

1. INTRODUCTION

- 1.1 Pegasus Group are actively involved in the promotion of the Garden Suburb proposal acting for developers and landowners within the area, particularly associated with the delivery of a new village and the community, social and retail infrastructure associated with the required District/Local Centre.
- 1.2 This representation is prepared on behalf of the Garnett family who own land that is illustrated in the new village. The ownership is illustrated on the image below at on the plan at **Appendix 1**.

Figure 1.1 - Garnett Family Ownership



- 1.3 This representation focuses on Policy MD2 and lends full support to the concept of the Garden Suburb and its inclusion in the Local Plan but also suggests some beneficial changes to the policy to facilitate delivery.
- 1.4 The Garnett family are able to confirm as part of this representation that their land is available, suitable and deliverable.



2. Policy MD2 – Warrington Garden Suburb

- 2.1 The Garnett family **support** Policy MD2 Warrington Garden Suburb as it removes the land illustrated on the Proposals Map from the Green Belt for 7,400 homes, 116 ha of employment land and a range of other compatible uses to support the 'suburb' and this is required to meet the required housing and employment needs generated in the Borough over the plan period and beyond.
- 2.2 They recognise and support the fact that the Garden Suburb needs to be subject to more detailed workings to be addressed through a separate Development Framework / Supplementary Planning Document (SPD) and consultation process. The preparation, consultation and subsequent approval of the SPD referred to in Policy MD2 is a suitable way forward to meet the requirements set out in Policy MD2. The SPD will be a joint collaboration between the Council, Warrington & Co, and the landowners, developers and housebuilders necessary to deliver the proposals set out in Policy MD2.
- 2.3 We think the policy could be clearer in this regard as there is some confusion relating to reference to a Development Framework, Masterplans, an SPD and other frameworks/strategies. The policy could do with being 'tidied up' in this regard. We also **object** to the unreasonable length, repetitiveness and lack of consistency with other parts and policies contained within the Local Plan. Indeed, there are 69 parts to the policy with a number of the parts containing subsequent criteria. Not all parts are necessary particularly when read alongside the supporting text to this policy and other policies within the plan. It is considered the policy could be made considerably shorter with cross reference to the SPD process and other relevant Local Plan policies listed in a separate table below the policy.
- On behalf of the Garnett family, we have addressed each part of the policy in turn with the aim of making the policy more succinct, accurate and relevant (see **Appendix 2**). Much of the detailed changes we suggest to the policy shall become clearer as we work with the Council and other landowners on the SPD and can easily dealt with through modifications to the Policy during the examination process. Indeed, the vast majority of our comments at **Appendix 2** are put to the Council as useful points of information rather than seeking to question the soundness of the policy overall. Crucial issues associated with the following points can also still be adequately addressed through modifications to the policy during the examination process:
 - Clarification on the policy's impact on policies contained within made Neighbourhood
 Plans in the area,
 - Reference to the delivery of a 'Neighbourhood Centre' (noting the lack of consistency
 with the NPPF and Local Plan glossary on what constitutes a 'retail centre'). We
 suggest the centre should be a named as a District or Local Centre to ensure a
 sufficient and justified number of facilities can be easily provided;



