

Warrington Updated Proposed Submission Version Local Plan 2021-2038

Port Warrington, Warrington Commercial Park & Arpley Meadows Country Park

Paper 1: Regulation 19 representations

Peel Land & Property Holdings (UK) and Peel
Ports Group Limited

November 2021

Turley

Contents

1.	Introduction	1
2.	Overview of the Proposals	4
3.	The Warrington Local Plan	7
4.	Policy Alignment	11
5.	Relevant Vision and Plan Objectives	14
6.	Relevant Policies for Port Warrington and WCP	16
7.	Modifications Requested	32
	Appendix 1: Technical Note by i-Transport	34
	Appendix 2: Proposed Modification to Policy MD1	35

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1. Introduction

- 1.1 These representations have been prepared on behalf of joint clients Peel Land and Property Holdings (UK) Ltd (hereafter “Peel L&P”) and Peel Ports Group (hereafter “Peel Ports”) in respect of the Warrington Local Plan 2021-2038 (Updated Proposed Submitted Version) (September 2021) (hereafter referred to as “the draft Plan), which is currently the subject of public consultation. The representations being made by the Peel companies in relation to Port Warrington and Warrington Commercial Park (WCP) are made jointly on behalf of Peel L&P and Peel Ports, whilst representations in relation to housing matters (including the South West Urban Extension and Outlying Settlements) are made on behalf of Peel L&P. For simplicity, these representations largely hereafter refer to “Peel” as meaning either or both companies.
- 1.2 The Council will be aware that for a number of years, Peel has worked extensively in partnership with them to promote the vision of Warrington Waterfront with an important element being the delivery of a modern, expanded Port Warrington, a new Warrington Commercial Park and a new regionally important Country Park. These elements were endorsed and included as important, specific land use allocations in the previous Regulation 19 version of the draft Plan.
- 1.3 However, under this revised version of the draft Plan, Port Warrington and WCP have been removed as land use allocations and “replaced” by a new employment allocation at Fiddlers Ferry. The draft Plan states that Port Warrington and the Business Hub have been removed due to the following constraints:

“Port Warrington – Although proposed to be allocated in the previous Proposed Submission Version Local Plan, extending the Port will result in loss of part of Moore Nature Reserve, raised as a major issue during the previous consultation, and having undertaken additional transport modelling work, the Council has significant concerns regarding the potential impact on the Western Link.

Warrington Commercial Park - was also proposed to be allocated in the previous version of the Plan but the Council has similar concerns around the potential impact on the Western Link.

...Given these constraints, the Council is not proposing to make any further allocations to come forward later in the Plan Period or to safeguarded sites. The Council is however committed to undertaking a review into Warrington’s employment land needs before the end of the Plan period to ensure that the long term supply of employment land. At this stage, it is likely that key infrastructure improvements, including the Western Link and motorway junction improvements, will have been delivered and the impacts of any further required employment allocations can be fully appraised.¹”

- 1.4 Peel consider the draft Plan as being unsound for the following reasons:
- The draft plan whilst acknowledging a significant and sustained need for employment land does not allocate a sufficient amount of employment land to

¹ Paragraph 3.3.25, Updated Proposed Submission Version Local Plan

adequately ensure meet needs will be met in full. This recognises the significant reliance on two proposed additional allocations and the realistic prospect that the need for employment land over the Plan period will exceed assumed historic rates of past take-up. More flexibility and choice is required, including further Green Belt release to effectively meet development needs. As currently drafted, the Green Belt boundary will not endure as a result of continued development pressure through the Plan period. The draft Plan is effectively planning to fail.

- Rather than being a high priority in the draft Plan, the plan does not take into account the specialist justification and need for an expanded Port Warrington to Peel Ports who are a leading maritime business and the primary facilitator in the movement of national and international freight imports and exports across the North West economy. This is not consistent with national planning policy in plan making terms but also against the plethora of national and regional planning and economic policy which seeks to support the delivery of port infrastructure to serve the UK economy.
- The specialist justification is not reflected in any the Plan's revised evidence base, including the refreshed Economic Development Needs Assessment (HEDNA), the Development Options and Site Assessment Technical Report (DOSATR) and Sustainability Appraisal (SA).
- The current proposed allocations do not present a sound and reasonable alternative to Port Warrington and WCP. These allocations seek to meet strategic/general B8 employments needs not the identified development needs arising at the Port of Warrington.
- The current proposed allocations not provide the identified benefits the WCP can offer in providing supporting ancillary employment land to Port Warrington and its ability to re-balance employment provision across the borough and in particular, provide much needed employment provision close to Warrington Town Centre and contribute towards the regeneration of Warrington Waterfront.
- In revising the Plan, the Council has given insufficient weight to (a) Peel's own evidence base for Port Warrington and WCP not only in terms of specialist need and benefits but also in respect of constraints and proposed mitigation and (b) its own conclusions on the suitability, viability and deliverability of Port Warrington and WCP stated with the previous iteration of the Plan and its associated evidence base.
- Failure to set out a clear and credible delivery strategy for the WWL – a critical piece of infrastructure to deliver this Local Plan – and to address the significant challenges to funding this in the context of the removal of previously land allocations which its business case relied upon both in terms of justification and financial contribution.
- There is an exceptional case justifying the removal of land from the Green Belt to facilitate the delivery of Port Warrington and WCP.

- The draft Plan makes no substantive provision for safeguarded land to meet employment needs beyond the Plan period.
- 1.5 These representations set out Peels position in respect of the Plan’s unsoundness. They are supported by the following documents:
- A Case Making Document which sets out the planning and business justification for an expanded Port Warrington and associated WCP supported by
 - A Port Freight Demand Report prepared by MDST
 - Highway appraisal prepared by i-Transport
 - A Development Framework
- 1.6 The Case Making Document and Development Framework are supported by an extensive evidence base to demonstrate suitable, achievability and deliverability.

The Peel Group companies

- 1.7 The Peel Group is a major, long term investor in the regeneration and growth of the North West. Working with partners in the public and private sector, it has delivered some of the region’s largest and most transformational projects. Peel L&P is the wholly owned land and property company of Peel Group which has extensive landholdings in Warrington.
- 1.8 Peel Ports is owned by a number of shareholders including the Peel Group and is managed independently from Peel L&P. Peel Ports is one the largest private operators in the United Kingdom handling more than 66 million tonnes of cargo a year. Peel Ports operates as the statutory harbour authority for the Port of Liverpool, Manchester Ship Canal (MSC) and the River Medway. Peel Ports is the owner and operator of the current Port Warrington site.
- 1.9 The Port of Liverpool and MSC is an all water route which forms a comprehensive range of port facilities across its 44 mile length serves the largest cargo generating region outside of London. It handles more than 44 million tonnes of cargo and 16,000 shipping movements a year making it Britain’s third busiest estuary. The Port of Liverpool is the UK’s biggest western facing port, handling 45% of trade from the US is benefitting from investment, particularly in respect of the recent opening of the £400 million new deep sea container terminal which has, and will continue to open up new import and export markets for the North.

2. Overview of the Proposals

2.1 The proposed expansion of Port Warrington and the new Warrington Commercial Park (WCP) could deliver around 288,350 sqm (3.1 million sqft) for employment development, split as follows:

- 205,850 sqm of development (c2.2 million sqft) immediately to the north of The Manchester Ship Canal (Port Warrington) for port centric employment uses (B2/B8) alongside the introduction of a second berth, interchange storage areas for loading/unloading, turning vessel basin and rail connection to the West Coast Mainline; and
- 82,500 sqm of employment development (c0.9million sqft) at WCP which could be developed for port centric employment uses (B2/B8) and other business uses (B1, B2 and B8 uses), plus complementary uses to support the business park environment and the wider Warrington Waterfront initiative.

2.2 The overall proposals also include:

- New access arrangements to the Port, WCP and the Moore Nature Reserve and Country Park, which will seek to divert traffic away from Moore village, with associated amenity benefits;
- The retention and enhancement of the Moore Nature Reserve to remain and a new enhanced Country Park (c. 181ha), to reflect its retention within the Green Belt and reflective of the role it will play in the wider development, including woodland planting, open space, habitat creation, recreational/cultural provision and pedestrian/cycle routes; and
- Long term management of the Nature Reserve and Country Park.

Moore Nature Reserve and Country Park

2.3 Arpley landfill site measures an area of approximately 176ha and although it is within the designated Green Belt, it has been in operation for waste disposal operations since 1986. An application to extend the operational life of the facility to October 2018 and enable its restoration by October 2019, with a revised sequence of landfill phasing and restoration works, was approved after appeal in May 2015. The Inspector recognised that the benefits of the development outweighed the harm to the Green Belt and very special circumstances had been demonstrated.

