measures up to the present site"*. (Since that date, site 1 has been affected by flood issues, and sites 16 and 21 have been released, at appeal, for housing development).
34. The Inspector recommended therefore, that the Area of Search notation be removed from the site and Peel Hall be specifically allocated for housing development with a specified capacity of 1,100 housing units.
35. Prior to making any resolution in response to the Inspectors recommendations the Council accepted legal advice that it would be unlikely to be capable of taking the Local Plan to adoption as a Unitary Planning Authority and Local Plan procedures were discontinued with effect from 1 June 1999. On that date the Council's Environment Committee resolved that pending preparation of its first Unitary Development Plan, all greenfield sites outside the built up areas of the Borough should be treated as Green Belt for development control purposes. That was to be applied irrespective of whether such sites had been proposed as an Area of Search, for inclusion in the Green Belt or had been proposed for an allocation.
36. In January 2000 that position was reviewed by Environment Committee in the light of a Section 78 appeal Inspectors decision to allow an appeal against refusal for permission for housing on a site (at Lymm) which the Local Plan Inspector had recommended should be confirmed as an Area of Search. Committee resolved in the light of that appeal decision that in dealing with applications and appeals relating to greenfield sites each situation should be addressed on its merits, having regard to a range of criteria including notably housing land availability and the contribution that each site might make to the Green Belt, thereby resulting from the earlier resolution of mid 1999 that all such sites should be treated as Green Belt.

#### **The Warrington UDP; Consultation**

37. In Spring 2000 a Strategic Issues and Strategies Options Consultation Document for the first Unitary Development Plan was published by Warrington Borough Council. This raised various alternative strategies and sought views from various organisations and the public. Whilst the document was not site specific and has no direct relevance to Peel Hall, it is relevant in respect of Green Belt matters and the document states on page 7 that:



*"Unless there is a situation where all conceivable needs for future development can be met from sources of land supply within existing built up areas, the Green Belt boundary has to be drawn to allow for the possibility of greenfield sites being allocated for development in a future review of the plan without the need for altering the Green Belt".*

38. The Strategy document raised four issues in respect of the Green Belt for consideration in the UDP Process but highlighted that *"the starting point for this will be the conclusions reached by the Local Plan Inspector and a review of his recommendations in the light of current circumstances"*.
39. In October 2000 a report was presented to Development Control Committee at Warrington Borough Council regarding an outstanding appeal against the refusal of an application for a Learning Disabilities Unit and associated Resource Centre on land at Birch Avenue (which formed part of the western section of the Area of Safeguarded Land at Peel Hall). The Report sets out that, following consultation with the Council's legal advisors, a refusal reason citing that the site should be regarded as Green Belt, should be withdrawn. The Report set out that since the appeal site had been adjudged by the Local Plan Inspector as being incapable of serving a useful Green Belt purpose and that the site lay outside the general extent of the Green Belt as shown on the approved (Cheshire 2001) Structure Plan Key Diagram, the refusal reason was unsupportable. This advice was accepted by the Committee and the associated Proof of Evidence to that Public Inquiry confirmed that the key diagram "can be readily interpreted as excluding the appeal site from the general extent of the Green Belt, which includes the area to the north of the M62 in this part of the Borough".
40. In late October 2000 the Consultation responses on the Strategic Issues and Strategy Document were reported to Environment Committee at Warrington Borough Council. With regard to Green Belt and Areas of Search the report stated:

*"The issue for the UDP is to choose at the extremes between provision for maximum flexibility given uncertainties about future strategic requirements and actual expected requirements arising from the presently proposed RPG figures and consistent with the views expressed by some neighbouring Authorities that minimising the range of long term development opportunities in Warrington will help sustain confidence in their own regeneration strategies".*

#### **The Warrington UDP; First Deposit**

41. In June 2001 the First Deposit Draft Warrington UDP was published. This Plan looked ahead to 2016 and followed a "low growth" approach as set out in the Draft Review of RPG and the Plan noted that:

*"On the basis of an assessment of current commitments and forecast opportunities on presently unidentified 'windfall' sites, the Council is confident that no greenfield sites need be allocated or released for development in order to meet the requirements to either 2011 or 2016".*

42. With regard to the approach of the UDP to Green Belt boundary matters the UDP stated:

*"The UDP safeguards the full range of sites which the Borough Local Plan Inspector had recommended be designated as 'Areas of Search' (equivalent to Safeguarded Land). This reflects the view that whilst the Council has not at any previous stage resolved to endorse the*



*Inspector's recommendations, they are a product of the only exhaustive professional assessment that has been carried out to identify land which should not be included in the long term Green Belt".*

