



National Highways

WARRINGTON LOCAL PLAN - REGULATION 19 PUBLIC CONSULTATION

Review of Published Documentation





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1 INTRODUCTION

1.1 PREAMBLE

- 1.1.1. National Highways has been appointed by the Secretary of State for Transport as a strategic highway company under the provisions of the Infrastructure Act 2015. National Highways is responsible for operating, maintaining, and improving the Strategic Road Network (SRN) in England, in accordance with the Licence issued by the Secretary of State for Transport (April 2015) and Government policies and objectives.
- 1.1.2. National Highways' approach to engaging with the planning system is governed by the advice and guidance set out in:
- The Strategic Road Network: Planning for the Future** - A guide to working with National Highways on planning matters (2015).
- 1.1.3. The document is written in the context of statutory responsibilities as set out in National Highways' Licence, and in the light of Government policy and regulation, including the:
- National Planning Policy Framework (NPPF);
 - Town and Country Planning Development Management (Procedure) Order (England) 2015 (DMPO); and
 - DfT Circular 02/2013 The Strategic Road Network and the delivery of sustainable development ('the Circular').
- 1.1.4. As a statutory consultee in the planning system, National Highways has a regulatory duty to co-operate. Consequently, National Highways is obliged to give consideration to all proposals received and to provide **appropriate, timely and substantive** responses.
- 1.1.5. National Highways' desire to be a proactive planning partner goes beyond this statutory role, but follows the spirit of the Licence which stipulates that National Highways should:

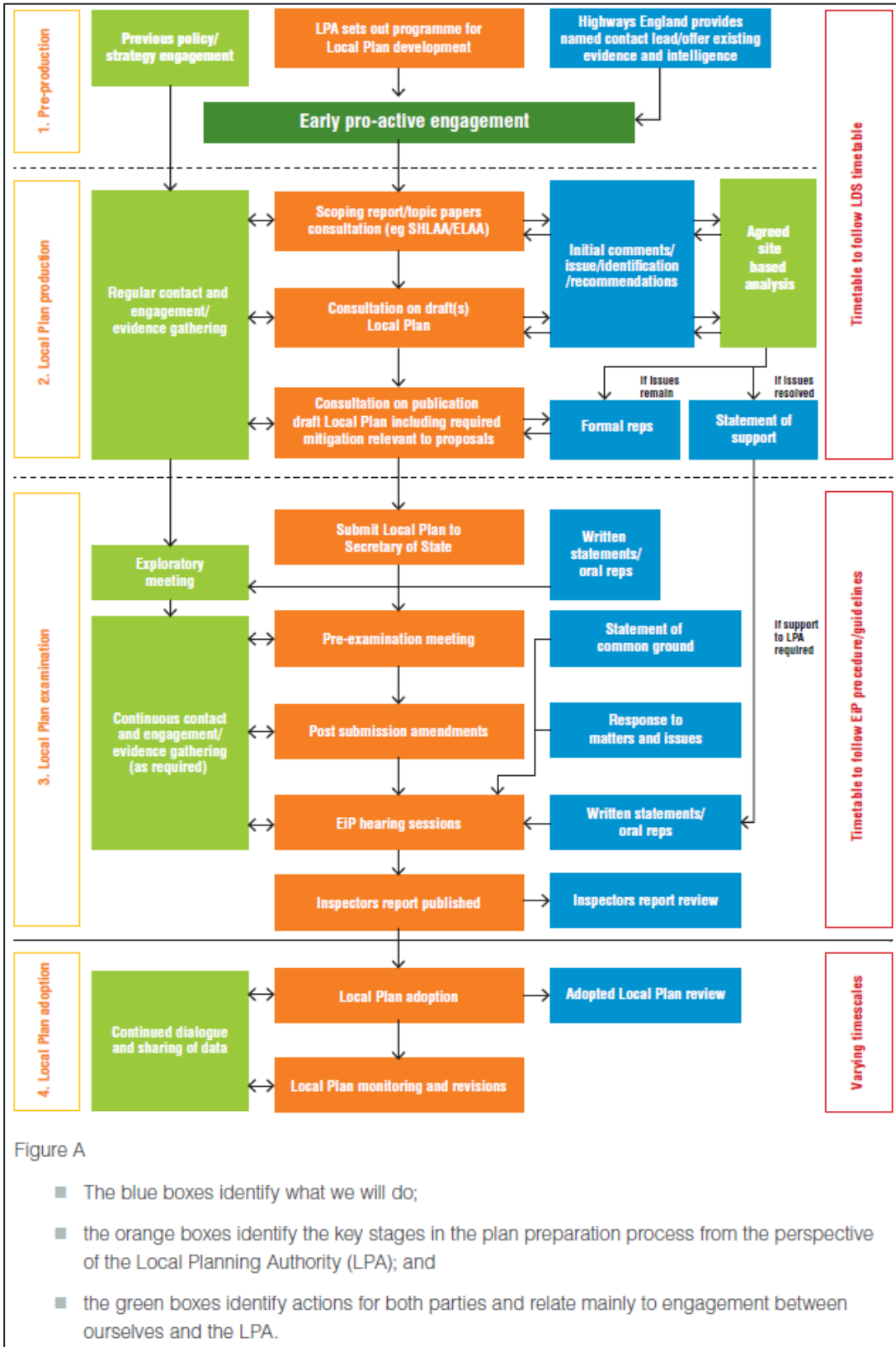
“Support local and national economic growth and regeneration”

1.2 NATIONAL HIGHWAYS' ROLE IN THE LOCAL PLAN PROCESS

OVERVIEW

- 1.2.1. National Highways' role in the Local Plan process is set out in its policy guidance document '*The Strategic Road Network: Planning for the Future*'. As stated in this document, the preparation of Local Plans provides an opportunity to support a pattern of development that minimises the need for travel, minimises journey lengths, encourages sustainable travel, and promotes accessibility for all. This can contribute to the achievement of environmental objectives and reduce the cost to the economy arising from the environmental, business and social impacts associated with traffic generation and congestion. For all of these reasons, National Highways is keen to engage fully and positively in the plan-making process, with a view to helping deliver sustainable growth and minimising the potential for development to have an adverse impact on the SRN and its operation.
- 1.2.2. The role of National Highways at the various stages of the Local Plan process is summarised in Figure 1-1, below.

Figure 1-1 - National Highways' Role in the Planning Process



1.2.3. As shown in Figure 1-1, the current stage in the plan preparation process (shown in orange) for Warrington Borough Council (WBC) is the consultation on the publication draft of the Local Plan. At

this stage, National Highways would be required to provide a statement of support, or if issues remain with the evidence then a formal representation will be made.

LOCATION OF DEVELOPMENT

1.2.4. In terms of Local Plans setting out the location of development through site allocations, National Highways' policy guidance states:

“Development should be promoted at locations that are or can be made sustainable, that facilitate the uptake of sustainable transport modes, and support wider social and health objectives, and which support existing business sectors as well as enabling new growth.

When a local plan document proposes site specific allocations, we will want to ensure that all relevant transport impacts and requirements are taken into account. To this end we will work with LPAs to:

- identify the impact that the proposed allocations are likely to have on the SRN on an individual and, insofar as is necessary, a cumulative basis, factoring in the demands arising from development planned in adjacent authorities where appropriate;*
- assess the impact of the SRN on the development potential of sites that are proposed to be allocated;*
- consider travel plan, travel demand and off-network improvements; and,*
- as necessary, identify the infrastructure requirements of the proposed allocations, or specific parts (phases) of proposed allocations.*

Whilst we may comment upon proposals where they impact the SRN, allocating land for particular uses is a matter for local authorities and others providing services or facilities to meet this need.”

LOCAL PLAN EVIDENCE BASE

1.2.5. In terms of the production of Local Plan evidence bases, National Highways' policy guidance states:

“We will work with local planning and highways authorities to ensure that local plans and other relevant development plan documents are underpinned by a robust transport evidence base which fully assesses the transport implications of the growth options being considered. This will include two key assessments:

- the individual and cumulative impacts of the authority's policies and proposals upon the ability of the road links and junctions on the affected parts of the SRN to accommodate the forecast traffic flows in terms of capacity, safety and cumulative environmental effects; and*
- the interactions between the strategic and local road networks.*

We will input to this work where we are able to, as well as share evidence that we have, and input our knowledge and experience of the network.”

1.2.6. Further guidance on the production of local plan evidence bases is provided by the Ministry of Housing, Communities & Local Government and is summarised under the subheading below.

1.3 MHCLG GUIDANCE ON LOCAL PLAN EVIDENCE BASES

1.3.1. The Ministry of Housing, Communities & Local Government (MHCLG) has set out guidance on the requirements for preparing a robust transport evidence base for a local plan. It recognises government policy in relation to the strategic road network stating that:

- *“Local planning authorities should also refer to the Department for Transport’s **Circular 02/2013: The Strategic Road Network and the Delivery of Sustainable Development**”*

1.3.2. MHCLG guidance sets out the issues to be considered in developing a transport evidence base, including the need to:

- *“**assess the existing situation and likely generation of trips over time by all modes** and the impact on the locality in economic, social and environmental terms.*
- *assess the opportunities to support a pattern of development that, where reasonable to do so, facilitates the use of sustainable modes of transport.*
- *highlight and promote opportunities to reduce the need for travel where appropriate.*
- *identify opportunities to prioritise the use of alternative modes in both existing and new development locations if appropriate.*
- ***consider the cumulative impacts of existing and proposed development on transport networks.***
- ***assess the quality and capacity of transport infrastructure and its ability to meet forecast demands.***
- ***identify the short, medium and long-term transport proposals across all modes.**”*

1.3.3. MHCLG guidance provides further guidance and detail (but not exhaustive) on the preparation of a local plan evidence base in relation to:

- When the transport assessment of the Local Plan be undertaken;
- What baseline information should inform a transport assessment of a Local Plan.
- What detailed information is required for the transport assessment of the Local Plan;
- How a transport assessment of the Local Plan be undertaken;
- How safety considerations be addressed, and accident analysis used effectively in the transport assessment of the Local Plan; and
- How the impact of land allocations should be considered in assessing the transport implications of Local Plans.

1.4 OVERVIEW

1.4.1. As a statutory consultee, National Highways has been formally invited to participate in consultation for the Warrington Local Plan (June 2021) Regulation 19 public consultation. To ensure that the public have the opportunity to comment on the proposed submission draft, Warrington Borough Council (WBC) is obliged to undertake a consultation and seek representations on the Local Plan submission draft. This is a requirement under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

1.5 BACKGROUND

1.5.1. The Warrington Local Plan has been in development following a High Court ruling in 2015 to quash the housing target in the adopted Local Plan Core Strategy (2014). Since 2015 WBC have completed a full review of the Local Plan and its evidence base. This process started with a stakeholder

consultation and call for sites, which resulted in the preparation of a Preferred Development Option (PDO), which was published for consultation in the summer of 2017. The PDO outlined the development needs of the Borough and the approach to meet them until 2037.

- 1.5.2. The PDO consultation received a large number of responses, with local residents raising concerns over the scale and location of the proposed developments. National Highways response to the PDO indicated that a comprehensive and transparent cumulative transport assessment of the proposals in the emerging Local Plan should be undertaken, including traffic modelling to determine any potential impacts of the Local Plan on the SRN.
- 1.5.3. In June 2019 WBC consulted on the Proposed Submission Draft Local Plan. National Highways raised a number of concerns relating to the transport evidence in their representations to the Regulation 19 consultation. Subsequently in 2020 WBC provided National Highways with additional transport evidence which was found by National Highways to be agreeable, and proportionate, for the level of assessment. Subsequently National Highways signed a Statement of Common ground with WBC and committed to continue to work collaboratively with WBC.
- 1.5.4. Following the Proposed Submission Draft Local Plan consultation responses WBC undertook additional assessment and delayed the independent examination of the Local Plan until later in 2021. As part of the revised Proposed Submission Draft Local Plan WBC have updated the land allocations. Accordingly, WBC revised their transport evidence base and invited National Highways to review the updated draft transport evidence in advance of the Regulation 19 public consultation which is now under way. WSP's review of the draft transport evidence requested additional information to improve confidence in relation to trip rates, distributions and predicted impacts on the SRN.

2 REVIEW OF LOCAL PLAN SUBMISSION DRAFT DOCUMENT

2.1 INTRODUCTION

- 2.1.1. The updated Local Plan proposals are similar to those presented for consultation in 2019, with the primary difference being the introduction of a new site at Fiddlers Ferry and the removal of the sites at Port Warrington and in the South West Urban Extension area. In overall development quantum the revised plan has a slight reduction in residential allocations from 20,732 in 2019 to 19,859 in the revised proposals. The employment allocations remain the same overall quantum of 379 hectares. These figures are inclusive of completions from 2016 to 2021.
- 2.1.2. The horizon years of the updated Local Plan proposals been refreshed to cover an 18-year period from 2021 to 2038. Which is a revision on the previous horizon year of 2036.

2.2 REVIEW OF CHAPTER TWO – WARRINGTON IN CONTEXT

- 2.2.1. This section sets out the context for Warrington's growth strategy. Warrington's place within the region is presented in figure 2-1 below, demonstrating its strategic position between Manchester and Liverpool.

Figure 2-1 - Warrington's place within the region



- 2.2.2. The following issues for Warrington are referenced throughout the chapter.

- It is recognised that previous focus on brownfield land to meet the towns housing an employment needs has now meant that Warrington is now running out of such land and supply is dwindling,
- There is a shortfall of affordable homes within the Borough, which is identified as a particular concern for younger people and young families
- Despite a strong labour market there are some areas in Warrington with high levels of deprivation, and the share of increasing prosperity is not evenly distributed, and
- Dependency on car travel (81% car ownership within the Borough compared to national average of 74%).