2.4 The planning permission allowed for the restoration of those areas previously landfilled with a full landscaping restoration scheme of new topsoil, planting and seeding. The majority of the site has now been filled and is in the process of being restored to grassland, with the final phases remaining in use.

2.5 Moore Nature Reserve has been managed through funding secured through planning obligations as part of the Arpley Meadows Landfill development. The current funding stream for the Nature Reserve is coming to an end in 2021, and there is no obligation,

commitment or funding package in place for the ongoing maintenance of the existing reserve. The current proposals for Port Warrington and WCP include a programme for the long term future management of the new Country Park and the retained area of the Moore Nature Reserve.

- 2.6 The new proposals propose more extensive works than previously permitted, to create new native woodland, scrubland and hedgerow areas, alongside the creation of new usable greenspace. A number of habitat creation measures to provide ecological enhancement measures also proposed, with a plantation of woodland habitats and new connections. The proposals also seek to respond to the deficiencies in the existing open space network. A Vision Document in respect of the proposals has been prepared by LUC and contained within the Development Framework.

Development Framework

- 2.7 To support the proposals, a Development Framework has been prepared which accompanies the representations. The Development Framework presents an urban design assessment of the Site, its context and arrives at a number of principles which as follows:

- To retain, protect and enhance as much existing ecological habitat in Moore Nature Reserve as possible;
- To significantly enhance Arpley Meadows into an ecological and recreational Country Park of significance;
- To create an expanded Port and Commercial Park which meets existing and future occupier demand; and
- To create a development which is connected.

- 2.8 The principles inform a Framework Plan which identifies the broad parameters of the proposals. It is supported by an illustrative masterplan and informed by a range of technical appraisals to demonstrate the suitability and deliverability of the project, as follows:

- A Suite of Ecological Surveys and Assessments;
- Tree Survey and Preliminary Impact Assessment;
- Landscape and Visual Impact Appraisal;
- Noise Appraisal;
- Air Quality Appraisal
- Heritage Appraisal;
- Sustainability Appraisal; and
- Transport Appraisal.

Case Making Document

2.9 These representations are accompanied by a detailed case making document. The Case Making Document presents the overarching exceptional case for an expanded Port Warrington and WCP after considering in detail:

- The specialist justification and business case (section 5 and 6)
- The economic and environmental benefits (section 9) that would flow from development; and
- The impacts on the Green Belt (section 10) and environmental and other impacts (section 11)

2.10 Taken together, the suite of documents conclude that there are no significant constraints to development and that there is an exceptional case for amending Green Belt boundaries to facilitate the development proposals.

3. The Warrington Local Plan

- 3.1 An expanded Port Warrington and WCP have, up until this revised Regulation 19 stage, has been integral allocations to the emerging Warrington Local Plan.
- 3.2 Policy support for Port Warrington and its potential expansion, as well as the strategic renewal of Warrington Waterfront and Arpley Meadows, which seeks to reinvigorate Warrington’s central waterfront along the River Mersey, has been ingrained within development plan for even longer.

Warrington Core Strategy

- 3.3 The Warrington Core Strategy was adopted on 21st July 2014. The Core Strategy contains overarching strategic policies for the period up to 2027. However, the adoption of the Core Strategy was challenged. The result of these proceedings was that the Core Strategy was partly quashed (this included the Council's housing target) but other policies (including those cited below) remained unaffected.
- 3.4 The Core Strategy recognises, through strategic objectives and formal strategic policies² that there is a sizable strategic opportunity to regenerate land close to the town centre and inner Warrington comprising the Warrington Waterfront and Arpley Meadows to create a new quarter consisting of residential and employment development, transport infrastructure, green infrastructure and a country park. Policy CS10 confirms that the Waterfront and Arpley Meadows presents a sizable opportunity for mixed development including housing to be delivered in a central and sustainable location. The supporting policy justification confirmed that development of this area would bring forward significant sustainability and regeneration benefits with initial masterplanning undertaken at the time indicating the potential delivery of up to 2,700 homes and 1.5 million sqft of commercial space along with an urban park.
- 3.5 Core Strategy policy CS11³ identifies Port Warrington as a “Strategic Opportunity” which has the capability to become a multi modal port facility utilising the ship canal with an opportunity for rail freight. Paragraph 2 of CS11 states:

“The Council will support sustainable economic activity generated and sustained by the Manchester Ship Canal. Opportunities to secure the transfer of port-related freight from road to rail or water will be supported in the context of Port Warrington and the Atlantic Gateway...”

The Council recognises that any further development at Port Warrington beyond the developed and permitted site may be capable of demonstrating the ‘very special circumstances’ to justify a departure from national Green Belt policy by virtue of the fixed location of the infrastructure within the Green Belt and the potential for multi-modal sustainable transport benefits and contributing to promoting wider sustainable growth.”

² Adopted Local Plan, 2014; Policies CS10 and CS11; Warrington Borough Council

³ Adopted Local Plan, 2014; Warrington Borough Council

- 3.6 The final part of CS11 that the Council will work with Peel Ports and other stakeholders to develop a land side surface access plan to accommodate existing and project freight traffic.
- 3.7 Following the High Court Ruling, the Council reviewed its options and decided to proceed towards the preparation of a new Local Plan Review pursuant to Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

Local Plan Review – Regulation 18 Consultation

- 3.8 The first period of consultation took place in 2016. This consultation was concerned with the scope and content of the local plan review, and also the Council's initial Local Plan evidence base. This considered the housing needs and employment needs of the borough.

Preferred Options – Regulation 18 Consultation

- 3.9 The second period of consultation took place in 2017 on the Preferred Development Option ("PDO") for accommodating Warrington's development needs.
- 3.10 The Council proposed a housing target of 1,113 homes per annum over the 20 year plan period and an overall employment land target of 381 hectares. The Council sought to maximise its urban capacity – focusing on regenerations plans for Warrington. It found a total urban capacity of 15,429 homes and 130 hectares of employment land.
- 3.11 This left a green belt requirement of 8,791 homes and 251 hectares of employment land.
- 3.12 The Council set out in the PDO that its preferred option was to focus green belt release adjacent to the main urban area of Warrington, with incremental growth in the outlying settlements. The PDO also set out that the Council intended to safeguard land in case it was needed to meet future employment and housing needs.
- 3.13 The PDO also included the Council's high level spatial options assessment. The Council's preferred option included a proposed garden city suburb of approximately 6,000 homes (what is now, in reduced form, referred to as the South East Urban Extension – but was previously called the Garden Suburb) and the SWUE (said, at this time, to accommodate up to 2,000 homes).
- 3.14 The Council did not identify specific development sites for the individual settlements in the OLS at this stage; however, the Council did identify an approximate number of homes which it considered could be accommodated by each of the OLS', and this came to 1,190 (see para 5.46).
- 3.15 The Council considered potential employment locations to meet the identified requirement. They identified three broad locations, with one being Port Warrington. Port Warrington was described as a *"long standing strategic priority and the principle of Green Belt release to facilitate this development was established in the current Local Plan Core Strategy"*.

2019 Submission LP – Regulation 19 Consultation

- 3.16 The 2019 Submission LP was consulted on between April and June 2019.

- 3.17 This proposed a plan period of 20 years, between 2017 and 2037. The Council sought to deliver 945 homes per year and 362 hectares of employment land.
- 3.18 The Council considered whether exceptional circumstances could be demonstrated for the Green Belt release. In relation to Port Warrington and the WCP it was stated as follows:
- Port Warrington offers the unique locational advantage of being able to link the Manchester Ship Canal to the rail network as well as the strategic road network. This would enable a more sustainable long term solution to freight distribution⁴;
 - It is a national policy objective to increase the provision of port and multi-modal freight facilities and there is a particular need in the North West arising from Liverpool Super Port and the enhanced use of the Ship Canal⁵;
 - The WCP will provide employment space for activities related to Port Warrington but its location in proximity to Warrington Town Centre and the Western Link will mean that it is also able to fulfil a broader role in meeting wider range of Warrington's business needs⁶; and
 - Confirmed that the combination of need and location which provide the exceptional circumstances which justify removal of this part of the allocation site from the Green Belt⁷.
- 3.19 Policy DEV4 addressed economic growth and development. It proposed to remove Port Warrington and the WCP from the green belt. This comprised approximately 100 hectares of employment land. Policy MD1 addresses Warrington Waterfront. Policy MD1.3 states:
- "17. 78ha of land, including the existing established Port Warrington site which equates to 15ha, will be removed from the Green Belt immediately to the north of the Manchester Ship Canal at Port Warrington for port expansion and related uses (primarily B8 but also potential for B2). The Port will provide around 185,000 sqm of employment floorspace.*
- 18. 32ha of land will be removed from the Green Belt to provide a new Business Hub comprising a range of B1, B2 and B8 uses, alongside ancillary uses of an appropriate scale and nature to service the employment area as a whole. The business hub will provide around 65,000 sq.m. of employment floorspace."*
- 3.20 Fiddlers Ferry power station was identified as a potential employment site in the 2019 Submission LP (see paragraph 3.3.23) but was given the uncertainty surrounding when the power station would close and be decommissioned, the Plan stated that there was insufficient certainty for the site to be included within the Council's developable employment land supply.