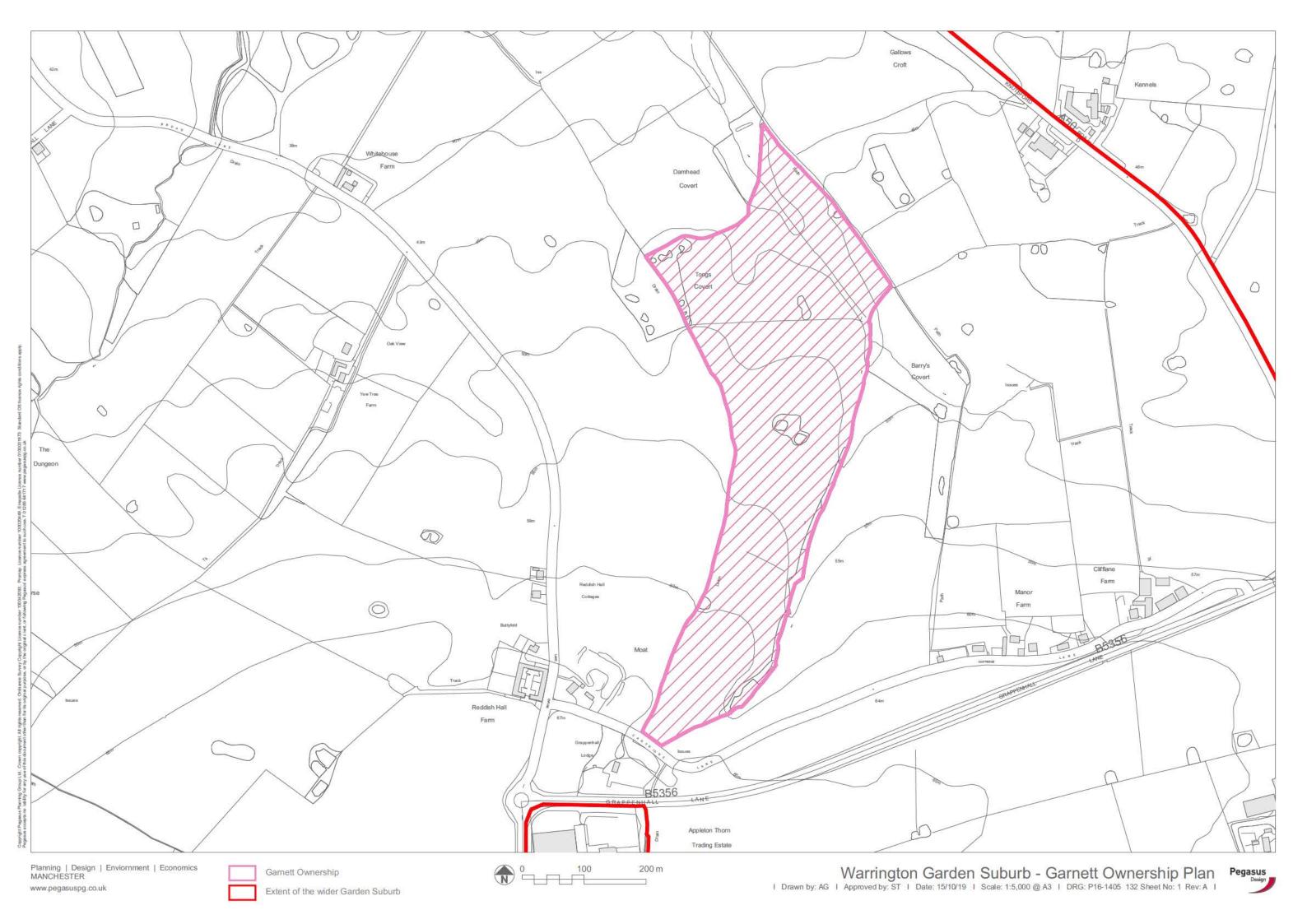
- Clarification on the role of the SPD and associated 'strategies' and how that process should in turn precisely influence what is delivered on the site.
- 2.5 We also note that the Illustrative Development Concept for Garden Suburb at Figure 18 of the plan is only very indicative and therefore we question the need for its inclusion in the Local Plan given much detail will be progressed through the SPD for the Garden Suburb.
- 2.6 Whilst the Garden Suburb Development Framework prepared by AECOM on behalf of the Council provides a useful starting position on how the area might come forward for development and inform the SPD, it causes some confusion when read alongside the Policy, which also references a Development Framework. Our position is that the Development Framework and master planning process undertaken to date does need more work and refinement. Moreover, the AECOM document and is concurrent release with the Regulation 19 Local Plan cannot be regarded as a formal consultation on what might come forward as part of the SPD process. Indeed, an SPD cannot be formally consulted upon until such time that the Local Plan has been adopted.
- 2.7 Noting the AECOM Development Framework is not the first draft of an SPD, we are comfortable many of our concerns with this document can be addressed in due course. Nevertheless, we make the following comments on the Garden Suburb Development Framework to aid ongoing discussions with the Council:
 - There needs to be greater connectivity and integration of the District/Local Centre with the villages and Village C in particular to generate local footfall;
 - There is scope for a larger retail offer due to the extent of expenditure that exists in the area and will be created by the development. This has the potential scope to provide early funding for certain pieces of infrastructure;
 - The Country Park is a great concept and potential asset, but its suggested extent is
 too vast to offer a meaningful and sensible green space that relates to the
 surrounding communities, raising some potential safety, surveillance and
 management issues;
 - There is scope to integrate education provision, communal sports pitches, leisure facilities and Country Park in a more sensible and coherent manner;
 - There is scope for mixed use development in District/Local Centre to create a real sense of place; and,
 - There is scope to better align strategic routes through TW land to create more logical development parcels.
- 2.8 All of the above will be fleshed out through a master planning process that will run alongside the production of the SPD.