2.2.3. The plan summarises the key challenges for Warrington as follows:

- Limited housing and employment land supply;
- Housing affordability concerns;
- Meeting the needs of an aging population;
- Car dependency;
- Traffic congestion;
- Air quality impacts;
- The sustainable supply of minerals and mineral products to meet development aspirations;
- Management of waterways;
- Importing waste;
- Aging infrastructure; and
- Areas of deprivation.

2.2.4. The plan summarises future opportunities for Warrington as follows:

- Distinct character areas;
- Its connected network of green spaces and parks;
- Its waterways and waterfronts and the unique opportunities they bring;
- Tourist/cultural attractions – Gullivers World, Walton Hall and Gardens, live music events;
- An improving cultural offer in the Town Centre, building on the recommendations of the Warrington Culture Commission;
- An increased interest in Town Centre living – from both developers and occupiers – particularly for younger people;
- Introduction of HS2 and Northern Powerhouse Rail;
- Investment in new infrastructure;
- Thriving business community and successful economy;
- Creation of new places/areas within the Borough.

2.3 REVIEW OF CHAPTER THREE – VISION AND SPATIAL STRATEGY

WARRINGTON LOCAL PLAN – VISION FOR 2038

2.3.1. Chapter three of the Local Plan sets out the Vision and Spatial Strategy. The vision for Warrington for 2038 and beyond is split out into 11 statements, the most relevant aspects of the vision to National Highways are outlined below;

- Warrington will be a place that works for all:
 - *Providing opportunities for the most vulnerable;*
 - *With a strong, sustainable economy that benefits everyone;*

- *With strong, active and resilient communities; and*
- *Will be a carbon neutral, exemplar green town.*

- Warrington’s long-term growth will be positively planned to ensure that new homes, jobs and businesses are supported by major improvements to the Borough’s infrastructure, to the benefit of existing and new communities alike.
- Warrington will consolidate its position as one of the most important economic hubs in the UK and will see the development of major new employment locations. Its highly skilled workforce will support a wide range of economic activities, including engineering, hi-tech manufacturing, green technologies, business services, logistics and research and development.
- Warrington’s central position within the Northern Powerhouse provides businesses with unrivalled access to the Manchester and Liverpool conurbations, the Manchester Ship Canal and the national road and public transport networks. The future intersection of the two new major national rail routes, HS2 and Northern Powerhouse Rail, in Warrington will further enhance the Town’s strategic connectivity.
- New development will be successfully integrated into Warrington’s transformed public transport system. The enhanced Green Space and Waterways network will provide popular, high quality walking and cycling routes that promote active lifestyles, reduce carbon emissions, contribute to improving air quality and help tackle climate change.

2.3.2. Whilst highlighting the importance of sustainable travel modes in facilitating Warrington’s Local Plan growth, from National Highways’ perspective, where transport network enhancements and improvements are referred to, it is important that focus is placed on the road network, including potential enhancements or improvements to the SRN.

2.3.3. Paragraph 3.1.4 of the document acknowledges that infrastructure delivery in Warrington has not always kept pace with the level of growth in the Borough, which has resulted in congestion on Warrington’s roads. Paragraph 3.1.5 goes on to state that

“The vision therefore seeks to ensure that future growth is supported by wide ranging investment in infrastructure that will not only support new development but will address existing congestion and infrastructure constraints across Warrington as a whole.”

2.3.4. This aspect of Warrington’s vision is aligned to National Highways’ remit to ensure that the SRN operates safely and efficiently to support economic growth.

WARRINGTON LOCAL PLAN – SUPPORTING OBJECTIVES

2.3.5. The overall vision for the Local Plan is supported by 6 objectives which seek to ensure that the individual elements of the Local Plan are collectively able to deliver the Plan’s overall vision. These objectives are presented below.

- **Objective W1** – *To enable the sustainable growth of Warrington through the ongoing regeneration of Inner Warrington, the delivery of strategic and local infrastructure, the strengthening of existing neighbourhoods and the creation of new sustainable neighbourhoods whilst:*
 - *delivering a minimum of 14,688 new homes (equating to 816 per year) between 2021 and 2038, and*
 - *supporting Warrington’s ongoing economic success by ensuring provision is made to meet the need for 316.26 hectares of employment land between 2021 and 2038.*

- **Objective W2** – *To ensure Warrington’s revised Green Belt boundaries maintain the permanence of the Green Belt in the long term.*
- **Objective W3** – *To strengthen and expand the role of Warrington Town Centre as a regional employment, retail, leisure, cultural and transport hub, whilst transforming the quality of the public realm and making the Town Centre a place where people want to live.*
- **Objective W4** – *To provide new infrastructure and services to support Warrington’s growth; address congestion; promote safer and more sustainable travel; and encourage active and healthy lifestyles.*
- **Objective W5** – *To secure high quality design which reinforces the character and local distinctiveness of Warrington’s urban area, its countryside, its unique pattern of waterways and green spaces and its constituent settlements whilst protecting, enhancing and embracing the Borough’s historic, cultural, built and natural assets.*
- **Objective W6** – *To minimise the impact of development on the environment through the prudent use of resources and ensuring development contributes to reducing carbon emissions, is energy efficient, safe and resilient to climate change and makes a positive contribution to improving Warrington’s air quality.*

2.3.6. These objectives are further supported by Strategic Planning Policies which work towards achieving the objectives, these are presented in further detail in chapter four of the Local Plan. It is considered that objectives W1 and W4 are of most interest to National Highways, as they outline the overall growth proposals, and specify the need to provide infrastructure to deliver this growth. These objectives and supporting policies are discussed in further detail in section 2.4 of this report.

2.3.7. The Plan is also underpinned by an overall spatial strategy, which is informed by planned infrastructure investment, as well as the ability to deliver new and improved infrastructure to support new development and Warrington’s overall growth. It is stated that the main priority of the plan is to optimise the development potential of the existing urban area, as such a key element of the spatial strategy is to intensify development in the Town Centre, the inner area of Warrington, and open up the Waterfront as a new urban quarter facilitated by the new Western Link.

2.3.8. However, the plan considers that not all of Warrington’s development needs can be met within the existing urban area, and so the plan targets development in specific areas to deliver the growth with support of wide-ranging infrastructure improvements. In terms of housing, the plan seeks to promote development in the following areas outside the existing urban area:

- An urban extension to the south east of the main urban area (South East Warrington Urban Extension – SEWUE), this will deliver around 2,400 homes in the Plan period up to 2038, with potential for a further 1,800 homes beyond the plan period,
- Development of Fiddler’s Ferry site, opportunity for 1,300 homes in the Plan period up to 2038, with potential for a further 450 homes beyond the plan period,
- Development at Thelwall Heys of around 310 homes, and
- ‘Incremental Growth’ across the outlying settlements of around 800 homes.

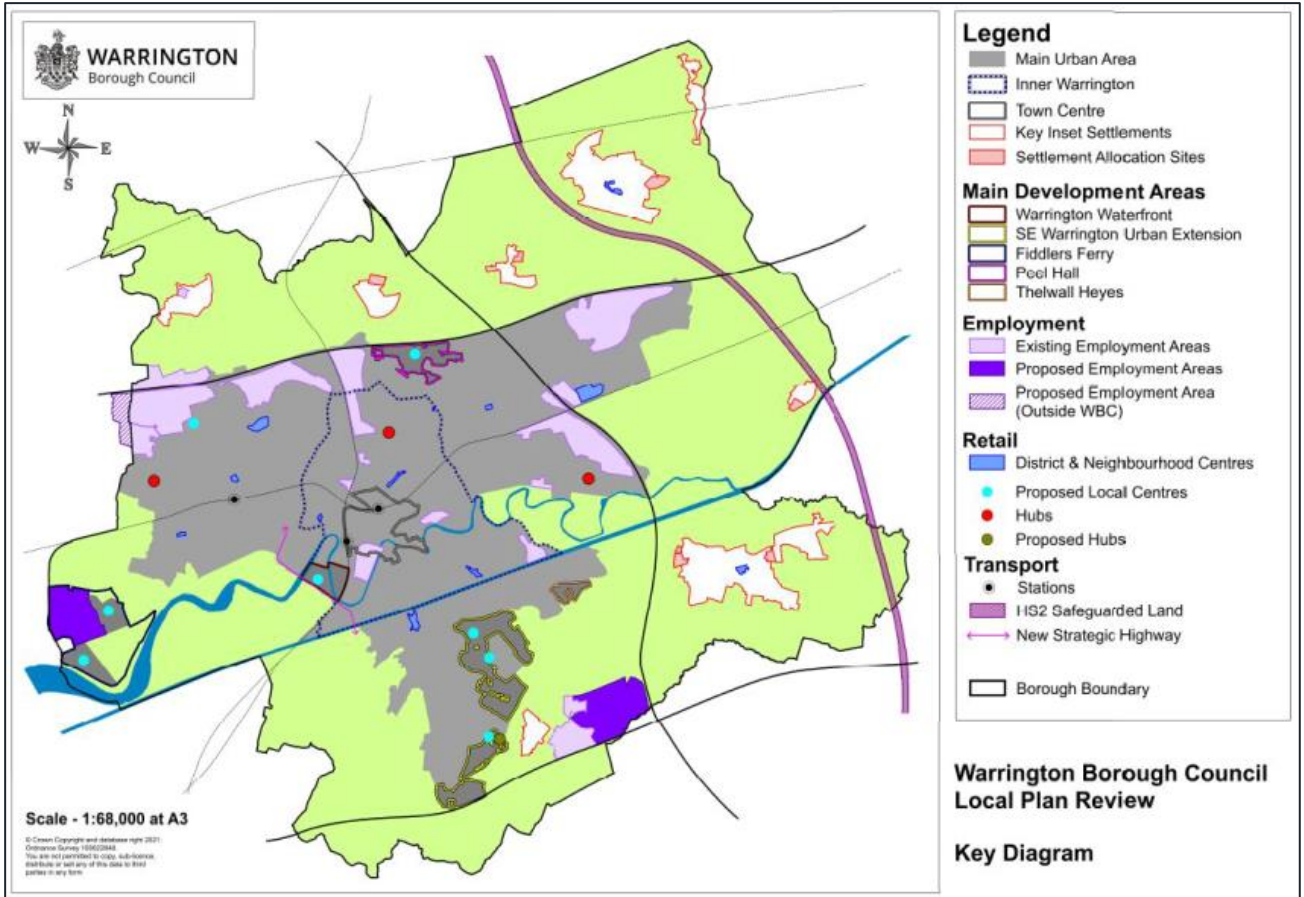
2.3.9. In terms of employment, the plan seeks to promote development in the following areas outside the existing urban area:

- Fiddlers Ferry Power Station (101.0 ha Gross) – Redevelopment of the former Power Station to provide a mix of industrial and distribution uses,

- South East Warrington Employment Area (136.92 ha Gross) – this is located at the junction of the M6 and M56 and will meet a large proportion of the Borough’s identified B8 requirement.

2.3.10. The overall spatial strategy for Warrington is presented in Figure 2-2 below.

Figure 2-2 - Warrington's Spatial Strategy



2.4 REVIEW OF STRATEGIC PLANNING POLICIES

OBJECTIVE W1

2.4.1. As presented earlier in the report, Objective W1 seeks to

“Enable the sustainable growth of Warrington through the ongoing regeneration of Inner Warrington, the delivery of strategic and local infrastructure, the strengthening of existing neighbourhoods and creation of new sustainable neighbourhoods whilst:

- *Delivering a minimum of 14,688 new homes (equating to 816 per year) between 2021 and 2038, and*
- *Supporting Warrington’s ongoing economic success by meeting the need for 316.26 hectares of employment land between 2021 and 2038.”*

2.4.2. This objective is supported by Policy DEV1, which confirms the Plan’s overall housing target and sets out where homes will be delivered and over what time period. Policy DEV2 provides the basis to ensure that the full range of Warrington’s housing needs are met, and Policy DEV3 gives detailed consideration to the needs of Warrington’s Gypsy and Traveller community.

2.4.3. **Policy DEV1 – Housing Delivery** is most relevant to National Highways, as it outlines the quantum, location, and general time period for the delivery of housing within the Borough. The key aspects of this policy are presented below.

- **Housing Distribution** - *The majority of new homes will be delivered within the existing main urban area of Warrington, the existing inset settlements and other sites identified in the Council’s Strategic Housing Land Availability Assessment (SHLAA), which together have identified deliverable capacity for a minimum of 11,785 new homes.*
- *The following sites will be removed from the Green Belt and allocated for residential development:*
 - *South East Warrington Urban Extension – minimum of 4,200 homes of which a minimum of 2,400 homes will be delivered in the Plan Period.*
 - *Land at Fiddlers Ferry – minimum of 1,760 homes of which 1,310 will be delivered in the plan period as part of a wider mixed-use development.*
 - *Thelwall Heys – minimum of 310 homes will be delivered in the plan period.*
- *A minimum of 801 homes will be delivered on allocated sites to be removed from the Green Belt adjacent to following outlying settlements:*
 - *Croft – minimum of 75 homes*
 - *Culcheth – minimum of 200 homes*
 - *Hollins Green – minimum of 90 homes*
 - *Lymm – minimum of 306 homes*
 - *Winwick – minimum of 130 homes*
- **Housing Trajectory** - *As part of the housing trajectory (Appendix 1) the housing requirement is to be stepped in the following way:*
 - *2021 to 2025 (first 5 years) – 678 homes per annum.*
 - *2026 to 2038 (years 6 - 18) – 870 homes per annum.*

2.4.4. In addition to the proposed housing delivery within the existing main urban area of Warrington, the development of the South East Warrington Urban Extension (SEWUE) and Fiddler’s Ferry (FF) sites will be of interest to National Highways due to expected impacts on the M56 / M6 interchange and M62 corridor respectively.

2.4.5. **Policy DEV 4 – Economic Growth and Development** is also key for National Highways as it outlines the general quantum and location for employment development within the Borough. The key aspects of this policy are presented below.