⁴ Paragraph 10.1.16 Proposed Submission Version Local Plan 2019

⁵ Paragraph 10.1.17 ibid

⁶ Paragraph 10.1.18 ibid

⁷ Paragraph 10.1.19 ibid

The Updated Proposed Submission Version LP – this Regulation 19 Consultation

3.21 The current draft Plan has made a number of amendments from the previous iteration in 2019, namely:

- A revision to the Plan period (now 2021-2038 rather than 2017-2038);
- A reduction of the Plan's housing requirement;
- The allocation of Fiddlers Ferry site for B8 and B2 employment purposes and housing following its formal closure in March 2020;
- The removal of some of the previous Green Belt allocation sites including Port Warrington and the WCP; and
- The reduction in size of the South East Warrington Urban Extension (previously known as the Garden Suburb).

3.22 It is noted that as well as the draft Plan no longer containing the proposed land use allocations, it also no longer contains any recognition of the potential sustainable economic activity generated and sustained by the Manchester Ship Canal or the recognition (as in the Core Strategy) of the development potential of Port Warrington, its recognition as a significant piece of intermodal port infrastructure and its ability to deliver significant multi-modal sustainable transport benefits and wider economic growth for the borough and the wider City Region.

Summary

3.23 The proposition to significantly redevelop land immediately south of Warrington Town Centre, along the River Mersey has been part of the development plan for Warrington for over a decade. The development potential and transport and economic benefits that would arise from an expanded Port Warrington were also clearly identified and ingrained in strategic policy (Core Strategy).

3.24 The previous versions of the draft Local Plan developed this strategic policy landscape further and into detailed land allocations, including provision an expanded Port Warrington, WCP and an enhanced Arpley Meadows Country Park. However the current draft Plan has not only omitted the land use allocations but also any 'in principle' policy support to any further development at Port Warrington.

4. Policy Alignment

- 4.1 The Case Making Document sets out the policy drivers that support the delivery of an expanded Port Warrington. This confirms strong national, regional and local alignment across both long standing policy and more recent policy initiatives at all levels.
- 4.2 In omitting the proposals, the draft Plan is in clear opposition to this policy alignment. This includes the following:

National Policy Alignment

- Infrastructure is a top priority for the Government through its levelling up agenda and Plan for Growth⁸. As articulated through the National Infrastructure Strategy⁹, this includes the development of modern ports which facilitate the seamless movement of goods post Brexit and become economic hubs in their regions. The Port Connectivity Study¹⁰ demonstrates that sea Ports significantly add the economy at a local and national level.
- It is a national policy objective, through the National Planning Statement on Ports to increase the provision of port capacity in order to accommodate long-term port forecasts to support and to introduce further choice, flexibility and resilience in the market¹¹. The NPS also sets out the importance of modern, suitable Port provision to our national and local economies is also clear that port capacity is provided where it is required (including responding to demands for improved inland distribution networks)
- Ports, including the Freeports initiative, is to be the cornerstone of this Government's plan to level up opportunity across the country. Freeport status has been awarded the Port of Liverpool and the Liverpool City Region (LCR). It will be a low carbon, multi-modal, multi-gateway trade platform with a network of sites attracting high value investment, supporting growth and employment to regenerate communities through industry, innovation, and collaboration. Centred on a mix of multi-modal infrastructure including the deep-water container terminal at the Port of Liverpool – the UK's biggest western facing port, handling 45% of trade from the US – multiple rail heads, other water-based access, and the airport, it's the key coastal access point to the UK's largest concentration of manufacturing. Targeting key sectors including automotive, bio-manufacturing/pharmaceuticals and maritime, Liverpool City Region Freeport will also support advanced manufacturing, logistics and energy.

⁸ Build Back Better: Our Plan for Growth. HM Treasury. March 2021

⁹ National Infrastructure Strategy, HM Treasury, November 2020

¹⁰ Port Connectivity Study, Department of Transport,

¹¹ See National Policy Statement for Ports, 2012

- It is a national policy objective for freight to be processed and transported through more sustainable modes of transport¹²¹³ with more facilities to have the ability to be multi-modal.

Regional Policy Alignment

- The Northern Transport Strategy¹⁴ confirms that regional ports have potential to support economic activity and provide additional capacity, reducing pressure elsewhere. This will result in greater market share of the freight logistics industry for the north in terms of re-balancing the economy.
- The Transport for the North (TfN), through its Strategic Transport Plan for the North¹⁵ sets out the case for strategic transport infrastructure investment through to 2050 and the expansion of Port Warrington has the potential to contribute positively to this Plan. The plan recognises that the connectivity of goods moved in the North can be improved, particularly with the interchange between road and rail. It sees the benefit of developing sites with multimodal access (such as Port Warrington) which can accommodate the efficient transfer of goods between modes for storage and onward distribution.¹⁶
- The case for an expanded Port Warrington has long been embedded within the Cheshire and Warrington Strategic Plan which seeks to grow its economy's GVA to £50 billion per annum to 2040 and notes that large scale port facilities, including at Port Warrington, would be beneficial to the economy.

Local Policy Alignment

- The Economic Growth and Regeneration Programmes¹⁷ cites Port Warrington as being a 'transformational' project for the region and supports its expansion for large scale port logistics and tri-modal facility.

Summary

4.3 There is strong national and regional policy support for an expanded Port Warrington and WCP. The national and regional planning and economic picture confirms that:

- Ports are a significant piece of UK infrastructure which play our significant role in our UK economy and our national prosperity. As such there is a requirement to ensure our Port network is sufficient, resilient and flexible across our regions to meet freight growth and needs of the economy.
- Port infrastructure is recognised as playing a wider role in levelling up economic growth and regeneration of the areas where they are/can be situated.

¹² See National Policy Statement for National Networks, 2014

¹³ See Transport Decarbonisation Plan, 2021

¹⁴ The Northern Transport Strategy: Spring 2015 Report, TfN

¹⁵ Strategic Transport Plan, TfN

¹⁶ Draft Strategic Transport Plan for the North, 2017, page 35; Transport for the North

¹⁷ Warrington Means Business, Warrington's Economic Growth and Regeneration Programme, 2017 and 2020

- There is a policy drive towards providing more multi-modal forms of infrastructure to ensure the movement of goods and freight can be undertaken in a more sustainable manner.
- The Port of Liverpool and the Manchester Ship Canal form an international gateway which is recognised in local and regional policy as a key component of the UK's global trading links and fundamental to the UK's economic prosperity. The Port of Liverpool has recently been awarded Freeport Status while the sustainable use of the MSC including an expanded Port Warrington is embedded within sub-regional and local economic policy.

4.4 This strong and prevailing policy alignment is starkly absent in the draft Plan. There is a clear failure to recognise and have regard to the national, regional and local policy considerations concerning ports infrastructure and capacity (at all geographies including Port Warrington) and the sustainable and environmental benefits of multi or tri-modal provision which renders the draft Plan inconsistent with prevailing policy and is unsound.