We can confirm that Pegasus Group have been instructed to prepare a masterplan which illustrates how the central part of the site can deliver the range of uses sought by the Council. We can also confirm that we have commenced the process and will be working with the Council and neighbouring landowners to plan for the District/Local Centre and Village C, part of the strategic employment area and Country Park and a number of the key strategic links. This is an ongoing process. However, we anticipate there will be an agreed approach come the Examination of the Local Plan further to a number of meetings that have already taken place amongst the respective landowners to determine how the site and required infrastructure will be delivered in a sustainable, viable and collaborative manner as expressed in the joint letter provided at **Appendix 3**.



APPENDIX 1 - SITE LOCATION PLAN





APPENDIX 2 - POLICY MD2 SUGGESTED TEXT CHANGES

Key Land Use and Infrastructure Requirement

- Land to the south east of Warrington, bounded by the M56 to the south and predominantly the A50 to the east₇ (as illustrated on the supporting Proposals Map and Figure 3), will be removed from the Green Belt and allocated as the Garden Suburb sustainable urban extension.
- 2. The Garden Suburb will deliver approximately 7,400 homes and, 116 hectares of employment land, and a centrally located District/Local Centre and other supporting uses. Around 5,100 homes, the centre and all of the employment land will be delivered within the Plan Period.
- 3. The Garden Suburb will comprise three Garden Villages, a central NeighbourhoodDistrict/Local Centre, a significant employment zone and an extensive green infrastructure network of open spaces and parkland, as illustrated in the Development Concept diagram.
- 4. The existing inset settlement of Appleton Thorn will retain its distinct identify and be defined by areas of countryside separating the settlement from new development. Any development within the Appleton Thorn settlement boundary, as defined by Map 2 in the Neighbourhood Plan (or Proposals Map to the Local Plan), must conform with the policies of the Appleton Parish Thorn Ward Neighbourhood Development Plan.
- 5. The Garden Suburb will be supported by a wide range of infrastructure as follows, and delivered in a coherent and comprehensive manner to ensure one development proposal does not prejudice another. A Development Framework /Supplementary Planning Document will be prepared and consulted upon to guide the development of the site and provide for the following:
 - a. A range of housing tenures, types and sizes, including affordable homes, custom and self-build plots and supported and Extra Care housing. <u>in accordance with Policy DEV2.</u>
 - b. A minimum of an additional 7 forms of entry of Additional Primary School provision
 - c. A newAdditional Secondary School to provide a minimum of 6 forms of entry. provision
 - d. A Neighbourhood A centrally located District/Local Centre comprising a supermarket and, local shops (with no more than 5,000 sq m of A1 retail floorspace unless supported by a Retail Impact Assessment in line with Policy DEV5), and close links to a new health facility, leisure facilities and other community facilities.
 - e. Three <u>local centressmall Neighbourhood Centres/hubs located centrally in each of the three Garden Villages</u> providing local shops and other community facilities <u>of no more than 500 sq m floorspace in total unless supported by a Retail Impact Assessment in line with Policy DEV5.</u>
 - a: Extensive areas of Green Infrastructure, including a major new Country Park and extensive areas of strategic green infrastructure.
 - b.—Provision of playing pitches -

Provision of a range of smaller areas of open space within the residential development to serve the new and wider community and open space within residential developments in accordance with the Council's open space standards-set out in Policy DC5 and informed by a Green Infrastructure Strategy to be included in the Development Framework.