- **Employment Land Requirement** - *Over the 18 year Plan period from 2021 to 2038 provision will be made to meet the need for 316.26 hectares of employment land to support both local and wider strategic employment needs.*
- **Employment Land Distribution** - *The Town Centre will provide the main location for new Class E Office development.*
- *The following Employment Areas will continue to be the primary locations for industrial, warehousing, offices, distribution development and other B Class Uses:*
 - *Omega*
 - *Woolston Grange*
 - *Appleton & Stretton Trading Estate*

- Winwick Quay
- Birchwood Park
- Centre Park
- Lingley Mere
- Gemini Westbrook

■ *The following sites will be allocated as new Employment Areas in order to provide sufficient land to meet Warrington’s Employment Land Requirements:*

- *South East Warrington Employment Area – 136.92 hectares*
- *Fiddlers Ferry Power Station – 101.0 hectares*

2.4.6. In addition to further growth in the existing employment areas outlined above, the development of the new employment areas (SEWUE and FF) will be of interest to National Highways due to expected impacts on the M56 / M6 interchange and M62 corridor respectively.

OBJECTIVE W4

2.4.7. As presented earlier in the report, Objective W1 seeks to

“To provide new infrastructure and services to support Warrington’s growth; address congestion; promote safer and more sustainable travel; and encourage active and healthy lifestyles.”

2.4.8. This objective is supported by **Policy INF1 – Sustainable Travel and Transport**, and **Policy INF5 – Delivering Infrastructure**, which will be of particular interest to National Highways as they detail how development will be encouraged to minimise impacts on the transport network, and seek to ensure that demand and implications for infrastructure are identified and provided for in a timely manner.

2.4.9. **Policy INF1 – Sustainable Travel and Transport** seeks to deliver the Council’s objectives of improving the safety and efficiency of the transport network, tackling congestion, reducing carbon emissions and improving air quality, promoting sustainable transport options, reducing the need to travel by private car and encouraging healthy lifestyles. Section 1 of this policy outlines general transport principles, whereby the Council will expect all development to:

- *Be located in sustainable and accessible locations, or in locations that can be made sustainable and accessible;*
- *Ensure priority is given to walking, cycling and public transport within its design, and reducing the need to travel by private car;*
- *Provide infrastructure for the charging of plug-in and other ultra-low emission vehicles, in line with the Council’s Parking Standards SPD (2015);*
- *Support proposals that reduce the level of trips made by single occupancy cars;*
- *Consider demand management measures including the effective allocation of road space in favour of public transport, pedestrians and cyclists;*
- *Mitigate its impact(s) or improve the performance of Warrington’s Transport Network, including the Strategic Road Network, by delivering site specific infrastructure which will support the proposed level of development;*
- *Ensure traffic generated by development is appropriate to the type and nature of the routes available and that there is no adverse impact on the local community;*
- *Improve and develop appropriate road, rail and water freight transport routes and associated multimodal freight transport facilities in order to assist in the sustainable and efficient movement of goods, in accordance with other relevant Local Plan policies;*

- *Consider the impacts on the wider region's Strategic Road Network and work with adjoining Local Planning Authorities and wider stakeholders to assess the impacts of transport initiatives outside of the Borough, where impacts have been identified and need to be mitigated; and*
- *Consider how development can be futureproofed, through the provision of measures to support new and emerging technologies, such as Autonomous Vehicles.*

2.4.10. In particular, National Highways should support the section of policy which states that developments must mitigate their impact or improve the performance of Warrington's Transport Network, including Strategic Road Network. Other aspects that should be supported are those which focus on improving the provision for non-car modes, as this may assist in reducing single occupation car trips within the Borough.

2.4.11. Section 7 of this policy refers to Transport Assessments and Travel Plans, stating that all major development proposals that are likely to generate significant movements will be accompanied by a Transport Assessment and a Travel Plan in line with Council guidance that will address the following requirements:

- *That the proposed development will not result in an unacceptable impact on safety;*
- *That trips generated by the development can adequately be served by Warrington's Transport Network, including the Strategic Road Network;*
- *Identify where there are any significant effects on Warrington's Transport Network and/or the environment and ensure that appropriate mitigation measures including the required infrastructure are identified and in place before the development is brought into use;*
- *Show how the Transport Assessment and associated Travel Plan have demonstrated how the proposed development will link into and enhance existing walking, cycling or public transport infrastructure;*
- *Commit to the implementation of a series of measures and initiatives to facilitate and encourage the use of sustainable travel (walking, cycling or public transport use); and*
- *Developments will be required to monitor the effectiveness of the travel plan and the traffic generated by that development and share this data with the Local Authority, on an agreed annual basis.*

2.4.12. Again, National Highways should support that TA's must demonstrate that trips generated by a development can adequately be served by the SRN, or identify appropriate infrastructure mitigation measures before a development is brought into use.

2.4.13. Policy INF5 – Delivering Infrastructure seeks to ensure that demand and implications for infrastructure are identified and provided for in a timely manner. Key aspects of this policy include the following:

- *Development will be required to provide or contribute towards the provision of the infrastructure needed to support it.*
- *The Council will seek planning obligations where development creates a requirement for additional or improved services and infrastructure and/or to address the off-site impact of development so as to satisfy other policy requirements. Planning contributions may be sought to fund a single item of infrastructure or to fund part of an infrastructure item or service, subject to statutory processes and regulations.*
- *Where new infrastructure is needed to support development, the infrastructure must be operational no later than the appropriate phase of development for which it is needed.*

2.5 MONITORING AND REVIEW

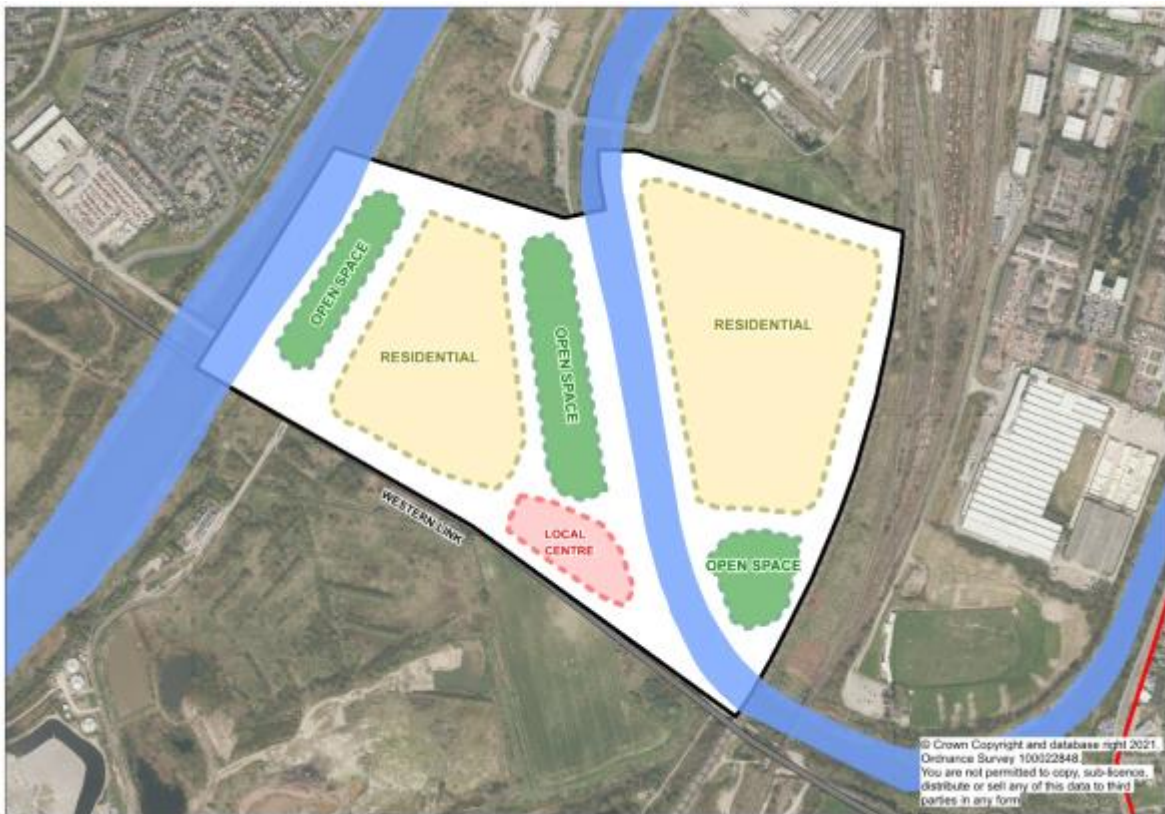
- 2.5.1. Chapter eleven of the Local Plan presents the monitoring framework for the Plan. **Policy M1 – Local Plan Monitoring and Review** provides the framework for ensuring that the Council can identify risks to the delivery of the plan and necessary interventions arising from such risks.
- 2.5.2. Section 1 of the policy commits to the preparation of an Annual Monitoring Report to set out the performance against Local Plan policies.
- 2.5.3. Section 2 is relevant to National Highways, as it states that if housing delivery falls below 100% of the annual requirement in any given monitoring year, the Council will consider the following measures to bring forward development:
- Working with developers and infrastructure providers to remove obstacles to the delivery of sites; and
 - Seeking alternative sources of funding problems with infrastructure provision is delaying development of key strategic sites.
 - Consideration of the potential to increase density on allocated sites.
 - Consideration of the ability to deliver strategic sites earlier in the Plan period; and Working with authorities under the Duty to Co-operate to address any unmet needs.
- 2.5.4. Section 4 is relevant to National Highways as it states that where there is an identified risk to delivery of infrastructure essential to delivering the Spatial Strategy of the Plan, this will trigger the need for the consideration of a review or partial review of the Local Plan.
- 2.5.5. Section 5 is relevant to National Highways as it states that in order to ensure timely delivery of the Main Development Areas, the Council will draw up an action plan setting out key milestones for the delivery of these areas, including masterplanning, phasing of infrastructure and submission of planning applications, and monitor progress on an annual basis.
- 2.5.6. It is recognised that the Council will prepare an Annual Monitoring Report setting out performance against Local Plan. It is recommended that National Highways is notified of when a review has been undertaken to provide any necessary comments.

3 REVIEW OF SITE ALLOCATIONS

3.1 POLICY MD1 – WARRINGTON WATERFRONT

3.1.1. Warrington Waterfront, extending from the south west of the Town Centre to the Manchester Ship Canal, will be developed as a new urban quarter of Warrington, taking advantage of its waterside setting. It will provide around 1,335 new homes of which 1,070 will be delivered in the Plan Period. Figure 3-1 below presents an extract of the illustrative development concept for the site.

Figure 3-1 - Warrington Waterfront Illustrative Development Concept



- 3.1.2. Under policy **MD1.1 Key Land Use and Infrastructure Requirements**, section 3j states that the developer of the site must provide a contribution towards strategic transport infrastructure in the form of the Warrington Western Link Road.
- 3.1.3. Under policy **MD1.3 Detailed Site-Specific Requirements**, section 27 states that *“A comprehensive package of transport improvements will be required to support the Waterfront allocation.”*
- 3.1.4. Section 28e states that the development should deliver *“other necessary network improvements or measures as identified by an appropriate Transport Assessment”*
- 3.1.5. And section 32 stipulates that the development should be supported by an area-wide Travel Plan.

Key Points:

- The proposed allocation seeks to deliver 1,070 dwellings on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered, and that an area-wide Travel Plan is implemented on the site.

3.2 POLICY MD2 – SOUTH EAST WARRINGTON URBAN EXTENSION

3.2.1. The South East Warrington Urban Extension will be developed as a sustainable urban extension to the south east of the main urban area of Warrington. The South East Warrington Urban Extension will deliver around 4,200 homes of which around 2,400 will be delivered within the plan period. Figure 3-2 below shows an illustrative development concept for the South East Warrington Urban Extension,

Figure 3-2 - Illustrative Development Concept for South East Warrington Urban Extension



3.2.2. Under policy **MD2.3 Detailed Site Specific**, section 27, it states that a comprehensive package of transport improvements will be required to support the Urban Extension, required improvements will include:

“A proportionate contribution to improvements to increase capacity at Junctions 10 of the M56 and Junction 20 of the M6.”

- 3.2.3. This section also highlights that other network improvements will be identified by an appropriate Transport Assessment.
- 3.2.4. Section 30 emphasises that the Urban Extension should be supported by an area-wide travel plan, encompassing of all site users. The area-wide travel plan should replace the need for a series of individual travel plans.

Key Points:

- The proposed allocation seeks to deliver 2,400 dwellings on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered, and that an area-wide Travel Plan is implemented on the site. It highlights that contribution will be needed on the SRN to accommodate this development. This is highlighted in the Infrastructure Development Plan.

3.3 POLICY MD3 – FIDDLERS FERRY

- 3.3.1. The Fiddlers Ferry site is land at the former Fiddlers Ferry Power Station which has been identified as a mixed-used opportunity site that will be developed to create a sustainable, well designed and distinctive place.
- 3.3.2. Land at Fiddlers Ferry will deliver around 1,800 homes, of which 1,300 will be delivered in the plan period and approximately 101 hectares of employment land. Figure 3-3 shows the illustrative concept plan for Fiddlers Ferry development site.

Figure 3-3 - Illustrative Concept Plan for Fiddlers Ferry Development Site



- 3.3.3. Under policy **MD3.2 Delivery and Phasing** it states that a “development framework” will need to be prepared which will coincide with site specific requirements of this policy and wider Local Plan requirements.
- 3.3.4. Section 7 of this policy includes that “a *comprehensive infrastructure delivery strategy for the development site with details*” should be provided as part of the Development Framework.
- 3.3.5. Under policy **MD3.3. Detailed Site-specific Requirements** it states that a comprehensive package of transport improvements will be required to support the development including:
 - “Other necessary improvements or mitigation measures to local and strategic highway networks as identified by an appropriate Transport Assessment”
- 3.3.6. The policy also states that the development within the allocation site should be supported by an area-wide travel plan, encompassing the needs of all site users. This area-wide travel plan should replace the need for a series of individual travel plans.