5. Relevant Vision and Plan Objectives

- 5.1 Peel supports the overall vision and objectives but is concerned that the strategic policies of the plan will not enable its delivery.
- 5.2 Warrington wishes to be a sustainable economy, an exemplar green town and consolidate its position as one of the most important economic hubs in the UK¹⁸. Within the context of Warrington’s central position within the Northern Powerhouse, the vision seeks to provide businesses with “unrivalled access” to the Manchester Ship Canal¹⁹ and ‘its extensive network of waterways will provide a framework for Warrington’s growth and key development areas’²⁰. Given this clear recognition, the draft Plan will clearly fail upon these objectives without supporting further growth at Port Warrington.
- 5.3 The vision is supported by six objectives which will ensure that *“the individual elements of the Local Plan are collectively able to deliver the Plan’s overall vision”*. Pertinent to these representations, these objectives seek to:
- To enable the sustainable growth of Warrington, through the ongoing regeneration of Inner Warrington and the delivery of strategic and local infrastructure
 - To strengthen and expand the role of Warrington Town Centre as a regional employment, retail, leisure, cultural and transport hub
 - To provide new infrastructure and services to support Warrington’s growth; address congestion; promote safer and more sustainable modes of travel. Indeed the draft Plan notes that the Western Link represents *“the largest transport infrastructure scheme and is fundamental to the delivery of the spatial strategy of the Local Plan^{21”}*.
 - To minimise the impact of development on the environment through prudent use of resources and ensuring development contributes to reducing carbon emissions
- 5.4 However, the strategic policies and specific allocations which seek to deliver this vision do not fulfil these aspirations. The omission of the Port Warrington allocation, prevents the ability of the Plan to capitalise on an existing fixed infrastructure asset on the Manchester Ship Canal to deliver much needed development to meet Port needs. Taking advantage of the infrastructure which Port Warrington offers would not only deliver significant economic benefits to Warrington and the North West but provides a significant opportunity to introduce a new piece of multi-modal port infrastructure enabling the Port further decarbonise its freight flows by reducing the volume of goods leaving and arriving at the port via road.

¹⁸ Points 1 and 3 of Vision, Updated Proposed Submission Version Local Plan

¹⁹ Point 4 of Vision, Updated Proposed Submission Version Local Plan

²⁰ Point 7 of Vision, Updated Proposed Submission Version Local Plan

²¹ Paragraph 3.3.30, Updated Proposed Submission Version Local Plan

5.5 It is noted that the draft Plan's vision and objectives remains largely the same of the previous version published in March 2019. As such they were predicated It is therefore difficult to understand how the spatial strategy and subsequent allocation align with these objectives given that that the draft Plan has been altered so significantly.

Modifications requested

5.6 The draft Local Plan should be modified in the following ways:

- Relevant policies²² of the draft Plan should be amended and the land-use allocations for Port Warrington and WCP be reinstated. See Section six for more details.
- Point four of the Vision should amended to include the following:

Warrington's central position within the Northern Powerhouse provides businesses with unrivalled access to 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 the Northern Powerhouse Rail, in Warrington will further enhance the Town's strategic connectivity and the opportunities for the sustainable movement of freight through the Port of Liverpool via the Manchester Ship Canal will be optimised.

²² Policies MD4 (Economic Growth and Development), MD1 (Warrington Waterfront) and GB 1 (Green Belt)

6. Relevant Policies for Port Warrington and WCP

Policy DEV4 – Economic Growth and Development

Policy GB1 (Green Belt)

Policy MD1 (Warrington Waterfront)

Overview

- 6.1 Policy DEV4 sets out the draft Plan’s approach to meeting employment needs across the Plan period.
- 6.2 The policy has been updated in respect of the Plan period and overall development needs. It maintains the Green Belt release is required to meet identified development needs maintaining the need to alter Green Belt boundaries to accommodate a proposed B8 allocation in South Warrington²³. In effect, the policy replaces Port Warrington and WCP with Fiddlers Ferry which is envisaged to deliver a road-based employment park to meet general B2 and B8 needs.
- 6.3 The approach has resulted in policies concerning Green Belt (GB1) and the Warrington Waterfront (MD1) having been amended accordingly.
- 6.4 Peel consider this approach as unsound for the following reasons:
 - The draft plan whilst acknowledging a significant and sustained need for employment land does not allocate a sufficient amount of employment land to adequately ensure meet needs will be met in full. This recognises the significant reliance on two proposed additional allocations and the realistic prospect that the need for employment land over the Plan period will exceed assumed historic rates of past take-up. More flexibility and choice is required.
 - Rather than being a high priority in the draft Plan, the plan does not take into account the specialist justification and need for an expanded Port Warrington to Peel Ports who are a leading maritime business and the primary facilitator in the movement of national and international freight imports and exports across the North West economy. This is not consistent with national planning policy.
 - The specialist justification is not reflected in any the Plan’s revised evidence base, including the refreshed Economic Development Needs Assessment (HEDNA), the Development Options and Site Assessment Technical Report (DOSATR) and Sustainability Appraisal (SA).
 - The current proposed allocations do not present a sound and reasonable alternative to Port Warrington and WCP. These allocations seek to meet

²³ South East Warrington Employment Area (136.92ha gross)

strategic/general B8 employments needs not the identified development needs arising from the Peel Ports network and Port Warrington.

- The current proposed allocations will not provide the identified benefits the WCP can offer in providing supporting ancillary employment lands to Port Warrington and its ability to re-balance employment provision across the borough and in particular, provide much needed employment provision close to Warrington Town Centre and contribute towards the regeneration of Warrington Waterfront.
- In revising the Plan, the Council has given insufficient weight to (a) Peel's own evidence base for Port Warrington and WCP not only in terms of specialist need and benefits but also in respect of constraints and mitigation and (b) its own conclusions on the suitability, viability and deliverability of Port Warrington and WCP stated with the previous iteration of the Plan and its associated evidence base.
- Failure to set out a clear and credible delivery strategy for the WWL – a critical piece of infrastructure to deliver this Local Plan – and to address the significant challenges to funding this in the context of the removal of previously land allocations which its business case relied upon both in terms of justification and financial contribution.
- There is an exceptional case justifying the removal of land from the Green Belt to facilitate the delivery of Port Warrington and WCP.
- The draft Plan makes no substantive provision for safeguarded land to meet employment needs beyond the Plan period.

6.5 These matters are explored in more detail below.

General Employment Needs

6.6 The Council's latest published EDNA rightly acknowledges Warrington's credentials in successfully attracting business investment and generating employment over recent years. In no small part this has arisen from a proactive planning approach which ensured the authority had a strong supply of employment land in areas of high demand. This is reflected in the strength of historic rates of take-up.

6.7 It also identifies inter alia two important issues or challenges for the Council in this context:

- It recognises that demand for employment land and specifically land to accommodate logistics is running at very high levels across the North West and specifically in areas with strong strategic road connections such as Warrington. This reflects the accelerated growth in e-commerce and the demand this places on facilities to store and distribute goods; and
- There is significant and immediate lack of supply to *'fully capitalise on this growth. This is reflected in Warrington where only 12.7 ha remains at Omega*

*and that 12.7 ha will be taken up by 2022*²⁴. The rapid erosion of the supply of employment land in Warrington is clearly highlighted in the EDNA which confirms that in 2016, the authority had a realistic employment supply of 104.53 ha but this has reduced by nearly two thirds, to stand at only 38.87 ha in March 2021, noting this itself represented an almost halving of the 83.91 ha identified only back in 2019.

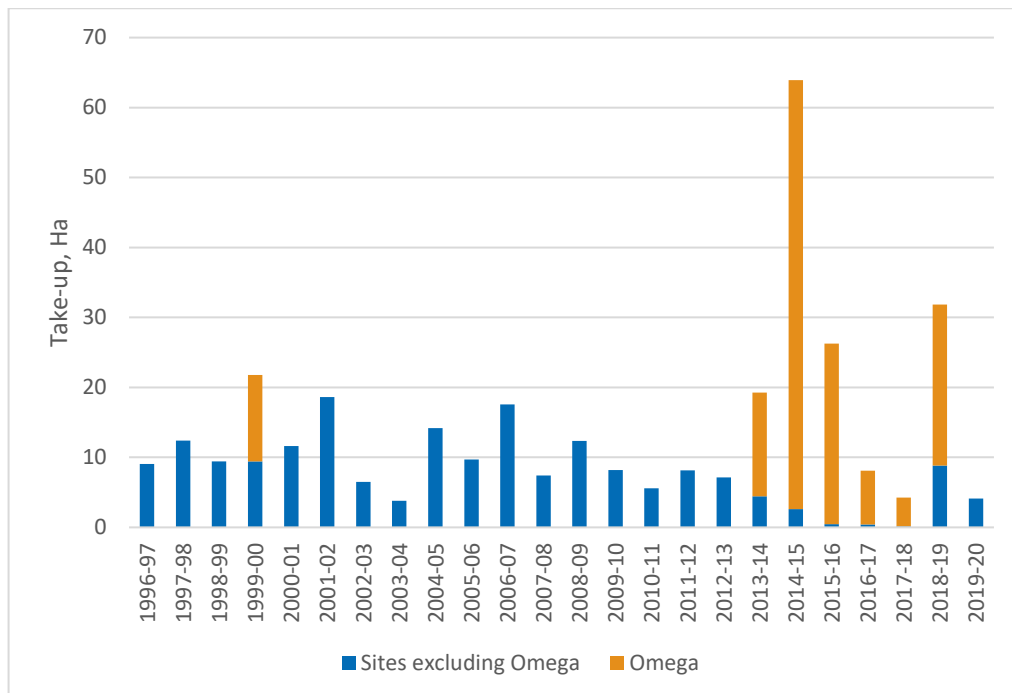
- 6.8 The EDNA presents a comparatively buoyant picture of the current market demand for the more land-hungry forms of development need, observing: *'In 2020 the total industrial floorspace transacted increased to 145,300 sqm, 120 percent higher than the total from the year before and the highest since 2014'*²⁵. Similarly it observes that in the case of Omega, the last strategic site in Warrington: *'The realistically available supply of Strategic B2/B8 has significantly declined since 2018, from 48.67 ha to just 12.7 ha. This reflects the speed of take-up at Omega Warrington, with Omega North and Zone 7 of Omega South now at full capacity'*²⁶.
- 6.9 Indeed the scarce availability of an adequate supply of land which is attractive to the market is apparent when looking in more detail at the recorded levels of take-up in recent years. Where the EDNA calculates an average take-up of 14.22 ha over the period 1996 – 2020, looking just at the six years 2013 – 2019 in which Omega has seen recent delivery the annual rate of take-up was 22.8 ha per annum. Figure 6.1 shows the impact of Omega with regards a stronger rate of recent take-up. This illustrates the scale of demand for such land currently where it is available and the potential arguably for comparable levels of demand on the basis of the observations above with regards the current and anticipated strength of the market for such land in the short-medium term.