- f. A Gypsy and Traveller site with the capacity for 8 pitches.
- g. A Community Recycling Centre.

- h. A comprehensive package of transport improvements, for both on-site and off-site works—including the delivery of a network of routes for a range of modes that allow for connections between development sites to be made effectively and efficiently.
- i. Landscape buffers and ecological mitigation and enhancement.
- j. <u>Sustainable</u> flood mitigation and drainage including exemplary sustainable drainage systems (SuDS) with only foul flows connecting to the existing public sewer. as informed by a Foul and Surface Water Strategy and Clean Water <u>Strategy to form part of the Development Framework SPD.</u>

Delivery and Phasing

- 6. The Council is committed to working with landowners / developers to prepare athe Development Framework SPD for the Garden Suburb as a whole, including more detailed masterplans for each of the three Garden Villages and the Neighbourhood_District/Local Centre, together with a delivery strategy and phasing plan in order to ensure comprehensive and coordinated development.
- 7.—The Development Framework will be prepared as a Supplementary Planning Development (SPD).
- 8.—The Development Framework will confirm the strategic elements of the Green Space and transport networks, the infrastructure necessary to support the Garden Suburb as a whole and will define the boundaries of the 3 villages, the Neighbourhood Centre, the Country Park and areas to be protected for green infrastructure. It must be informed by a site wide Green Infrastructure Strategy and site wide Foul and Surface Water Strategy and site wide Clean Water Strategy.
- 9.7. The Masterplans within the Development Framework SPD will identify individual development parcels to be developed in the Plan period, development parcels to be developed beyond the Plan period and areas to be protected as open space and / or for green infrastructure. The masterplans will provide the basis for planning applications for individual development parcels.
- 10.-The masterplans will provide the basis for planning applications for individual development parcels.
- 11.8. The delivery strategy The Development Framework SPD must ensure that a delivery strategy, including a programme of delivery, and funding mechanism is put in place to secure proportionate contributions from all developers within the Garden Suburb to fund and deliver the wide ranging infrastructure required to support the Garden Suburb.
- 12.-The SPD will conform to the requirements of this Policy and be subject to public consultation. Landowners / developers will be expected to work closely with the Council to ensure that the SPD is deliverable.
- 13.9. The first phase of residential development comprises Homes England's sites at Grappenhall Hayes, Appleton Cross and Pewterspear that already have planning permission.
- 14.10. No further residential development will be permitted until: the Development

 Framework SPD has been approved and the following has taken place, unless a

 development proposal is able to physically and financially deliver the necessary essential
 infrastructure required to support the development and the wider objectives of this policy:
 - <u>e.a.</u> The funding <u>mechanism</u> and programme for delivery of the Green Infrastructure Network including Country Park have been confirmed.
 - d.b. The funding mechanism and the programme for the delivery of a strategic link to connect the Garden Suburb to the local and strategic road network have been confirmed.

- e.c. The funding <u>mechanism</u> and <u>the</u> programme for the delivery of community infrastructure within the <u>NeighbourhoodDistrict/Local</u> Centre have been confirmed.
- f.d. Where development is within one of the Garden Villages, the funding mechanism and the programme of the delivery of the community infrastructure within the relevant Garden Village have been confirmed.
- The new employment development will not be permitted until the funding and the programme for the delivery of the improvements at Junction 9 of the M56 and Junction 20 of the M6 have been agreed with key stakeholders, including Highways England and the Local Highway Authority.
- 16.12. A review of infrastructure to support phases of residential development later in the Plan Period and phases of residential development beyond the Plan Period will be undertaken through future reviews of the Local Plan.
- 17.-No residential development parcels within these phases will be permitted until the additional infrastructure requirements have been assessed and the funding and the programme of delivery for additional infrastructure requirements have been confirmed.