43. Thus the Plan proposed policy GRN2 - Safeguarded Land - which included Peel Hall as site number 6. Reference to the Proposals Map shows that the whole of Peel Hall was included within the built up area of Warrington (see red line notation) and as an Area of Safeguarded Land. The M62 motorway was once again shown as the inner boundary of the Green Belt in this location.
44. Representations to the First Deposit UDP were reported to Advisory Group at Warrington Borough Council in October 2002. The report set out in respect of the Green Belt and Safeguarded Land that opinions were divided as to whether the inner boundaries of the Green Belt should be drawn into the built up area or whether safeguarded land should be retained to ensure Warrington's growth momentum. The report picked up on the guidance within RPG that once set, generally the Green Belt boundary should not be reviewed prior to 2021, the Local Authority interpreting this to conclude that the Green Belt boundaries set within this UDP should be capable of accommodating development needs until about 2026, i.e. ten years beyond the end of the UDP period.
45. The report stated that in the light of RPG strategy to concentrate development within the regeneration cores of the conurbations, future rates of growth within Warrington would remain low. After highlighting a number of sources of potential post 2016 housing supply, the report concluded there was no need for Areas of Safeguarded Land and proposed their inclusion within the Green Belt. The report states:

*"All of the sites hitherto proposed as Safeguarded Land are judged to perform at least one of the functions of Green Belt as defined in National Guidance, taking account, not least, of the raised significance of its function of supporting urban regeneration".*

46. The report notes however that the land benefiting from the 7.1 approvals at Bridgewater East should remain as housing land allocations subject to phasing policies which prevent their release "as long as there is an adequate supply of previously developed land".

#### **The Warrington UDP; Revised Deposit**

47. On the basis of the above recommendations, the October 2002 Revised Deposit Warrington UDP sought to include all of the Areas of Safeguarded Land within the Green Belt. This included Peel Hall.

#### **The Warrington UDP – Inspector's Report**

48. The Warrington UDP Inspector's Report was published in March 2005. The Inspector recommended that the greenbelt boundary as proposed by the Borough Council should be adopted and specifically in respect of Peel Hall, that the new boundary then proposed by the Local Authority was a reinterpretation rather than an alteration to the existing greenbelt boundary.
49. The Borough Council proceeded to approve the plan in January 2006 with Peel Hall shown within the greenbelt.



### **The UDP: High Court Ruling**

50. Following application to the High Court, a ruling on the proper inclusion of Peel Hall within the greenbelt was given in October 2007. This ruling confirmed that the Peel Hall site had always been located outside the greenbelt and that the proposals by the Local Authority amounted to an alteration to the general extent of the greenbelt which was not supported by exceptional circumstances. Consequently the notation on the proposals map showing Peel Hall as lying within the greenbelt was quashed and the status of the land as not being located within the greenbelt was confirmed.

### **The Draft Core Strategy**

51. In July 2010 a Core Strategy Objectives and Options was published by Warrington Borough Council. This split the Borough into a number of "building blocks" with central and northern Warrington being included within "The Regeneration Area". The built up area / regeneration area was shown as extending up to the M62 and included Peel Hall.
52. Due to the low level of expressed housing requirements within the plan, no new housing allocations over and above commitments at that time were contained in the plan.

### **The Pre-Publication Draft Core Strategy**

53. The Pre-Publication Draft Core Strategy was published in December 2011 and notated Peel Hall as a Strategic Location *"one or a combination of which could be needed to accommodate growth in the longer term to avoid the need to release greenbelt land for development"* (CS9).

### **The Submission Local Plan Core Strategy**

54. As with the Pre-Publication Draft Core Strategy, the submission Local Plan Core Strategy notated Peel Hall (along with other sites) as a Strategic Location for future housing development under Policy CS9 *"to avoid the need to release greenbelt land for development"*.

### **The Mill Lane Appeal Decision**

55. In July 2013 an appeal into the development of 120 homes in the north eastern section of Peel Hall, off Mill Lane (the same site as in 19-21 referred to above) was rejected by an Inspector following an Inquiry in May 2013. The Inspector found the site to be located too far from local amenities and facilities and since there was no need for additional housing to be released at that time, and despite a lack of physical harm to the area by the housing development in *landscape or highways terms, dismissed the appeal.*

### **The Core Strategy: Examination**

56. *The CS9 notation was rejected as a concept by the Inspector and Modifications to remove this notation from the plan were published in 2013.*
57. In addition the part of the Omega site was proposed as an allocation for 1,100 homes.
58. As a consequence the Examination was reopened and these Modifications, along with other aspects of the Modifications and the plan, were debated.

**The Core Strategy: Inspectors Report**

59. The Modifications to remove the CS9 safeguarding notation from the Peel Hall site, along with the allocation of the Omega site for 1,100 homes, were supported by the Inspector in his report published in May 2014.
60. Consequently the plan was adopted by the Council on 23 January 2014. This plan contains no notation for the Peel Hall site, and the site is effectively shown as white land within the built up area of Warrington.

**The Core Strategy: High Court Ruling**

61. Following an application to the High Court a ruling on the legality of the calculation of the Housing Needs assessment that led to the housing requirements of the plan handed down in February 2015. This ruling held that the housing requirements of the plan were not properly calculated and as such the housing requirements policies of the Plan and the allocation of the Omega site for housing be quashed.
62. As such the site is shown as white land within suburban Warrington, not allocated for any specific purpose.