²⁴ Refresh to the Economic Development Needs Assessment (June 2021), Warrington Borough Council, Executive Summary, paragraph iv

²⁵ *Ibid*, paragraph 3.64

²⁶ *Ibid*, paragraph 4.11

Figure 6.1: Employment Land Take-up, 1996 – 2020



Source: Table 20 Refresh to the Economic Development Needs Assessment (2021), Warrington Borough Council

- 6.10 Whilst evidently drawing on different data it is important to separately note that the latest economic forecasts in the study, whilst considered to have their limitations and are highlighted elsewhere in Peel’s representations, do support growth potential. Indeed in reviewing the Oxford Economics forecast the EDNA observes that the forecasting house expects *‘stronger predicted employment growth to continue to 2025’* whilst the accompanying chart shows that growth is sustained albeit at a lower level to the end of the Plan period. It is important to note that this is a baseline forecast and over the longer-term factors such as the supply of a good continued supply of employment land could help sustain the stronger forecast growth out over the longer-term as well.
- 6.11 The above serves to highlight that there is both an existing immediate strong demand and that this high growth is forecast to be sustained. In the face of strong demand the EDNA is clear to observe that, reflecting clearly defined plans for development: *‘nearly two thirds of the Local Supply and all the remaining Strategic Supply are likely to have been developed within five years’*.
- 6.12 It must be the case that based on more recent rates of take-up, the supply of land will, as it has been recently, be quickly eroded therefore further reinforcing the importance of ensuring adequate flexibility and choice in the total planned supply.
- 6.13 It is separately noted in the context of the above that the EDNA makes a judgement to only allow for a three year buffer (three years of annual take-up added to the need calculated over the 17 year plan period). It observes: *‘There is no set guidance on how long this buffer should be, however, in over 65 employment land studies completed by*

*BE Group over the last 15 years, a buffer of 3-5 years has usually been applied*²⁷. In selecting a 3 year buffer as opposed to the upper end of the range the EDNA seeks to justify this on the basis of an objective of limiting minimising Green Belt release and separately a view that much of the existing stock is modern and well occupied and therefore less susceptible to losses to other uses. Whilst the latter is accepted to a degree, it is evident that the study has sought to minimise the calculated need in the context of supply factors, which when set against the evidenced high demand is not considered to be an adequate justification.

- 6.14 The application of a 5 year buffer, noting that the EDNA states this approach has been accepted as being reasonable and necessary elsewhere, would serve to increase the calculated need by 28.44 ha. Where the allowance is also made for separate displacement associated by with the projected impact of the Warrington Town Centre/Southern Gateway site (17.64 ha) this would result in a need for 344.7 ha (14.22 * 18 years + 14.22 * 5 years + 17.64).
- 6.15 Where over the Plan period the EDNA (2021), however, concludes a need for 316.26 ha, allowing for a buffer of only 3 years, and a shortfall of 246.17 ha the Council proposes to address this shortfall through the addition almost in its entirety by the addition of two employment allocations:
- South East Warrington Employment Area – 136.92 hectares
 - Fiddlers Ferry Power Station – 101.0 hectares
- 6.16 Appendix 6 to the Council's *'Development Options and Site Assessment Technical Report'* provides a proforma for each of these two sites as well as a number of considered strategic employment sites. It is fair to observe that these proformas accept that no site, including the two proposed, are without potential delivery 'issues' which would need to be mitigated. In this regard it must be accepted that there is a risk that the timing of development on each will not adequately align with needs. It is considered that this poses an unnecessary risk for which the Plan offers no potential land alternatives or mitigation outside of a stated commitment to undertake a review of Warrington's employment land needs before the end of the plan period. There is no guarantee that such an approach will be adequately responsive.
- 6.17 Not meeting this need in a sufficient flexible manner could threaten Warrington's status as a key driver of the economy as existing development land is used up, with potential development and investment being lost to other regions of the UK and potentially overseas. As a result, Peel consider the need for more land allocated for employment purposes to ensure a sufficient, adequate and choice of supply is maintained throughout the Plan period. This inevitably will require further land release from the Green Belt. However as current drafted, the draft Plan does not provide any sufficient flexibility. Nor does it make provision for safeguarding. As such, it is considered highly likely that the Green Belt will come under development pressure through the Plan period and Green Belt boundaries will not endure. This draft Plan is therefore in clear conflict with the NPPF.

²⁷ *Ibid*, paragraph 7.12

Meeting Port Need

- 6.18 Paragraph 106 of the NPPF requires planning policies should provide for any large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. The associated footnote confirms that examples of such facilities include ports and that policies for large scale facilities should, where necessary, be developed in collaboration between strategic policy-making authorities and other relevant bodies (such as the Port developer/operator).
- 6.19 There are also other aspect of national planning policy which require policy makers to clearly take into account the needs to specific and/or specialist sectors. Paragraph 81 of the NPPF starts that planning policies should help create the conditions in which businesses can invest, expand and adapt²⁸. Local planning policy should also recognise and address the specific locational requirements of different sectors²⁹.
- 6.20 This policy requirement is further supported by Planning Practice Guidance (PPG) in terms of planning making which states that strategic policy-making authorities will need:
- a clear understanding of business requirements in their area including engaging with the business community to under their changing needs and to identify and address barriers to investment, infrastructure or viability³⁰;
 - to understand specific locational requirements of specialist sectors and their specific locational requirements which will affect the types of land and premises needed. Reference is made to the potential clustering of certain industries can play a role in collaboration, innovation, productivity and sustainability. Plan making authorities need to develop a clear understanding of these needs³¹; and
 - to work together with county and neighbouring authorities, Mayors, combined authorities and with Local Enterprise Partnerships to define the most appropriate geography to prepare policies for employment.
- 6.21 The Port sector is one of the largest in Europe and is one of the most important elements of infrastructure to the successful functioning and vitality of the UK. Around 95% of all goods entering and leaving the UK are moved by sea and the UK port sector directly contributes £1.7bn to the UK economy³². The sector comprises a variety of company, trust and municipal ports all operating on commercial principles. The private sector (and companies such as Peel Ports) operates 15 of the largest 20 ports by tonnage and around two-thirds of the UK's port traffic.
- 6.22 The Mersey and North West ports handle 13% of the total tonnage handled by English ports, generate approximately £960m GVA and employed approximately 15,200 people³³. The Port of Liverpool and the MSC form an international gateway which is

²⁸ NPPF, paragraph 81

²⁹ NPPF, paragraph 83

³⁰ PPG – Paragraph 040 Reference ID: 61-040-20190315

³¹ PPG -Paragraph 032 Reference ID: 2a-032-20190722

³² Transport for Our Global Future, DoT, 2017, Executive Summary, p8

³³ England's Port Connectivity: the current picture – 9 regional case studies, p48, DoT, 2017

recognised by Government as a key component of the UK's global trading links and is therefore fundamental to the UK's economic prosperity. The Port of Liverpool is the largest port in the North West and the fourth largest port in England by tonnage, handling bulk and unitised cargo. River Mersey is the third busiest estuary in the UK with some 16,000 commercial shipping movements per annum.