Detailed Site Specific Requirements

New Homes

- 18.13. New homes will be delivered in the Garden Suburb across the following broad locations/:-areas to be agreed set-out-in the agreed-Development Framework SPD. Initial master planning work suggests the following locations mightcould accommodate the following:
 - a. Grappenhall Heys approximately 2,800 homes (2,100 within the Plan Period)
 - b. Appleton Cross / Pewterspear approximately 2,100 homes (1,500 within the Plan Period)
 - a.—New Garden Village adjacent to A50—and central District/Local Centre 2,500 homes (approximately 1,800 homes (1,000500 within the Plan Period)
 - b. Garden Suburb Neighbourhood Centre approximately 700 homes (500 within the Plan Period)
- 19.-A range of housing tenures, types and sizes will be required in order to ensure development contributes to meeting the Borough's general and specialist housing needs, including family homes with gardens, specific provision for older people and for younger people looking to purchase their first home.
- 20.-In accordance with Policy DEV2 a minimum of 30% of homes should be affordable.
 - c. Supported housing for older people should be provided within each of the three Garden Villages.
- 21.14. Specific provision should be made for a residential care facility providing a minimum of 80 bed spaces within close proximity to the Neighbourhood District/Local Centre. Extra Care provision will also be supported in each of the three Garden Villages.
- 22.-Specific provision should be made for self-build/custom-build plots in each of the three Garden Villages, subject to local demand as demonstrated by the Council's self-build register.
- 23. Specific provision should be made for a Gypsy and Traveller site with the capacity for 8 pitches within the Garden Suburb.
- 24.15. To reflect the area's urban fringe location adjacent to the open countryside and the significant levels of green infrastructure proposed throughout the Garden Suburb, the

- residential development within the Garden Villages should be constructed to an average minimum density of 20dph based on gross site area.
- 25.16. To reflect the proximity to services and greater distance from heritage and ecological constraints, residential development within the Neighbourhoodand in proximity to the District/Local Centre should be at higher residential densities, with an average minimum density of 30dph based on gross site area.

Employment Areas

- The development will be required to deliver up to 116 hectares of employment land to meet strategic and local employment needs on land allocated at the junction of the M6 and M56—, as illustrated on the Proposals Map.
- The employment land is allocated for distribution and industrial uses (B8, B1c and B2). Other suitable roadside uses could also be justified in certain locations of the employment site subject to satisfying other relevant policies within the Local Plan.

Community Facilities

- 28. The residential development will be required to deliver a minimum of an additional 7 Forms of Entry of Primary School provision and a new secondary school providing a minimum of 6 Forms of Entry to meet the need for school places that will be generated from the Garden Suburb as a whole.
- 29. The residential development will be required to deliver a new combined health and leisure facility and other local community facilities required to meet the needs of the new residential population.
- The secondary school, a new primary school, and the combined health and leisure facilitiesy should be located within or in proximity to the Neighbourhood District/Local Centre.
- 31.-The Neighbourhood Centre will serve the entire Garden Suburb and should be located in a central location within the overall allocation site.
- 32. The Neighbourhood Centre should also include local shops, a supermarket, and other appropriate local services and community facilities. Any proposal for retail development above 2,500 sq.m. in the Neighbourhood Centre will require a retail needs assessment and be subject to the sequential assessment set out in Policy DEV5.
- 33.20. A new or extended primary school should be located within or in proximity to the Local small Neighbourhood Centres/hubs in each of the three Garden Villages.
- 34.-The new Local Centres will provide focal points for the proposed villages and should be located centrally within these areas.
- 35. Small scale units up to 500 sq.m in total within Use Class A1, A2, A5 and D1 will be supported in the Local Centres in order to provide for day to day needs. Any proposal for additional retail floorspace will require a retail needs assessment and be subject to the sequential assessment set out in Policy DEV5.
- 36.21. The Local CentreThe small Neighbourhood Centre/hub in Appleton Cross will be required to provide a new health facility.

Green Infrastructure Network

- 37.22. The Development Framework <u>SPD</u> and Green Infrastructure Strategy will define the Strategic Green Infrastructure Network and set out how it will be delivered <u>and</u> protected thereafter.
- This should ensure the provision of an accessible, comprehensive and high quality network of multi-functional green spaces which connect the three Garden Villages, the NeighbourhoodDistrict/Local Centre, Appleton Thorn and the Employment Area within the