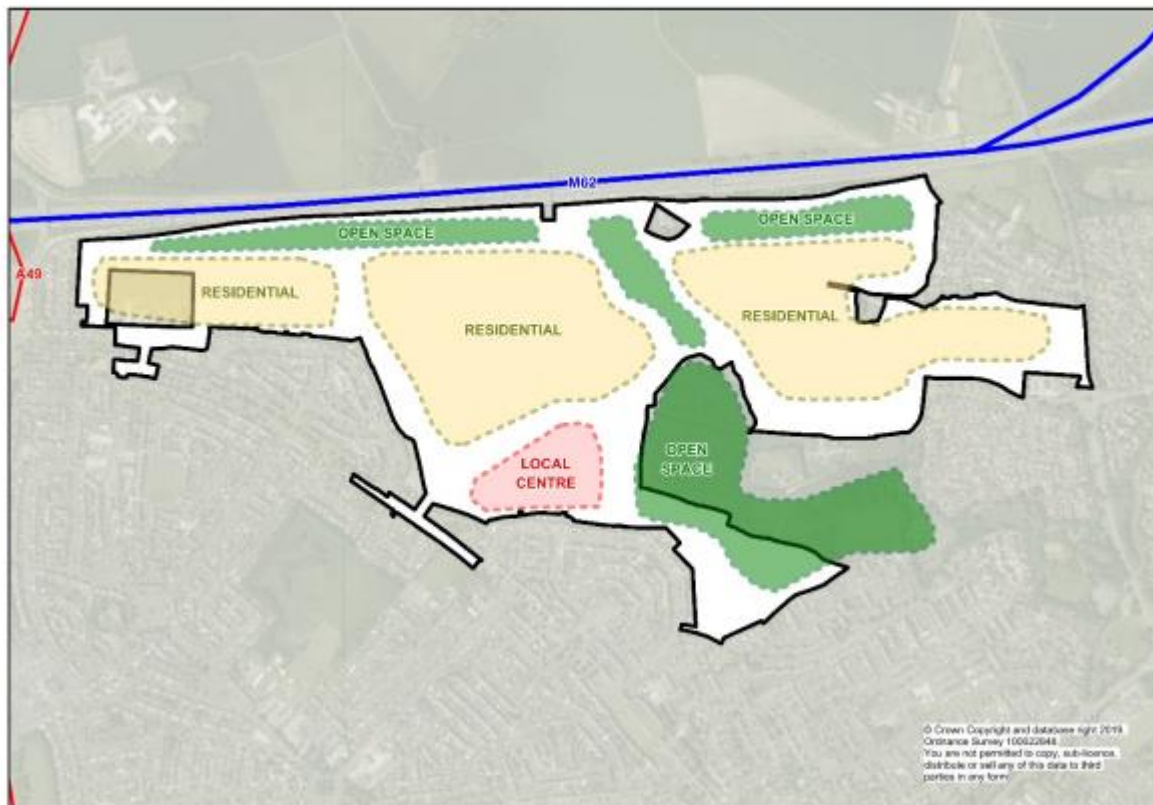
Key Points:

- The proposed allocation seeks to deliver 1,300 dwellings on this site during the Plan period.
- The allocation is supported by policies including a Development Framework to ensure that transport infrastructure identified by a Transport Assessment is delivered, and that an area-wide Travel Plan is implemented on the site. Improvements to the SRN is highlighted in the Infrastructure Delivery Plan.

3.4 POLICY MD4 – LAND AT PEEL HALL

- 3.4.1. The Peel Hall site is a large greenfield site in the north of the Borough covering approximately 69 hectares. Development of the Peel Hall site will deliver a new sustainable community of up to 1,200 new homes.
- 3.4.2. The site is bounded to the north by the M62 Motorway. Figure 3-4 below shows the illustrative concept plan for Peel Hall.

Figure 3-4 - Illustrative Concept Plan for Peel Hall



- 3.4.3. Policy **MD4.1 Key Land Use and Infrastructure Requirements** states that the development will be supported by different infrastructure including “*junction improvements and new highway connections linking the development to the Local Road Network, and highway works to the Strategic Road Network, as agreed by the Council and National Highways*”.
- 3.4.4. Under the policy **MD4.3 Detailed Site Specific Requirements** it states that a comprehensive package of transport improvements will be required to support the urban extension. It should include the point made in 3.4.3 and also other necessary network improvements to the Local and Strategic Road Network as identified by an appropriate Transport Assessment.
- 3.4.5. The policy also seeks the creation of a Transport Steering Group to co-ordinate the efficient delivery of sustainable measures serving the site including the travel plan.

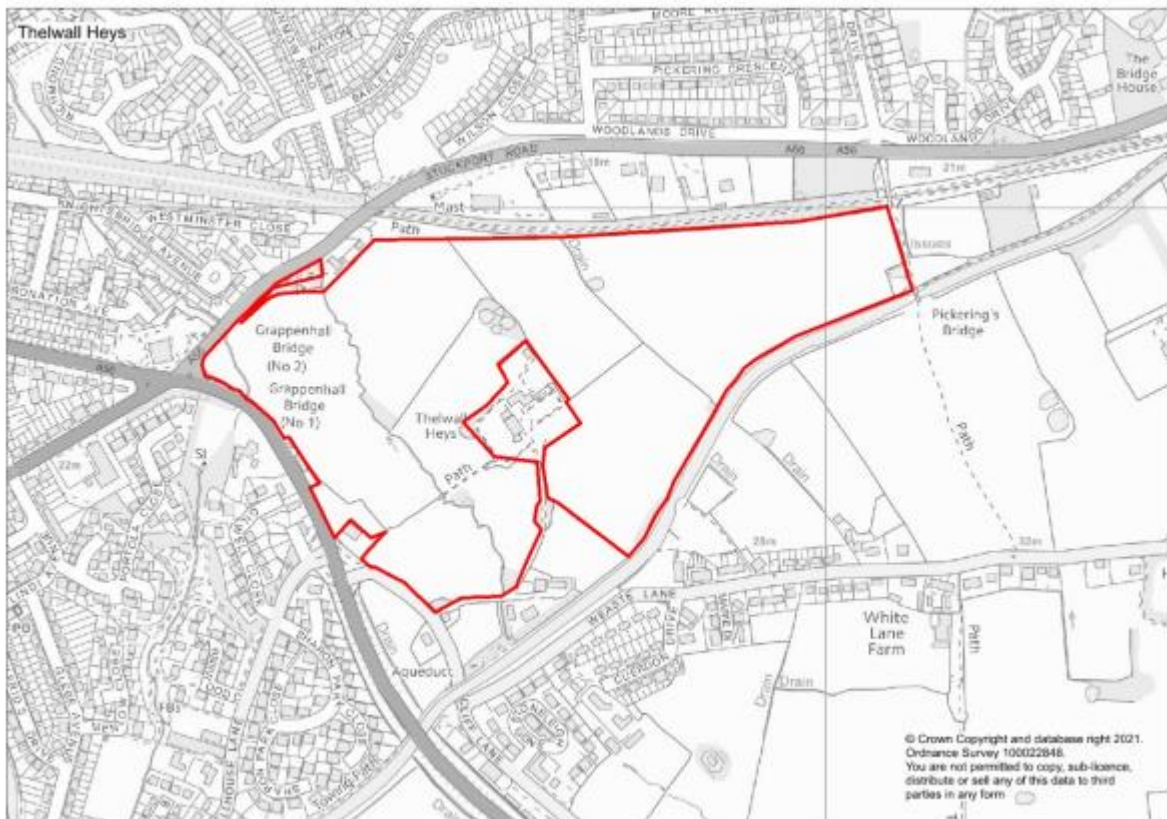
Key Points:

- The proposed allocation seeks to deliver 1,200 dwellings on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered, and that an area-wide Travel Plan is implemented on the site.

3.5 POLICY MD5 – THELWALL HEYS

- 3.5.1. This site is land to the east of Grappenhall and South of Thelwall bounded by the A50,A56, the Bridgewater Canal and Cliff Lane. The site has been allocated for residential development proving a minimum of 300 homes.
- 3.5.2. The development is expected to come forward quickly on the adoption of the plan, with the first homes anticipated to be completed in 2024/25. Figure 3-5 below shows the Thelwall Heys Site Boundary.

Figure 3-5 - Thelwall Heys Site Boundary



- 3.5.3. Policy **MD5 Thelwall Heys** states a package of transport improvements will be required to support the development including other necessary network improvements or travel plan measures as identified by an appropriate Transport Assessment.

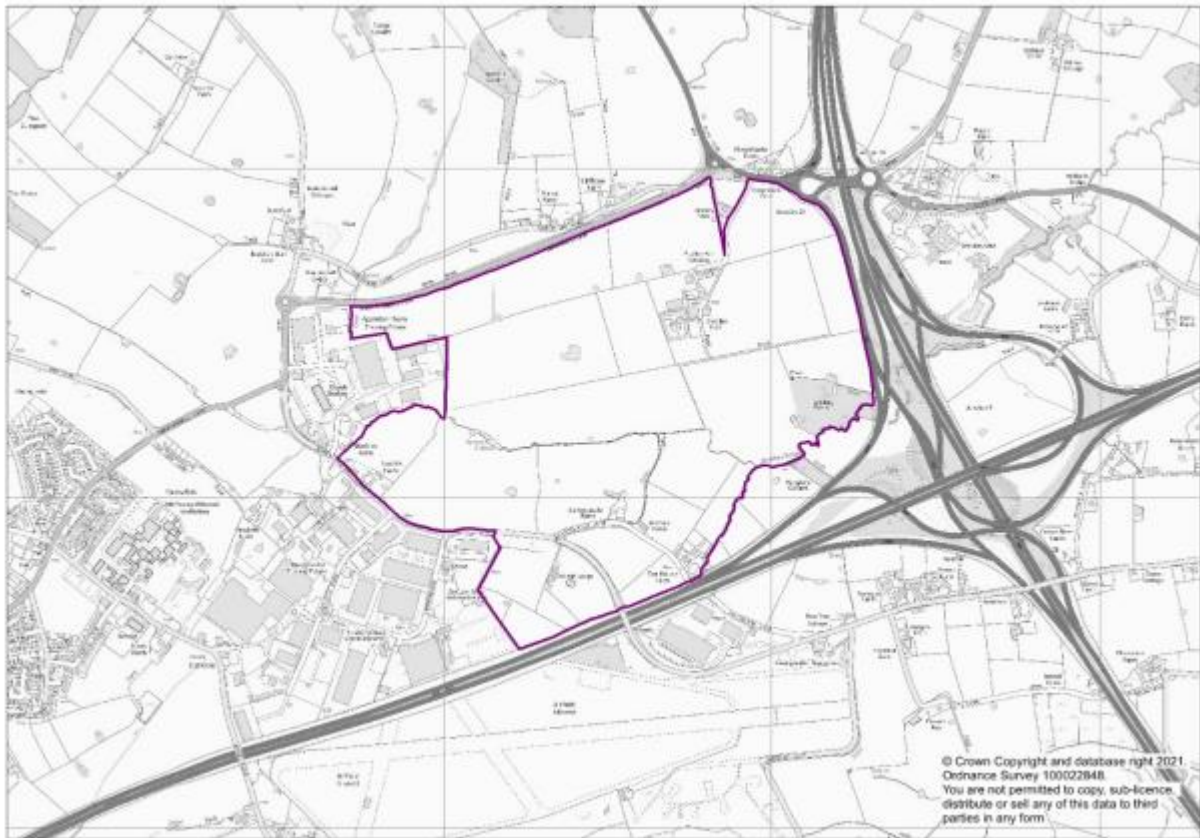
Key Points:

- The proposed allocation seeks to deliver 300 dwellings on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered.

3.6 POLICY MD6 THE SOUTH EAST WARRINGTON EMPLOYMENT AREA

3.6.1. The South East Warrington Employment Area will be a major new employment location of 137 hectares located at the junction of the M6 and M56. Figure 3-6 below shows the South East Warrington Employment Area Boundary.

Figure 3-6 - South East Warrington Employment Area Boundary



3.6.2. Under Policy **MD6.2 Delivery and Phasing** it states that the new employment development will not be commenced until the funding and the programme for the delivery of the improvements at Junction 20 of the M6 have been agreed with key stakeholders, including National Highways.

3.6.3. Under Policy **MD6.3 Detailed Site Specific Requirements** it states that a comprehensive package of transport improvements will be required to support the employment including:

“Improvement to increase capacity at Junction 20 of the M6”

3.6.4. The policy also states that other network improvements and travel plan measures as identified by an appropriate Transport Assessment will need to be included.