6.23 In 2017, the Port of Liverpool handled 32.5million tonnes of cargo with the Manchester Ship Canal handling 6.8 million tonnes of cargo making it Britain's richest cargo-generating region outside London.

6.24 The economic importance of Peel Ports and its port network and infrastructure therefore cannot be understated. Its development needs therefore need to be carefully considered by plan making authorities across the North West including Warrington. The Case Making Document, supported by an up to date Freight Demand Study provided by MDST confirms the following:

- The Mersey Port network is the key gateway in the North West for the transshipment of cargo and freight traffic.
- A review of waterborne freight markets confirms that actual traffic growth and forecast demand for containerised traffic through the Port of Liverpool remains healthy and in line with growth expectations as envisaged in the original Mersey Ports Master Plan (2011) while allowing for the global recession and a Pandemic. Demand is expected to only increase through the Freeport initiative.
- There is a shortfall in land requirement to meet Port needs. Port Warrington is now central meet this need to facilitate a sustainable multi-modal port-logistics facility between the port of Liverpool, Port Warrington and Port Salford along the Manchester Ship Canal. Port Warrington provides the means to distribute deep sea and short sea containers inland from Irish Sea markets directly to the inland origins and destinations across North West England. In effect, Port Warrington can act as:
 - an inland port for the North West of England, providing the opportunity for short-sea and coastal shipping to distribute cargoes (bulk and general cargo traffics) directly into the heart of logistics activity in the North West using cost effective and environmentally sustainable waterborne freight transport; and
 - an inland extension of the Port of Liverpool for high value containerised cargoes, linked by a cost effective and sustainable container barge service between Gladstone Dock and Port Warrington.
- The inability of Peel Ports to successfully land and transact cargo across its Ports network could be significant resulting in the region's economic growth being constrained and tempered. The inability to land cargo will hamper the ability for operators within the region to be responsive to the opportunities flowing from the growth in freight tonnage; and as consequence, growth opportunities are now being lost to other ports around the UK.

- There are no sites either within the ownership of Peel Ports or elsewhere which can accommodate the port need identified.

6.25 In light of this evidence, there is clear market demand for the type of facilities which are proposed at the expanded Port Warrington (and WCP) in order to meet the specific needs of the Port of Liverpool and Peel Ports. It is required in order for anticipated port growth, activity and demand is not constrained and economic growth stymied. There are clearly no alternatives in meeting this demand elsewhere, either regionally or locally. The proposed allocations in the draft Plan seek to meet generic B8 needs at a strategic/local level. They do not constitute a reasonable alternative to landing, handling and processing cargo at Port Warrington and its associated WCP. The draft Plan therefore fails to take advantage of existing fixed port infrastructure in the borough and is absent in respect of meeting an clear identified need for the port network to expand to accommodate identified growth in port freight demand. This is a clearly inconsistent with national planning policy and is unsound.

6.26 Moreover, the significant locational advantages and its infrastructure which Port Warrington offers, notably its potential to take advantage of its multi-modal transport options, provides a significant opportunity to introduce a new piece of multi-modal port infrastructure in the centre of the north west with large population centres in close proximity. Its rail connection enables the Port further decarbonise its freight flows by reducing the volume of goods leaving and arriving at the port via road. The MDST report confirms that:

- Port Warrington would be able to enjoy a direct connection to the West Coast Main Line and would not encounter any constraints to the operation of the site from a rail connectivity point of view. Port Warrington would be able to handle the most efficient combination of containers and wagons and accommodate the longest intermodal trains that operate on the British rail network. Initial capacity assessments and timetabling indicate that Port Warrington could be served by one freight path per hour per direction which would make it a commercially attractive proposition for occupiers who are looking to adopt and/or expand rail freight connectivity into their supply chain distribution network.
- The estimated environmental benefits from the proposals through providing a tri-modal capability and removing approximately HGVs from the national highways network are significant, with an estimated 63,000 HGVs per annum removed from the national highway network which would equate to a reduction in Greenhouse Gas emissions from these HGVs of about 30,345 tonnes per annum³⁴.

6.27 An multi-modal potential of an expanded Port Warrington and WCP provides a significant opportunity to take advantage of the infrastructure which Port Warrington offers to introduce a modern multi-modal port infrastructure facility enabling the Port further decarbonise its freight flows by reducing the volume of goods leaving and arriving at the port via road.

³⁴ Based on 2.511 kg of CO₂e per litre of diesel and fuel consumption for an articulated HGV of 2.83 km/litre.

6.28 This ability cannot be achieved anywhere else in Warrington, including the proposed allocations at Fiddlers Ferry and South Warrington.

Port Warrington and WCP – Site Suitability and Deliverability

6.29 The draft Plan and its associated evidence base³⁵ asserts (with little evidence) specific concerns about the impact an expanded Port Warrington and WCP. These are namely:

- The perceived ecological impact due to the loss of part of Moore Nature Reserve and
- The potential traffic impact anticipated from any expanded Port Warrington would have on the Western Link and the achievability of site access.

6.30 These matters are fully addressed in the supporting documents which support these representations.

Ecological Impacts

6.31 A full assessment of the ecological impacts of an expanded Port Warrington and WCP has been undertaken and is summarised in the Case Making Document (Chapter 11). The assessment has been informed by a wide range of baseline survey including:

- Ecological Assessment including:
 - Desk study;
 - Extended phase 1 habitat survey;
 - Natural Vegetation Classification (NVC) surveys of semi-natural broadleaved woodland and grassland scrub;
 - Detailed arboricultural survey;
 - Preliminary bat roost assessment and desktop study;
 - Water vole and otter survey;
 - Incidental evidence of badger activity;
 - Breeding and wintering bird survey; and
 - Habitat Suitability Index (HSI) assessments for great crested newt breeding.
- Biodiversity Mitigation Strategy detailing the provision of mitigation and enhancement with respect to designated sites, protected species, priority habitats and future management.

³⁵ Development Options and Site Assessment Technical Report, WBC, 2021

- Landscape and Habitat Management Plan which provides a framework for long term landscape and habitat management and maintenance of the open spaces associated with the proposals;
- Biodiversity Net Gain Assessment which considers the biodiversity impact for the proposals; and
- Habitats Regulation Assessment which sets out measures to ensure the construction and operation of the development will not adversely affect the birds and habitats associated with nearby European Nature conservation sites.

6.32 The unique and fixed location of Port Warrington and its necessary expansion means that ecological impacts cannot be avoided by locating the development elsewhere. The development proposals will result in habitat loss of approximately 44ha in respect of the expanded Port Warrington (including loss of part of Moore Nature Reserve) and 33ha of habitats in respect of the WCP. The loss of existing habitat is to be adequately mitigated through significant habitat creation including the delivery of green infrastructure on site, the creation and long term management of a new 136ha country park and through enhancement of retained section of the existing Moore Nature Reserve (46ha). A range of site opportunities have been identified, close to Port Warrington and along the Mersey Estuary where wetland, woodland and grassland creation and grassland enhancement can be undertaken which would enable at least a 10% net gain to be achieved.

6.33 It is considered that the detailed evidence base shows that an expanded Port Warrington and WCP can be mitigated in accordance with national planning policy.

The Warrington Western Link (WLL)

6.34 The WLL is proposed to run to the south and west of Warrington town centre between A56 Chester Road and A57 Sankey Way. It is understood that the Council is preparing a planning application for the WLL and this may change some of the details of the above albeit it remains as a route connecting A56 with A57. The scheme includes (starting from its southern end):-

- A large traffic signal controlled roundabout junction with A56 Chester Road.
- A high-level crossing of the Manchester Ship Canal.
- A road under the West Coast Mainline railway and Walton Viaduct.
- Provision of junctions along the WLL potentially providing connections to the north and south for development at Warrington Waterfront.
- A bridge over the River Mersey, adjacent to the existing crossing at Forrest Way.
- Bridges over the Fiddler's Ferry railway line, Sankey Brook, Liverpool Road and the St Helens Canal.
- A large traffic signal controlled cross-roads junction with A57 Sankey Way and Cromwell Avenue.