- Garden Suburb and provide links into Warrington's wider green space network. <u>and a Country Park within the Garden Suburb.</u>
- 39.-An illustration of the Strategic Green Infrastructure Network is shown on the development concept diagram.
- 40.-A new Country Park is required to be delivered on land in the northern part of the Garden Suburb. This will provide a significant amount of green space for recreation as well as protecting and enhancing biodiversity.
- 41.-The design of the Country Park and wider green space network should ensure that the Country Park is accessible for new residents within the allocation site as well as existing residents across wider southern and central Warrington.
 - Areas of open green space will be provided across the Garden Suburb as part of the Strategic Green Infrastructure Network. These areas will deliver an important function in providing open space, walking and cycling routes and ensuring separation connectivity between the individual Garden Villages, the Neighbourhood Centre and Appleton Thorncomponent parts of the Garden Suburb.
- 42.-Once defined, development will not be permitted which compromises the function of the Strategic Green Infrastructure Network.
- 43. Each Garden Village and the Neighbourhood Centre should provide a range of types and sizes of open space in accordance with the Council's open space standards. This should include provision of local parks and gardens; natural and semi-natural greenspace; equipped and informal play areas; sports pitches; and allotment plots.
- 44.-The delivery of equipped play provision should be in the form of a range of LEAP's and NEAP's (including the appropriate 20 or 30 metre buffers) on the application site.
- 45. Further provision of open space will be required within the proposed Employment Area.
- 46.-The residential and employment development should ensure the long term management arrangements for the Country Park and wider green space network within the Garden Suburb.

Natural Environment

- 47.24. The Development Framework <u>SPD</u> and Green Infrastructure Strategy will need to demonstrate how development within the Garden Suburb will protect and enhance existing wildlife corridors and provide new corridors to link the site into Warrington's wider biodiversity network and the Great Manchester Wetlands Nature Improvement Area and ensure the site contributes to the wider objectives of the Northern Forest.
- 48.25. The layout of development within the Garden Suburb should take account of existing landscape features, including watercourses, woodlands and significant hedgerows.
- 49.26. Wetland habitats including ponds within the site are of key importance and should be integrated within the Strategic Green Infrastructure Network.
- 50.27. Where an individual development parcel will result in the loss of habitat, approval of a plan of mitigation in line with Policy DC4 will be required before any application for that development parcel is permitted. The mitigation package should ensure a net gain in biodiversity and the new and improved habitat should be located within the Garden Suburb's Strategic Green Infrastructure Network.

Green Belt Boundary

- 51. The Green Belt boundary to the south of the Garden Suburb is defined by the M56 and to the east predominantly by the A50 (Knutsford Road).
- 52.-Development at the eastern and southern extents of the Garden Suburb will be required to respect the Green Belt boundary.

Transport and Accessibility

- 53.28. A comprehensive package of transport improvements will be required to support the Garden Suburb- and will be detailed within the Development Framework (SPD).

 Required improvements for the next phase of residential development and the employment development will include:
 - a. Ensuring appropriate access arrangements for the site as a whole and for individual development parcels.
 - b. Improved cycling and walking routes well related to the green infrastructure network; connecting the new and existing residential areas, the District/Local Neighbourhood Centre, the Sarden Villages and the Employment Area.
 - c. Providing public transport enhancements to connect the new community with the Employment Area and Neighbourhood Centre; Stockton Heath; Warrington Town Centre and employment opportunities within the wider Warrington area.
 - d. A new strategic link connecting the individual villages and the Neighbourhood District/Local Centre within the Garden Suburb itself and providing additional connections from the Garden Suburb to the A49 and A50.
 - e. Improvements to increase capacity at Junctions 9 and 10 of the M56 and Junction 20 of the M6.
 - f. Other network improvements as identified by an appropriate Transport Assessment.
- 54. The layout of individual development parcels within the Garden Suburb should maximise the potential for walkable neighbourhoods, with a legible hierarchy of routes, providing new footpaths and cycleways that link to existing networks beyond the site.
- 55. Good accessibility to public transport services should be provided by ensuring that the bus routes and bus stops within the site are accessible by pedestrians and cyclists via effective footpaths and cycle routes.
- 56.29. The Development Framework SPD will set out how the development should contribute to the Council's wider aspiration of enhancing the Bridgewater Canal as a recreational resource and for the Canal's tow path to provide a cycle and pedestrian link across the Borough.