Key Points:

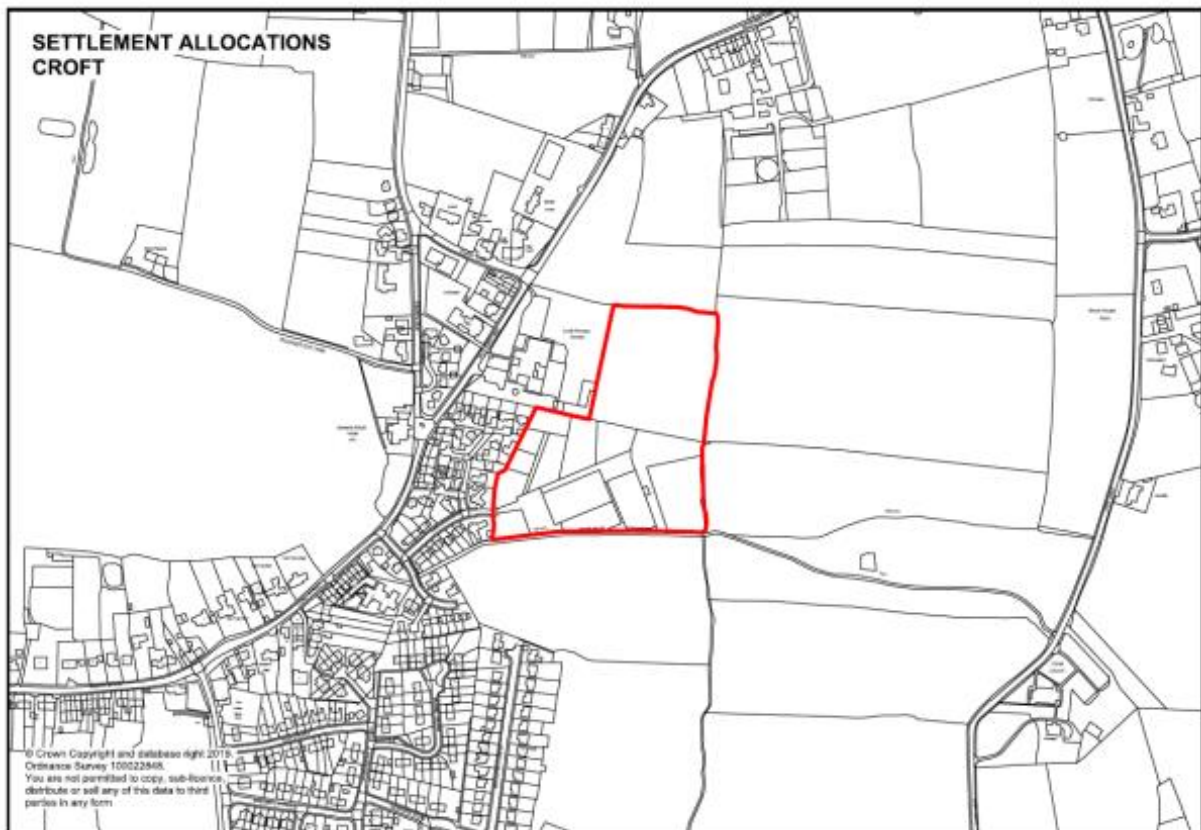
- The proposed allocation seeks to deliver 127 hectares of employment land on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered.
- The allocation identifies that no work can begin on this site until improvements have been made at Junction 20 of the M6.
- SRN improvements have been highlighted in the Infrastructure Delivery Plan.

3.7 POLICY OS1- CROFT

3.7.1. This site is land to the north east of the inset settlement of Croft adjacent to Deacons Close, which will be allocated for residential development, providing a minimum of 75 new homes.

3.7.2. Development is expected to come forward quickly upon adoption of the plan. This means that the first homes are anticipated to be completed in 2024/25, with the development completed in full within the first 10 years of the Plan period. Figure 3-7 shows the Croft site boundary.

Figure 3-7 - Croft Site Boundary



3.7.3. Under **Policy OS1 – Croft** it states that a package of transport improvements will be required to support the development including *“other necessary network improvements as identified by an appropriate Transport Assessment”*.

Key Points:

- The proposed allocation seeks to deliver 75 new dwellings on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered.

3.8 POLICY 02 – CULCHETH

3.8.1. This site is land to the east of the inset settlement of Culcheth bounded by Warrington Road (A574) and Holcroft Lane and will be allocated for residential development, providing a minimum of 200 homes.

3.8.2. The development is expected to come forward quickly upon adoption of the Plan. This means the first homes are anticipated to be completed by 2024/25. Figure 3-8 shows the Culcheth site boundary.

Figure 3-8 - Culcheth Site Boundary



- 3.8.3. Under **Policy OS2 – Culcheth** it states that a package of transport improvements will be required to support the development including *“other necessary network improvements as identified by an appropriate Transport Assessment”*.
- 3.8.4. The policy also states that the development will be required to contribute towards the delivery of sustainable transport modes.

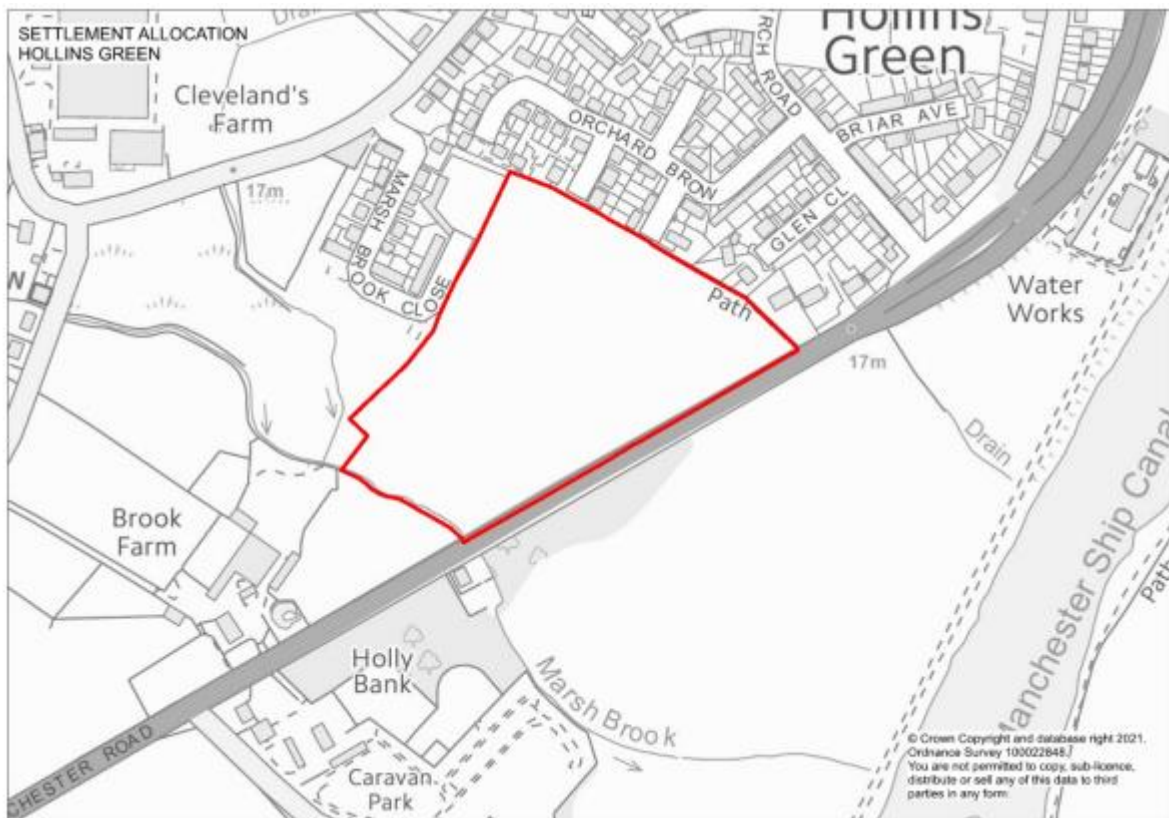
Key Points:

- The proposed allocation seeks to deliver 200 homes on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered.

3.9 POLICY OS3 – HOLLINS GREEN

- 3.9.1. This site is land to the southwest of the inset settlement of Hollins Green bounded by Marsh Brooke Close, Warburton View and Manchester Road (A57). This site will be allocated for residential development, providing a minimum of 90 new homes.
- 3.9.2. The development is expected to come forward quickly upon adoption of the Plan. This means the first homes are anticipated to be completed by 2024/25. Figure 3-9 shows the Hollins Green Site Boundary.

Figure 3-9 - Hollins Green Site Boundary



- 3.9.3. Under **Policy OS3 – Hollins Green** it states that a package of transport improvements will be required to support the development including “*other necessary network improvements as identified by an appropriate Transport Assessment*”.
- 3.9.4. The policy also states that the development will be required to contribute towards the delivery of sustainable transport modes.

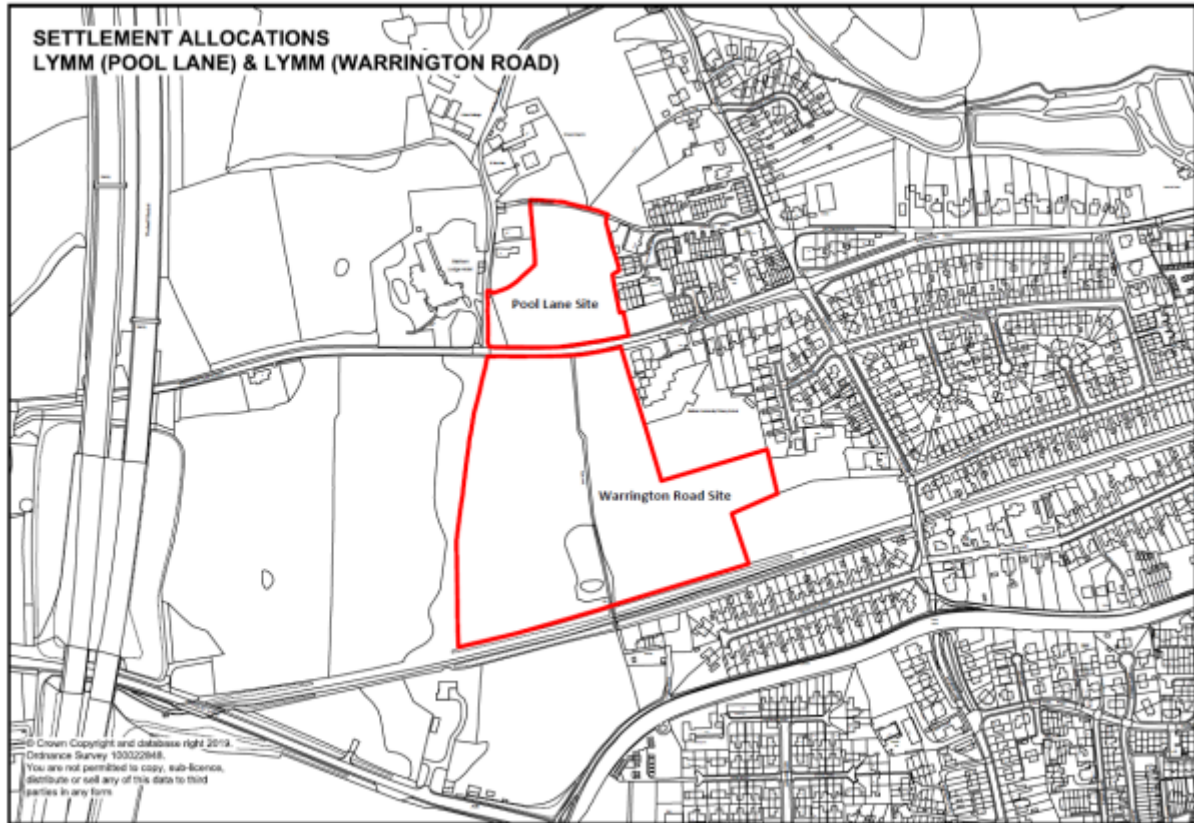
Key Points:

- The proposed allocation seeks to deliver 90 homes on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered.

3.10 POLICY 0S4 – LYMM (POOL LANE AND WARRINGTON ROAD)

- 3.10.1. The site is two parcels of land to the west of the inset settlement of Lymm, comprising land bounded by Pool Lane, Oldfield Road and Warrington Road and land bounded by Warrington Road, the Trans-Pennine Trail and Statham Community Primary School. The site will be allocated for residential development, providing a minimum of 170 new homes.
- 3.10.2. Development is expected to come forward quickly upon adoption of the Plan. This means the first homes are anticipated to be completed in 2024/2025. Figure 3-10 shows the site boundaries.

Figure 3-10 - Lymm: Pool Lane and Warrington Road Site Boundaries



3.10.3. Under **Policy OS4 – Lymm (Pool Lane and Warrington Road)** it states that a package of transport improvements will be required to support the development including *“other necessary network improvements as identified by an appropriate Transport Assessment”*.

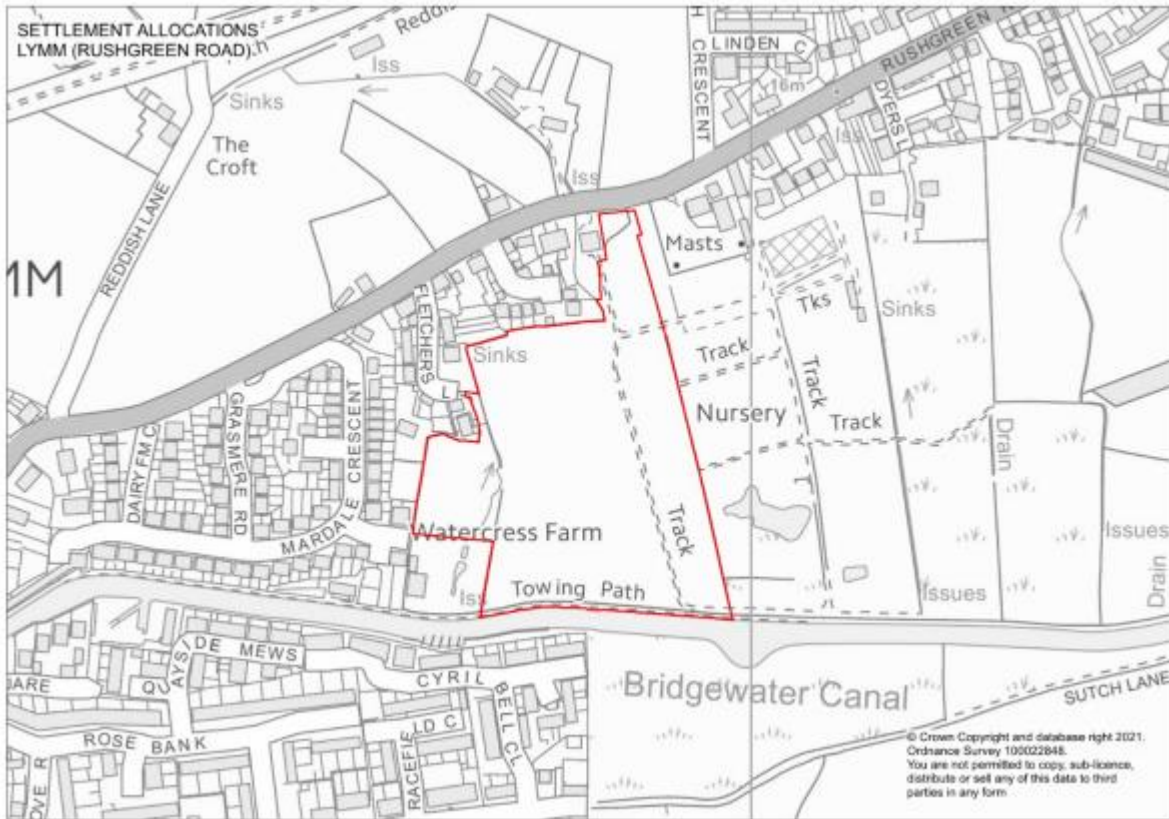
Key Points:

- The proposed allocation seeks to deliver 170 homes on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered.