6.35 The Council submitted an Outline Business Case (OBC) to the Department for Transport in December 2017 as a bid for construction funding via the DfT's Large Local Major Schemes programme. The bid document identified a total cost of c.£213 million with a 33% local authority contribution. The OBC identifies that the scheme has a Benefit Cost Ratio (BCR) of 2.24, indicating that the scheme represents high value for money. DfT conditional funding for the WWL was confirmed in April 2019, providing around two-thirds of the scheme's cost, and this offer was accepted by the Council's Cabinet in July 2019.

6.36 The WLL is considered as being a significant infrastructure cornerstone of the draft Plan. Indeed the relationship between the WLL and an expanded Port Warrington and WCP was recognised in the previous version of the Plan clearly stated that the WWLR:

"...will enable the development of the Waterfront areas, including Port Warrington. Through reducing traffic levels on the existing road network, it will facilitate the development of the South West extension and a greater level of development within the Town Centre and across Inner Warrington³⁶."

6.37 This relationship between the WWL and Port Warrington was also extensively embedded into the Outline Business Case (OBC) documentation submitted to DfT to secure (conditional) funding for c.two-thirds of the scheme's cost. The Executive Summary of the Council's OBC notes:

"Western Link seeks to address a range of transport issues within the town of Warrington including congestion at key junctions and resilience at times of severe network stress. The scheme also has the opportunity to act as a catalyst for development by delivering access to the Warrington Waterfront development and unlocking land immediately south-west of the town centre."

6.38 Part C of the Executive Summary sets objectives including:

"Unlock key development land to support the growth aspirations of 'Warrington Means Business' and the Warrington Local Plan

Deliver access to the next phase of the Warrington Waterfront Masterplan.

Deliver improved access to Port Warrington.

Deliver access and capacity to support new housing developments.

Deliver access and capacity to support the development of employment land."

and summarises the benefits associated with the WWL:

"Deliver access to the Waterfront development and help revitalise Warrington's riverside environment into an exciting destination for new residential housing, employment and recreational space.

³⁶ Page 27, 2019 Submission Local Plan

Deliver access to the Port of Warrington intra-modal freight facility.

The Link Road could help unlock housing and employment sites in south-west Warrington, as associated with the Warrington 2017 draft local plan.”

- 6.39 Thus the exclusion of Port Warrington and the WCP as a draft allocation in the current draft Plan means that the WWL will not achieve one of its key objectives and benefits.

Impacts on the WLL

- 6.40 The Council point to evidence, prepared by Mott Macdonald, which asserts that an expanded Port Warrington and the WCP would have an adverse traffic impact on the proposed WWLR, namely:
- Trips generated from Port Warrington and WCP are likely to push traffic back into the town centre and inner Warrington, offsetting one of the key intended benefits of the Western Link in reducing congestion in these areas and freeing up substantial brownfield development capacity; and
 - To mitigate the impact on the Western Link, it is likely that significant additional capacity will need to be provided at the junctions of the Western Link and the A57 and the A56. The scale of improvements required to these junctions is likely to raise significant engineering, deliverability and viability issues.
- 6.41 On behalf of Peel, i-Transport have appraised the Mott MacDonald evidence (appendix 1). The rebuttal confirms the following:
- No clarity is provided on the development scenarios tested and the details of sites within them and this must be provided by the Council.
 - The trip generation forecasts adopted for PW are too high and these result in greater impacts on the WWL terminal junctions than would otherwise be the case.
 - There are options to improve the A56 WWL junction which would be deliverable and viable. It is therefore concluded that, contrary to the Council’s position, the proposals will not significantly impact on the WWL at this location.
 - The additional traffic flows at the A57/WWL terminal junction have a modest impact and these are not severe within the meaning of the NPPF. There has been no attempt to assess improvements which, given the modest impacts, would likely be small-scale and not significant.
 - Mott Macdonald’s concerns regarding additional traffic generation in and around the town centre are unfounded and not significant. They do not indicate a severe impact within the meaning of the NPPF.
 - Our own traffic assessments conclude that there is some potential to serve initial phases of an expanded Port Warrington and the WCP from the existing road network without resulting in severe traffic impacts. This could allow

development (estimated as being up to 50%) to progress before the WWL is opened to traffic.

- 6.42 The rebuttal evidence prepared by i-Transport conform that the Council's conclusions that both Port Warrington and WCP would have adverse impact on WWL are not justified by detailed evidence and, as demonstrated above, are unfounded. As has been previously confirmed by the Council via the previous version of the draft Plan, the proposals are both achievable and deliverable.

Delivering the Warrington Western Link

- 6.43 The draft Plan is substantially reliant on the delivery of the Western Link to unlock development capacity in the town centre and at Warrington Waterfront.
- 6.44 The 2019 version proposed that the Port Warrington and WCP as proposed for allocation at the time, would be one of three allocations which would make a contribution towards the delivery of the Western Link in order to help meet a £70m funding shortfall. This was a key component of the delivery strategy for the link road. Two of these allocations, Port Warrington and the SWUE, are now no longer proposed in the draft Plan with the only remaining site which is identified as making a contribution to the Western Link being the Warrington Waterfront residential proposal (providing an estimated 1,070 dwellings over the plan period and representing a small proportion of the overall plan requirement). It is noted that the Council's viability appraisal reports that development at the Waterfront is unviable and so its ability to contribute to the Western Link is, at best, in doubt.
- 6.45 The Council settled on a strategy of developer contributions as part of its plan to deliver the Western Link and identified this as an appropriate means by which this would be achieved having considered other options. The Council is now closing of a critical funding stream in no longer proposing the allocation of Port Warrington and SWUE. It fails to recognise this particular benefit of these sites – in having a direct relationship with the SWUE and therefore justified in making a contribution to it – in the appraisal of development options and its conclusions regarding the merits of these site options relative to others. That represents a clear deficiency in the evidence base which does not provide a justified basis to underpin the options selected as a result. In short the selected option is unsound on this basis.

Exceptional Circumstances

- 6.46 The Case Making Document presents the overarching exceptional case for an expanded Port Warrington and WCP after considering in detail:
- The specialist justification and business case (section 5 and 6)
 - The economic and environmental benefits (section 9) that would flow from development; and
 - The impacts on the Green Belt (section 10) and environmental and other impacts (section 11)

- 6.47 The Case Making Document confirms that, taken together and full recognition of the impacts of the proposals including on the Green Belt, the following comprise compelling exceptional circumstances:
- The unique and strategic economic opportunity presented at Port Warrington to facilitate the growth and regeneration of Warrington and the wider region;
 - The drivers of growth derived from increased port activity, including that arising from Liverpool2 and the resultant demand in further port development land to serve this demand;
 - The significant economic benefits that the expansion of Port Warrington and the WCP would deliver over the Plan Period including job creation;
 - The acute absence of sites capable of meeting port growth and meeting this need sustainably through multi-modal means;
 - New employment space (WCP) uniquely positioned close to an expanded Port Warrington but also in close proximity to Warrington Town Centre offering a unique development proposition that is important to delivering a successful expansion of the Port and which can assist in meeting the quantitative and qualitative employment land requirements in the borough across the plan period; and
 - The enhancement of a new Country Park which is to be of a scale, quality and range of activity which will result in the delivery of one of the largest country recreational and ecological parks in the North West and of sub-regional importance alongside the long management of the retained Moore Nature Reserve.
- 6.48 These are very weighty considerations which in combination, outweigh and justify the identified impact on the purposes of Green Belt and other identified harm arising from the proposed release of land for development necessary to achieve the optimal expansion of Port Warrington along with the WCP. It is therefore considered that the amendments to the Green Belt are justified and able to ensure that an appropriate balance is struck between sustainable economic growth whilst safeguarding its natural and built environment. Exceptional circumstances are proven.

Safeguarded Land

- 6.49 It is clear from these representations that Peel consider the additional Port infrastructure and development is needed at Port Warrington and is needed during this Plan period. However, in considering a sound Plan, and given the points that have been raised concerning the insufficiency and flexibility of the Plan in terms of employment supply, there is also a need to consider the Plan's approach to safeguarding.

6.50 National planning policy requires plans which are undertaking Green Belt alterations to consider and “where necessary” make provision for safeguarded land to meet longer term development needs³⁷.