Utilities and Environmental Protection

- 57. A site wide foul and surface water strategy will be required across the Garden Suburb as a whole, incorporating appropriate Sustainable Drainage Systems (SUDS) and flood alleviation measures. The surface water strategy will be required to improve on greenfield run off rates. Development proposals will be expected to incorporate infiltration SuDS and SuDS with multi-functional benefits in preference to traditional underground storage systems. Particular consideration will need to be given to the eastern Garden Village which is downstream from existing communities at risk of flooding in Grappenhall.
- 58. The surface water strategy should be integrated with the site's Green Infrastructure Strategy in order to maximise ecological and potentially recreational benefits.
- 59. Improvements to the water supply and sewerage network will be required, ensuring that surface water drainage is not combined with foul discharge. A site wide clean water strategy will also be required.
- 60.30. Development within the Garden Suburb must not <u>unduly</u> impact on the operation of the existing gas pipeline which crosses the site.
- 61.-A Community Recycling Centre to serve the Garden Suburb and the wider south Warrington area should be provided within the Garden Suburb.

- 62. The Garden Suburb should be designed to mitigate the impacts of climate change and be as energy efficient and water efficient as possible. The Council will seek to secure a decentralised energy system across the Garden Suburb as a whole that will use or generate renewable or other forms of low carbon energy in accordance with Policy ENV7.
- 63.-Development proposals may be required to assess the impact on the groundwater environment and incorporate appropriate mitigating measures.
- 64. The design of the Garden Suburb must incorporate appropriate measures to mitigate any noise and air quality impacts from the M6, M56, A49 and A50 Knutsford Road.

Historic Environment

- 65.31. The Garden Suburb contains a number of heritage assets, including listed buildings, locally listed buildings and a Scheduled Monument. Development will be required to be designed in order to ensure that these assets and their settings are conserved and, where appropriate, enhanced within the context of the overall development, through appropriate mitigation measures, having regard to the Garden Suburb Heritage Impact Assessment.
- 66.32. The Bradley Hall Moated Site Ancient Monument is of particular significance given its 68. The Bradley Hall Moated Site Ancient Monument is of particular significance given its location within the Employment Area. Masterplans within the Development Framework SPD will incorporate a landscape buffer between the monument and new employment development will be required to preserve the immediate open setting of the moated site.
- The settings of the following Conservation Areas within proximity of the Garden Suburb will be preserved and enhanced through ensuring that new development is set back by an appropriate distance, is limited in height to no more than two storeys and where possible provides an enhanced landscape buffer:
 - a. Grappenhall Village Conservation Area.
 - b. Victoria Road / York Drive Conservation Area.
 - c. Ackers Road / Marlborough Crescent Conservation Area.



APPENDIX 3 - SAVILLS LETTER ON BEHALF OF WORKING GROUP

17th June 2019 17.06.19 Joint Landowner Letter.doc

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By email:

Warrington Proposed Submission Version Local Plan South Warrington Garden Suburb Draft Allocation and Policy

Dear Michael,

Thank you for providing us with the opportunity to comment on the Warrington Proposed Submission Version Local Plan through the Regulation 19 formal consultation process.

As you are aware, there are nine interested parties within the proposed South Warrington Garden Suburb (Draft Policy MD2) who have come together to form a landowner group.

These parties are:

- Hollins Strategic Land
- Homes England
- Langtree
- Lone Star Land Ltd
- Mulbury Homes (Grappenhall) Ltd
- Taylor Wimpey
- Wallace Land Investments
- Moseley family (Private Landowners)
- Garnett family (Private Landowners)

The key objective of the group is to work collaboratively to secure the allocation and delivery of the Garden Suburb and we are therefore writing to express our joint support to the principle of the draft South Warrington Garden Suburb allocation.

The group are committed to working with the Council to formulate an appropriate Supplementary Planning Document (SPD) which provides a framework upon which future planning applications can rely. We hope that you will facilitate key dialogue with us as the Local Plan progresses.

We trust that the above is satisfactory and we would welcome the opportunity to discuss this further with you.

Should you have any questions please do not hesitate to contact Savills on the details above.

Yours sincerely

Savills on behalf of the Warrington Garden Suburb Landowner Group