3.11 POLICY OS5 – LYMM (RUSHGREEN ROAD)

- 3.11.1. The site is land to the east of the inset settlement of Lymm bounded by Rushgreen Road, Tanyard Farm and the Bridgewater Canal. It will be allocated for a residential led mixed-use development providing a minimum of 136 new homes and a new health facility.
- 3.11.2. The development is expected to come forward quickly upon adoption of the Plan. This means the first homes are anticipated to be completed in 2024/25. Figure 3-11 shows the Rushgreen Road site boundary.

Figure 3-11 - Rushgreen Road Site Boundary



3.11.3. Under **Policy OS5 – Lymm (Rushgreen Road)** it states that a package of transport improvements will be required to support the development including *“other necessary network improvements as identified by an appropriate Transport Assessment”*.

Key Points:

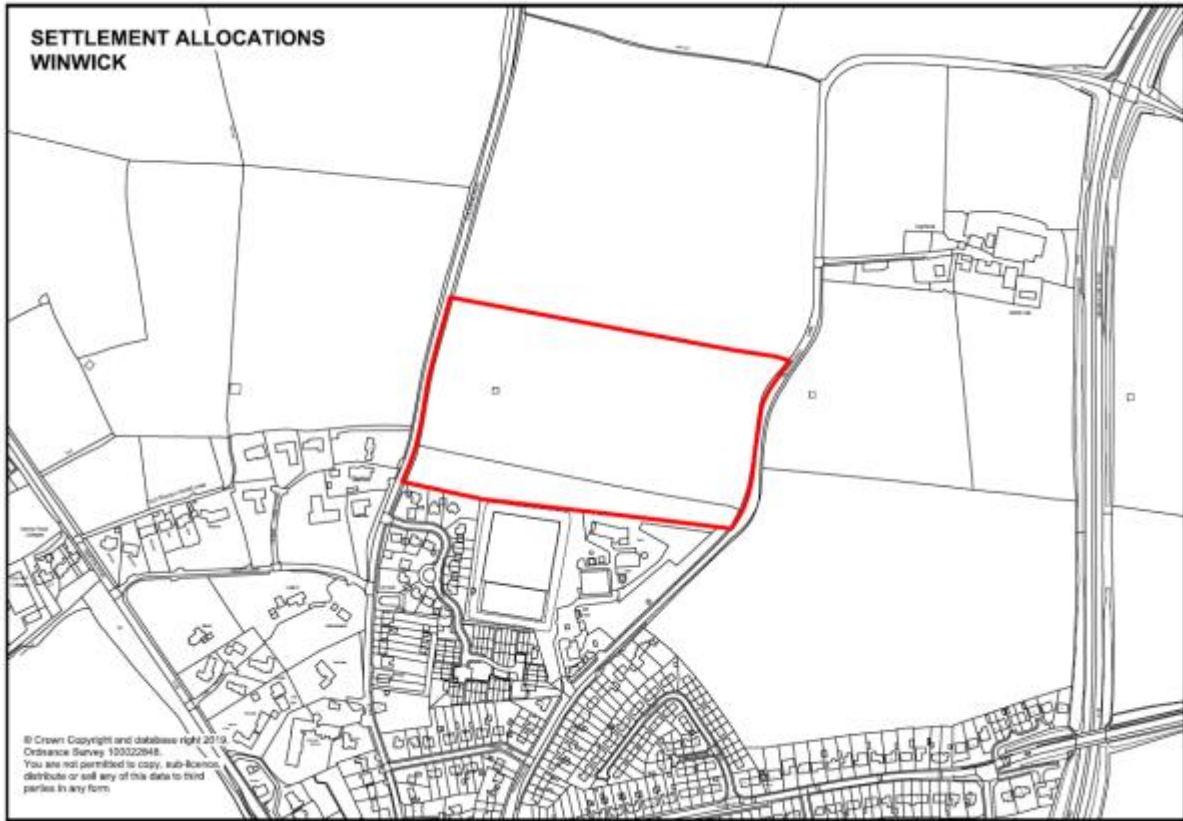
- The proposed allocation seeks to deliver 136 homes on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered.

3.12 POLICY OS6 – LAND TO THE NORTH OF WINWICK

3.12.1. This site is land to the north of Winwick between Golborne Road (A573) and Waterworks Lane. It will be allocated for residential development, providing a minimum of 130 new homes.

3.12.2. The development is expected to come forward quickly upon adoption of the Plan. This means the first homes are anticipated to be completed in 2024/25. Figure 3-12 shows the Winwick site boundary.

Figure 3-12 - Winwick Site Boundary



3.12.3. Under **Policy OS6 – Land to the North of Winwick** it states that a package of transport improvements will be required to support the development including “*other necessary network improvements as identified by an appropriate Transport Assessment*”.

Key Points:

- The proposed allocation seeks to deliver 130 homes on this site during the Plan period.
- The allocation is supported by policies which ensure that transport infrastructure identified by a Transport Assessment is delivered.

4 SUPPORTING TRANSPORT EVIDENCE AND IDP

4.1 TRANSPORT MODEL TESTING

- 4.1.1. As part of the revised Proposed Submission Draft Local Plan WBC have updated the land allocations. Accordingly, WBC revised their transport evidence base and invited National Highways to review the updated draft transport evidence prior to the formal consultation that National Highways have now been invited to comment on as a statutory consultee.
- 4.1.2. WSP reviewed the draft transport evidence on behalf of National Highways in early Autumn and noted some areas where additional evidence could be supplied to improve confidence in relation to trip rates, distributions and predicted impacts on the SRN. This is summarised as follows:
- Additional information on the trip rates to demonstrate the derived trip rates per zones and time periods,
 - Narrative on the implications of matrix estimation on the integrity of the mobile phone data used for trip rate generation,
 - Comparison of a trip rate comparison by time period to add to the narrative of adopted trip rates,
 - Review of text around the use of TRICS trip rates,
 - Provision of narrative on the distribution of adopted trip rates,
 - Provision of additional information on the allocation trip distributions,
 - Provision of some narrative, and some calibration comparisons, of the updated base model with the additional links associated with the network edits in the Halton area,
 - Provision of delay or journey time results from the model covering the SRN.
- 4.1.3. The draft review also included analysis of the predicted demand impacts on the SRN, carried out based on the supplied traffic forecasts, this analysis predicted that the end of the Local Plan period that a number of locations on the SRN around Warrington may require an intervention. This analysis highlighted possible local plan impacts at the following SRN locations:
- M6 Junction 20,
 - M56 Junction 10,
 - M6 mainline between Junctions 20 and 22,
 - M6 Junction 22,
 - M62 Junction 7,
 - M62 Junction 8,
 - M62 Junction 9 and
 - M56 Junction 11
- 4.1.4. National Highways welcome that that Infrastructure Development Plan includes schemes at all these locations with the exceptions of M56 Junction 11 and M62 Junction 9 specifically. However it is important to note that M62 Capacity and Junction Improvements is mentioned in the Infrastructure Development Plan as a scheme.
- 4.1.5. Subsequent to this, the draft transport evidence has now been submitted as part of the formal consultation. WBC have informed National Highways / WSP that the submitted evidence has not accounted for the comments raised in WSP's review; the report contains amendments to formatting but not to the technical transport evidence. WSP have cross-referenced the submitted evidence with the draft evidence and found that the technical transport evidence appears to be consistent.

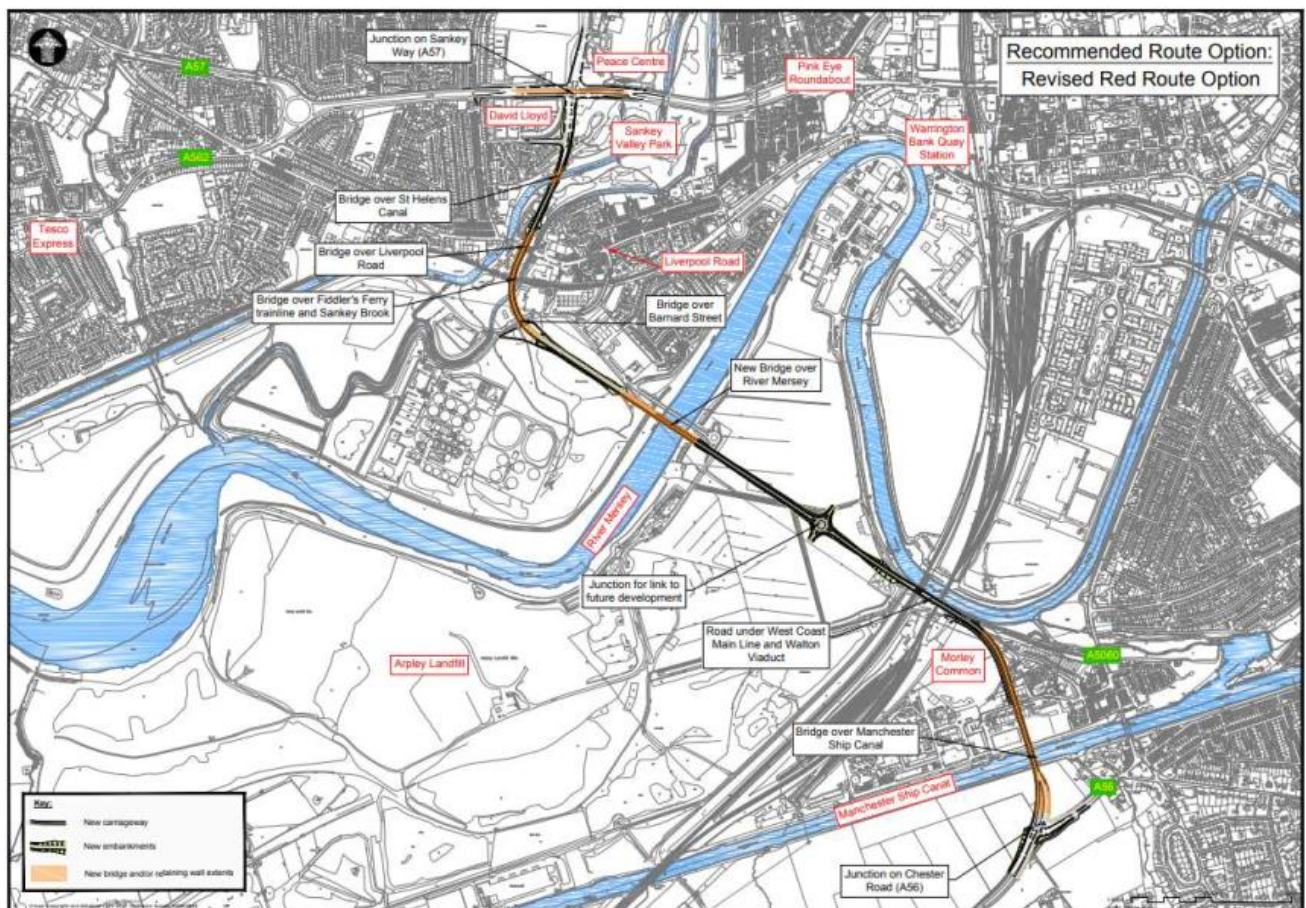
4.1.6. As such, the comments presented above related to the transport evidence remain valid.

4.2 WESTERN LINK MODELLING

4.2.1. As part of the wider transport evidence base, WBC have submitted a technical note that considers the impact of the Local Plan growth on the Warrington Western Link (WWL) scheme.

4.2.2. The WWL scheme concerns the construction of a single carriageway link road in west Warrington, between Chester Road (A56) to Sankey Way (A57). The preferred option for the scheme is shown below in figure 4-1. The scheme seeks to address a range of transport issues in Warrington, including congestion at junctions within the town centre and resilience at times of severe network stress.

Figure 4-1 - Warrington Western Link Scheme



4.2.3. During the planning application consultation for the WWL scheme, it was identified at the time that traffic reassignments caused by the scheme have the potential to impact upon Junction 11 of the M56. As such, WBC's consultants Mott MacDonald undertook an assessment of the operational performance of the junction to establish the operational impact that the scheme could be expected to have on the SRN.

4.2.4. WSP reviewed this assessment on behalf of National Highways, which subject to some clarifications on committed development and forecast traffic flows, indicated that the impact of the WWL scheme at the year of opening would be acceptable, while also recommending that National Highways investigates in more detail the likely performance of the junction at the horizon year of 2036.

4.2.5. The technical notes submitted as part of the Local Plan evidence base does not include M56 Junction 11 in its study area, as the purpose of the note is to demonstrate the impact of the Local Plan on the WWL scheme itself. Along with a number of comments, it is noted that the assessment concludes that:

“The developments could have a significant impact on the Western Link.”

4.2.6. As such, it is suggested that further assessments are undertaken at M56 Junction 11 to account for both the Local Plan growth, and the delivery of the WWL scheme over the life of the Plan.

4.3 INFRASTRUCTURE DELIVERY PLAN

4.3.1. WBC have submitted an Infrastructure Delivery Plan (IDP) as part of the evidence based documents to support Warrington’s updated Proposed Submission Version Local Plan.

4.3.2. Paragraphs 1.2 and 1.4 state the following:

“The IDP aims to aid all parties in identifying and prioritising infrastructure provision as part of an integrated approach to planning and infrastructure development. In simple terms its purpose is to ensure that infrastructure delivery keeps pace with growth. The Local Plan aims to set out Warrington’s infrastructure requirements within the Borough up to 2038 and the IDP remains an essential mechanism for helping to identify funding priorities and any potential gaps. The IDP will give a clear steer on who is responsible for implementing policies and proposals, by when and the resources that will be required.”

“The IDP has been informed by a range of programmes which impact on spatial planning. It is a “live” document and will be reviewed and monitored regularly to ensure that it includes the most up to date information. Any identified costs are based on the best available information at the time of publication and will be subject to change during the plan period.”

4.3.3. In particular, it is noted that the IDP is intended as a “live” document. This should ensure that any infrastructure identified later in the plan process can still be included.

4.3.4. WSP have reviewed the IPD and found a total of seven schemes included on the SRN. These are extracted from the IDP and presented in table 4-1 below.

Table 4-1 – SRN IDP Schemes

Improvement	Location	Indicative Cost	Funding Confirmed	Funding Gap	Funding Source	Short Term (2021-2025)	Medium Term (2026-2030)
M6 J20 Improvements	South Warrington	£18,000,000	£0	£18,000,000	Developers / Private Sector	>	>
M56 J10 Improvements	South Warrington	£5,000,000	£0	£5,000,000	Developers / Private Sector		>

M6 J21A-26 Smart Motorway	South Warrington	TBC			Highways England (RIS)	>	
M62 Capacity & Junction Improvements	North West / East Warrington	TBC				>	>
M6 Capacity Improvements		TBC				>	>
Fiddlers Ferry - Off Site Strategic Highways - M62 Junction 7	West Warrington	£2,675,000	£0	£2,675,000	Developer		>
Fiddlers Ferry - Off Site Strategic Highways - M62 Junction 8	West Warrington	£267,500	£0	£267,500	Developer		>

5 SUPPORTING STRATEGY DOCUMENTS

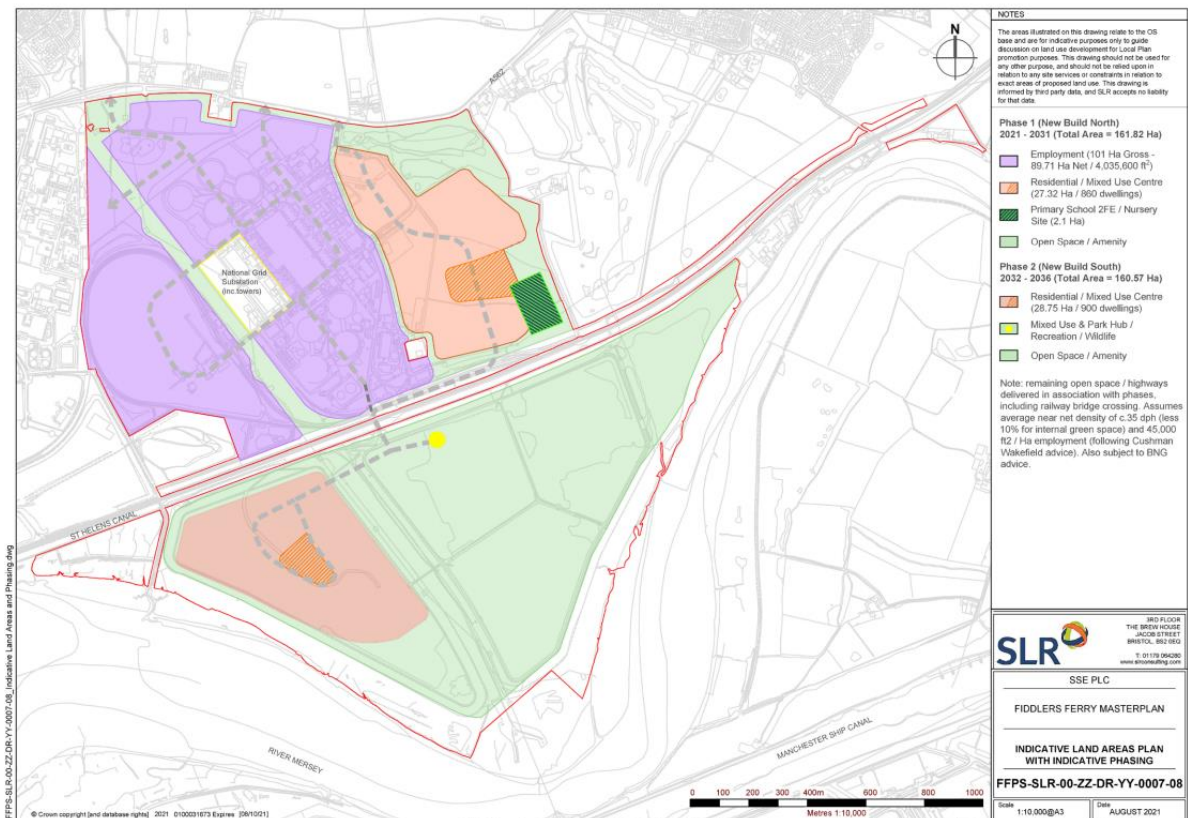
5.1 FIDDLERS FERRY REGENERATION

5.1.1. As part of the wider evidence base, WBC have submitted a masterplan of the Fiddlers Ferry site, the details of which presented below.

5.1.2. The Fiddlers Ferry Masterplan seeks to deliver the following development quantum across two phases of the masterplan with the life of the local plan:

- Phase 1 (North of the Railway Line) 2021-2031
 - 860 residential units
 - 89.7 ha net employment land (circa 4,000,000 sqft)
- Phase 2 (South of the Railway Line) 2031-2036
 - 900 residential units

Figure 5-1 - Fiddlers Ferry Masterplan



5.1.3. This is inconsistent with **Policy MD3.1 – Key Land Use and Infrastructure Requirements**, which states that only 450 homes will be delivered on the southern parcel during the plan period. It is assumed that the submission draft Local Plan is the correct document, however clarity should be sought regarding the phasing of this proposed allocation.

5.1.4. In terms of infrastructure requirements, the masterplan states that:

“The first phase of the development will be supported by new junction connections to the A562 which will separate employment and residential traffic into the site and ease traffic flow.”

5.1.5. However, the masterplan also states that:

“Phase 1 of Fiddlers Ferry can progress within the capacity of the existing transport infrastructure with potentially minor improvements to junctions west of the site access on the A562.”

5.1.6. These statements indicate some uncertainty regarding the transport infrastructure requirements for the delivery of Phase 1 of Fiddlers Ferry. It is noted that the IDP schemes on M62 Junctions 7 & 8 to facilitate the delivery of the allocation, these schemes are both stated to be “medium-term” requirements between 2026 and 2030.

5.1.7. It is also noted that the masterplan commits to assessing the impact of phase 2 in consultation with National Highways, in terms of wider impacts with funding streams and trigger points identified for the delivery of the further mitigation measures should they needed to enable development to come forward.

5.2 SOUTH EAST WARRINGTON URBAN EXTENSION

5.2.1. The South East Warrington Urban Extension will be developed as a sustainable urban extension to the south east of the main urban area of Warrington. It will create an attractive, well-designed and distinctive place set within a strong landscape framework of open spaces. The Urban Extension will be served by new community infrastructure and a network of sustainable transport links maximising travel by walking, cycling and public transport.

5.2.2. The South East Warrington Urban Extension will deliver around 4,200 homes of which around 2,400 will be delivered within the plan period.

5.2.3. The development will be supported by a new strategic link connecting the allocation site with the A49 and easing congestion at the Cat & Lion junction. Additional connections will be made to the A49 at Lyons Lane and Longwood Road junctions as well as a link to the A50 to the east, via a new connection to Grappenhall Lane. The development will also contribute the wider transport mitigation measures to offset the impact on Junction 10 of the M56 and Junction 20 of the M6, in agreement with National Highways.

5.2.4. The M6 Junction 20 improvements are highlighted in the IDP where it states that a business case development subject to a study led by WBC in partnership with National Highways.

5.3 OPTIONS ASSESSMENT TECHNICAL REPORT

5.3.1. WBC has submitted an Options Assessment Technical Report, which seeks to explain the reasons for preparing a new plan along with the options assessment and technical evidence base work that underpins it.

5.3.2. WSP has reviewed this report to establish the role that the transport evidence base had in assessing development options for the plan. Paragraph 2.26 states that outputs from the Council’s Multi-Modal Transport Model have been used as part of the wider evidence base feeding into the Options Assessment, however no further detail is provided.

5.4 GREEN BELT ASSESSMENT

5.4.1. WSP has also reviewed the Green Belt Assessment, which assesses the implications of Green Belt release within the Borough. The assessment is comprised of the following three reports:

- Green Belt Site Selection – Implications of Green Belt Release,
- Green Belt Assessment – Garden Suburb Options, and
- Green Belt Assessment – Fiddlers Ferry

5.4.2. The first report comprises the assessment of the implications of green belt release for the smaller sites within the Borough, while the latter two reports undertake the same assessments for the major proposed site allocations South East Warrington Urban Extension (SEWUE) and Fiddlers Ferry. WSP have reviewed these reports and found that they do not have significant implications for the SRN.

6 STATEMENT OF COMMON GROUND & DUTY TO COOPERATE

6.1 DUTY TO COOPERATE

- 6.1.1. As part of the evidence base, WBC have included a Duty to Co-operate (DtC) document which demonstrates how WBC have cooperated with neighbouring local planning authorities and other public bodies in the preparation of its Local Plan.
- 6.1.2. The DtC is comprehensive and details all meetings which were held with relevant bodies. The logs in this document show that National Highways were involved and had comments in meetings in September 2019, March 2021, April 2021 and July 2021.

6.2 STATEMENT OF COMMON GROUND

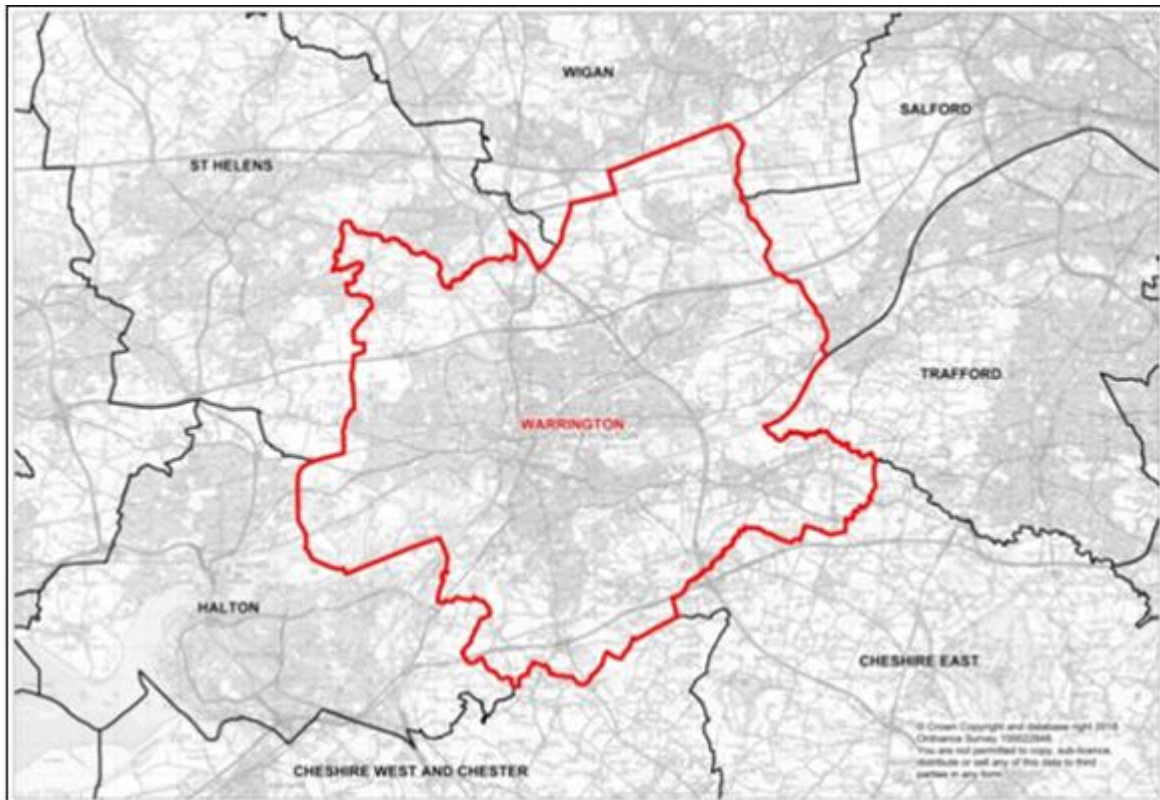
Introduction

- 6.2.1. The Statement of Common Ground (SoCG) has been prepared in support of the review of the Warrington Local Plan, in accordance with the National Planning Policy Framework 2019 (NPPF).
- 6.2.2. The SoCG outlines the geographical area covered; the key strategic issues it addresses; the plan making authorities responsible for joint working and any additional signatories; and any additional signatories; and the management and governance arrangements for updating and agreeing the completed statement, in line with the guidance provided in National Planning Practice Guidance (NPPG).
- 6.2.3. Where strategic issues have been identified which require agreement or ongoing joint working with National Highways, they are highlighted within Strategic Planning Matters. Through its Duty to Cooperate discussions, the Council has ensured that strategic issues are reflected in this Statements of Common Ground.
- 6.2.4. The final Statement of Common Ground, with the required additional signatures, will be completed following the consultation on the Proposed Submission Version Local Plan and prior to the submission to the Secretary of State for Examination.

Administrative Area covered by the Statement

- 6.2.5. Warrington has a number of geographies. The SoCG covers the administrative area of WBC. It shares boundaries with Cheshire East Council, Cheshire West & Chester Council, Halton Borough Council, Salford City Council, St Helens Borough Council, Trafford Borough Council and Wigan Borough Council.
- 6.2.6. This SoGC is considered to be appropriate given the varied and functional relationships it has a with a number of authorities and the fact that WBC is not preparing any joint statutory Plans. It does however identify a proposed allocation site in St Helens which will contribute to meeting Warrington's employment needs and could impact on key highways infrastructure in Warrington's administrative boundary.
- 6.2.7. The statement sets out how WBC is working with the relevant authorities to address strategic matters that cross administrative boundaries. It will also enable these matters to be reflected, where appropriate, in neighbouring Council's SoCGs to which WBC will be a signatory.
- 6.2.8. Work is progressing on a new Regulation 19 Draft Local Plan for consultation and discussions with neighbouring authorities through the ongoing Duty to Cooperate process as the Plan progresses

Figure 6-1 - Warrington Borough Council and Neighbouring Authorities



Background

National Highways

- 6.2.9. National Highways is responsible for operating, maintaining and improving England’s motorways and major A roads. WBC has been constantly engaging and consulting with National Highways during the preparation of its Local Plan
- 6.2.10. National Highways raised concerns regarding the detail of available transport evidence supporting the Draft Local Plan, although they noted that the Plan was in its early stages. Since then work to develop WBC’s Multi Modal Transport Model has been completed and WBC is continuing to work positively with National Highways on key allocations in the Local Plan, particularly Fiddlers Ferry, the South East Warrington Urban Extension and the South East Warrington Employment Area.
- 6.2.11. Together with National Highway’s own modelling work, this work has identified key mitigation requirements which have been reflected in the draft Local Plan policy wording. WBC will continue to work constructively with National Highways as the Plan’s development proposals are worked up in more detail, to ensure that there is a full understanding of the impact of proposed development (both

cumulative and individual) and to agree the detail of the required mitigation measures, ensuring that these measures are both feasible and deliverable.

- WBC will continue to work with Highways England to ensure there is a full understanding of the impact of the development proposed in the Proposed Submission Version Local Plan 2021 (both cumulative and individual) and to agree the detail of the required mitigation measures.

Strategic Planning Matters

Housing

- 6.2.12. The Proposed Submission Version Local Plan sets a minimum housing requirement of 14,688 new homes for the period between 2021 and 2038. This requirement is derived from the Council's Local Housing Need Assessment, published in September 2021. The updated Proposed Submission Version Local Plan (2021) provides sufficient land for an additional 13% on top of this requirement to ensure flexibility of land supply.
- 6.2.13. The majority of new homes will be delivered within the existing main urban area of Warrington, the existing inset settlements and other sites identified in the Council's Strategic Housing Land Availability Assessment (SHLAA), which together have identified a deliverable capacity for a minimum of 11,785 new homes.
- 6.2.14. In order to meet Warrington's housing requirement, the following sites will be removed from the Green Belt and allocated for development:
- South East Warrington Urban Extension – minimum capacity of 4,200 homes of which a minimum of 2,400 homes will be delivered in the Plan Period
 - Thelwall Heys – 350 new homes within the early part of the Plan period
 - Fiddlers Ferry Power Station – Minimum capacity of 1,800 homes of which 1,300 homes will be delivered in the Plan period.
 - Sites adjacent to the Borough's outlying settlements – minimum of 801 homes

Employment

- 6.2.15. The Proposed Submission Version Local Plan proposes the following new employment location:
- Fiddlers Ferry Power Station – Redevelopment of a former Brownfield Power Station site to provide for a mix of industrial and distribution uses; and
 - Land at M56 Junction 9 – to be removed from the Green Belt
- 6.2.16. WBC has agreed with St Helens in principle that the westward extension of Omega, which is within St Helens administrative boundary will contribute to meeting Warrington's employment land needs, subject to resolving access issues.
- 6.2.17. It is noted that additional employment land may come forward at Omega West, subject to the outcome of the Secretary of State's decision in respect of St Helens' resolution to grant permission for a 75 ha development.

Strategic Housing and Employment Sites

6.2.18. South East Warrington Urban Extension (SEWUE) and South East Warrington Employment Area (SEWEA):

The proposed Submission Version Local Plan identifies the SEWUE as one of the main areas for residential growth. It is proposed to provide for a new urban extension of around 4,200 homes and supported by a range of new extensive transport and social infrastructure.

6.2.19. SEWEA is a new major employment site at the junction of the M6 and M56 and is a proposed allocation to be built out in its entirety within the Plan Period.

6.2.20. The SEWUE and the SEWEA have the potential to have implications on the M6 and M56 motorway as identified by National Highways and on the road network in Cheshire East and in Cheshire West and Chester. The southern extent of the SEWUE and the SEWEA lies close to the boundary between Warrington and Cheshire East.

6.2.21. WBC has undertaken transport modelling work as recommended by National Highways to identify the likely impacts of the development on the road networks. Together with National Highways own modelling, this has identified key mitigation requirements which have been reflected in the draft Local Plan policy wording.

6.2.22. WBC will continue to work with National Highways as the SEWUE and SEWEA proposals are worked up in more detail to ensure that there is a full understanding of the impact of proposed development (both cumulative and individual). This will agree the detail of the required mitigation measures and to ensure that these measures are both feasible and deliverable.

6.2.23. WBC will share the output from that work and continue to work with neighbouring authorities, including Cheshire East and Cheshire West and Chester, to address any issues arising from the allocation of the sites in the Proposed Submission Version Local Plan through the Duty to Cooperate process.

- WBC will continue to work with National Highways to ensure there is a full understanding of the impact of the proposed South East Warrington Urban Extension and South East Warrington Employment Area (both cumulative and individual) and to agree the detail of the required mitigation measures.
- WBC will share the outputs from the modelling work and seek to address any issues arising from the allocation of the South East Warrington Urban Extension and the South East Warrington Employment Area on the neighbouring authorities on Cheshire East and Cheshire West and Chester; including agreeing the mechanisms by which any mitigation measures within Cheshire East will be carried out and, in Cheshire West and Chester, if required.
- WBC will provide information on the potential changes to commuting and migration flows arising as a result of the overall development proposed through the Local Plan particularly as they relate to Cheshire East, and provide greater clarity on their likely consequences for the transport infrastructure and networks within Cheshire East. This will form part of the Duty to Co-operate discussions.

Fiddlers Ferry

- 6.2.24. The former power station is located to the south of A562 Widnes Road. Together with associated land, the site comprises a total of 324 hectares, extending south beyond the St Helens Canal and the Widnes to Warrington Railway line to the River Mersey.
- 6.2.25. Land at Fiddlers Ferry will deliver a minimum of 1,899 homes, of which a minimum of 1,300 will be delivered in the plan period, and approximately 90 ha of employment land.
- 6.2.26. Given the location of the site on the border between Warrington and Halton, it will be important that the development provides mitigation for the impacts on Halton's transport and social infrastructure. It will also be important to ensure a robust Green Belt boundary to maintain separation between Widnes and Warrington.
- 6.2.27. WBC has undertaken transport modelling work to assess the impacts of the development on the transport network and will continue to work with Halton to resolve any issues arising from the allocation through Duty to Co-operate discussions.

- WBC will seek to ensure appropriate mitigation is provided to address any impacts on Halton's transportation and social infrastructure arising from the allocation of Fiddlers Ferry, including agreeing the mechanisms by which any mitigation measures within Halton will be carried out.
- WBC will work with Halton, St Helens and National Highways to identify and mitigate any impacts on Junction 7 M62.

Omega and Future Employment Site Served by J8 M62

- 6.2.28. St Helens' Submission Draft Local Plan was subject to a period of public consultation between January 2019 and May 2019, and an Examination in public during 2021.
- 6.2.29. St Helens' Submission Draft Local Plan includes a proposal to extend Omega, an employment site within WBC's administrative boundary, westward into St Helens' boundary for employment purposes. Through ongoing Duty to Cooperate discussions it has been agreed that the western extension can, in principle, be part of the WBC's employment land supply in the forthcoming new Warrington Local Plan (2021).
- 6.2.30. As the Council had undertaken a programme of improvements to the local and strategic highway networks and the public transport network to facilitate the sustainable growth of Omega as a strategic employment location.
- 6.2.31. WBC is concerned about any further growth in this area and considers that this would require significant infrastructure improvements to the local and Strategic Road Network
- 6.2.32. Any future expansion within St Helens will need to address any additional highway issues that might arise.
- 6.2.33. WBC will continue to work with St Helens, in liaison with National Highways, in order to address any matters arising from the potential allocation of this site and wider employment land in St Helens' Local Plan and has taken account of the proposed western extension of Omega in its transport modelling work.

6.2.34. It is noted that additional employment land may come forward at Omega West, subject to the outcome of the Secretary of State's decision in respect of St Helens' resolution to grant permission for a 75 ha development. To date, no agreement has been reached on which Borough's need this extension will contribute to, should the application be approved.

- WBC has agreed in principle that the western 31.2 hectares extension of Omega in St Helens, as defined in the St Helens Submission Version Local Plan (site 1EA, land north of Finches Plantation, Bold), will contribute to meeting Warrington's employment land needs, subject to addressing access issues, in liaison with National Highways and WBC as the highway authority.
- WBC will continue to liaise with St Helens, subject to the larger site at Omega West being granted planning permission, over the appointment of the additional employment land at Omega West.
- Consideration of any additional land in this area will require a cumulative traffic assessment of the impact on J8 of the M62 and will require a consistent approach between the two Local Plans, agreed through ongoing Duty to Cooperate discussions.

Pell Hall

6.2.35. WBC is proposing to allocate Peel Hall, a Green Field site but within the existing urban area, to provide a residential led development of up to 1,200 homes, supported by a local centre.

Parkside (St Helens)

6.2.36. The sites at Parkside West and East lie within St Helens Borough immediately abutting the boundary with Warrington. They have a combined area of over 200 hectares and benefit from a location at the heart of the north-west motorway network, a skilled local labour supply, and the scope for direct access to the West Coast Main Line and the east-west ("Chat Moss") line.

6.2.37. The St Helens Submission Draft Local Plan proposes to remove the Parkside sites from the Green Belt and to allocate them for a range of employment uses. Proposals have been developed to create a new link road to provide access from the sites onto junction 22 of the M6. The Submission Draft Local Plan for St Helens contains a range of policies to address the effects of the development at Parkside for example on infrastructure, local heritage and the environment.

6.2.38. The development will impact on key infrastructure within WBC, including the local and strategic highway network. It is therefore essential that WBC and SHBC, in liaison with National Highways, work to ensure that these impacts are appropriately mitigated.

- WBC and SHBC agree to work together, in liaison with National Highways, to consider any cross boundary infrastructure requirements or other issues relating to the development of the sites at Parkside West for a range of employment uses and Parkside East for a Strategic Rail Freight Interchange and any other rail served employment development.

Bold Urban Extension (St Helens)

- 6.2.39. The emerging St Helens Local Plan identifies the potential to remove over 140 hectares of land at Bold from the Green Belt, to enable it to form a future new Urban Extension, which capacity for over 2,400 new dwellings. Whilst this area is within the Borough of St Helens, it is (at its nearest point), about 1 km from the border with Warrington.
- 6.2.40. WBC is particularly concerned about the potential impact on residents in Burtonwood, and as such, has now removed the Burtonwood residential allocation from its new Regulation 19 Draft Local Plan (2021). It is expected that the development of the site would be informed by a master plan exercise. This would consider (amongst other matters) any effects of the development on transport infrastructure in Warrington (including junction 8 of the M62), in liaison with National Highways.

- WBC and SHBC agree to work together, in liaison with National Highways, to consider any cross-boundary infrastructure requirements or other issues related to the development of the proposed Bold Urban Extension.

Recommendations

- 6.2.41. It is recommended that a separate Statement of Common Ground is produced focusing on transport for National Highways in line with National Highways role in the planning process.

7 SUMMARY AND CONCLUSION

7.1 SUMMARY AND CONCLUSION

- 7.1.1. WSP has reviewed the Warrington Local Plan Regulation 19 on behalf of National Highways and made a number of comments regarding policies and allocations that may have relevance to the operation on the SRN.
- 7.1.2. WSP's approach to reviewing the latest Warrington Local Plan Regulation 19 draft was as follows:
- This review has focussed on the publicly available documents that were published as part of the consultation,
 - WSP have sought to compare the latest information with what was previously reviewed,
 - This review has largely followed the same format as the previous review as the proposals and policies are largely consistent.
- 7.1.3. It is considered that the transport evidence provided at this stage is strong, displaying evidence throughout to be able to inform National Highways of the impact of the plan proposals at the SRN, at both an individual site allocation level, and on a cumulative basis. It is recommended that a separate SoCG for transport is written and agreed.
- 7.1.4. It is WSP's opinion that the basic fundamental question of the form, scale and location of the investment needed at the SRN in Warrington as a direct consequence of the growth outlined in the Local Plan shows good understanding, which is essential to ensure that the:
- Function of the SRN is not compromised; i.e. **the primary function of the SRN is to facilitate the safe and efficient movement of goods and people**; and the identification of specific appropriate and proportionate highway mitigation measures necessary to facilitate **sustainable growth through a safe and efficient highway network**.*
- 7.1.5. WSP acknowledge that there is ongoing work to enhance some documentation and evidence. WSP recommend that National Highways continue to engage in a collaborative and proactive manner with Warrington Borough Council and other public bodies to ensure the successful completion of this work.

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