6.51 In respect of employment needs, the previous version of the Local Plan sought to rely upon the expectation that Fiddlers Ferry would likely to be decommissioned during the plan period and that this effectively be utilised as a significant windfall for future employment needs beyond the plan period:

“The Council recognises the potential of Fiddlers Ferry Power Station to contribute to meeting future employment needs with the likelihood that the power station will be decommissioned during the Plan period. Given the uncertainties over the timing of decommissioning and the requirements for extensive site remediation, Fiddlers Ferry has not been included in the Plan’s identified employment land supply at this stage. It will however contribute to meeting Warrington’s longer term employment needs meaning that it is not necessary to consider safeguarding additional land for employment needs beyond the Plan period.”³⁸

6.52 The current draft Local Plan adopts an alternative strategy³⁹:

- It allocates Fiddlers Ferry (101.0ha gross) for a mix of industrial and distribution uses
- Overall employment supply identified is marginally below the need (316.26ha) but the Council considers that there is a strong likelihood the balance of employment land need will be met from windfall sites in locations such as Appleton Thorn, Warrington Town Centre and the wider urban area, meeting ongoing needs during, and after the Plan period. It also refers to the western extension of Omega (now approved by SoS) could make a further contribution to meeting Warrington’s employment lands over and above the 31.22 ha already agreed through the ‘Duty to Cooperate’ with St Helens Council.
- It acknowledges that there are additional potential sites (such as Port Warrington and Warrington Commercial Park) but cite a number of constraints to their suitability/deliverability. As such, the draft Plan does not identify allocations that would come forward later in the Plan period or provides safeguarded sites.
- Instead, the draft Plan states that:

“The Council is however committed to undertaking a review into Warrington’s employment land needs before the end of the Plan period to ensure the long term supply of employment land. At this stage, it is likely that key infrastructure improvements, including the Western Link and motorway junction improvements,

³⁷ NPPF paragraph 143(c)

³⁸ Paragraph 3.3.29 Proposed Submission Version Local Plan 2019

³⁹ See paragraphs 3.3.25-26 and 4.2.19-4.4.22 Updated Proposed Submission Version Local Plan

will have been delivered and the impacts of any further required employment allocations can be fully appraised.⁴⁰

- 6.53 Peel consider the proposed approach to planning for future development needs is ineffective, unjustified and unsound. The previous version the Plan clearly acknowledged that the prospect of Fiddlers Ferry becoming available for redevelopment would assist in meeting future longer term employment needs such to the extent that safeguarding additional land for employment beyond the Plan period was not required. However, the current draft Plan undertakes no considered assessment of longer term needs and makes no provision whatsoever of the need for safeguarded land for employment purposes. There is no justification contained within the Plan or its evidence base which explains the approach which has been adopted.
- 6.54 The current proposed approach to a review of employment land needs is wholly inadequate; it is not referenced in any formal policy, just in terms of supporting text. Local Policy M1 (Monitoring Framework) is silent on the commitment and any mechanism to trigger/facilitate the review. As a result, the 'commitment' is weak and not supported by a clear monitoring framework (Appendix 2). As a result, the commitment is ineffective and therefore unsound.
- 6.55 It is quite clear that needs for employment development will continue beyond the Plan period at least at the current rates and Green Belt boundaries will come under development pressure during the Plan period. For the Plan to effectively make no provision to meet these needs is unjustified. It makes it inevitable that Green Belt boundaries will need to be reviewed at the end of the Plan period if not before⁴¹.
- 6.56 To rectify soundness, the draft Plan should undertake an objective assessment of the need for safeguarded land having regards to potential ongoing development needs. It should identify and allocate suitable safeguarded sites subject to policy protection that makes clear the circumstances in which they could be brought forward for development. Peel consider that the draft Plan should make provision to meet employment needs for a period of at least five years beyond the Plan period.

⁴⁰ Paragraph 4.2.22, Updated Proposed Submission Version Local Plan

⁴¹ Contrary to NPPF paragraph 143c) and e)

7. Modifications Requested

7.1 In light of the foregoing, the draft Local Plan should be modified in the following ways:

- (1) In order to provide more flexibility and choice in supply and to meet the specific need for growth at the Port, relevant policies⁴² of the draft Plan should be amended and the land-use allocations for Port Warrington and WCP be reinstated.

A proposed redrafting of policy MD1 is provided in Appendix 2 of this paper. Minor consequential amendments should be made to policy MD4 and GB1.

Whilst the approach set out in (1) is strongly Peel's preference, an alternative policy approach would be to safeguard Port Warrington and WCP to meet future development needs beyond the Plan period but also support their development during this Plan period through a criteria based policy which would determine the need for the proposals.

A proposed modification to policy MD4 is provided below:

Port Warrington and WCP

Port Warrington will meet an identified need for an extended state of the art Port Facility, enabling Warrington to take advantage of the increased use of the Manchester Ship Canal for freight linked to investments at the Port of Liverpool and opportunities for port related manufacturing and port centric logistics and distribution. It will support the ability of Peel Ports to handle, transact and process cargo against growing freight demand and will attract businesses to Warrington who will benefit from a port-side location and create a large number of jobs for Warrington residents. Its location provides a unique opportunity in the longer term to connect the Ship Canal to the rail network as well as the strategic road network, providing a more sustainable transport solution than traditional road to road freight distribution.

Located between the Port and new residential community, the Warrington Commercial Park (WCP), functionally connected and an integral part of meet Port growth, will provide a range of flexible employment space. It will also provide space for small and medium sized enterprises looking to establish and grow their business close to Warrington Town Centre.

Land to facilitate the expansion of Port Warrington and the WCP defined on the Policies Map will be safeguarded for development and protected from development. However in order to ensure this infrastructure is provided at the right time and to ensure there is sufficient flexibility to respond to changing circumstances, the delivery of the an expanded Port Warrington and WCP

⁴² Policies MD4 (Economic Growth and Development), MD1 (Warrington Waterfront) and GB 1 (Green Belt)

would be supported to come forward during this plan period should it be satisfactory demonstrated to the Council that:

- *There is a proven for the development to come forward during this plan period*
- *There is an agreed mitigation strategy for the loss of part of Moore Nature Reserve in accordance with national policy*
- *There is no significant adverse effects on any European site of International Importance for nature conservation including the Mersey Estuary Special Protection Area/Ramsar site*
- *Suitable access to both the expanded Port and the WCP can be achieved and that the proposals would not have an severe impact on traffic movements in the area; and*
- *A programme is agreed for the implementation of on-site infrastructure including the potential additional berth or rail infrastructure*

Where the release of the safeguarded land can be justified, this will be done through a review of this Plan or through the preparation of a local planning authority's local plan.

- (2) The draft Plan should undertake an objective assessment of the need for safeguarding land having regard to potential on-going development needs. It should identify and allocate suitable safeguarded sites subject to policy protection that makes clear the circumstances in which it could be brought forward for development.

In making provision for safeguarded land to meet employment needs, it should be for a minimum of five years beyond the Plan period.

Appendix 1: Technical Note by i-Transport



Warrington Borough Council Local Plan
Port Warrington
Transport Appraisal
Client: Peel L&P Holdings (UK) Limited & Peel
Ports Group Limited

i-Transport Ref: SEE/JO/dc/ITM13269-002D R

Date: 15 November 2021

Warrington Borough Council Local Plan
Port Warrington

Transport Appraisal

Client: Peel L&P Holdings (UK) Limited & Peel
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Date: 15 November 2021



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Quality Management

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Contents

SECTION 1	Introduction	1
1.1	Warrington Local Plan Review	1
1.2	Peel's Land Interests	2
1.3	Report Structure	3
1.4	Conclusions	3
SECTION 2	Background	5
2.1	Overview	5
2.2	Transport Policy Context	5
2.3	2019 Proposed Submission Version Local Plan	12
2.4	Warrington Western Link	14
SECTION 3	Proposed Development	17
3.1	Site Location	17
3.2	Warrington Waterfront	18
3.3	Site Traffic Flows	19
SECTION 4	Sustainability and Accessibility	26
4.1	Overview	26
4.2	Active Travel Strategy	27
4.3	Public Transport Strategy	29
4.4	Promoting Sustainable Travel Choices	33
4.5	Conclusions	36
SECTION 5	Site Access Arrangements	37
5.1	Overview	37
5.2	Access off the Warrington Western Link	37
5.3	Short Term Access Option	39
5.4	Conclusions	39
SECTION 6	Traffic Impacts	40
6.1	Overview	40
6.2	Development Traffic Flows	40
6.3	Initial Phases of Development	41
6.4	Longer Term Off-Site Traffic Impacts	46
SECTION 7	Conclusions	51

Appendices

APPENDIX A.	Warrington Western Link
APPENDIX B.	Site Location Plan
APPENDIX C.	Port Warrington and Arpley Meadows Masterplan
APPENDIX D.	Existing Routes to Port Warrington
APPENDIX E.	Warrington Cycle Map
APPENDIX F.	Existing Bus Routes
APPENDIX G.	Site Access Arrangement
APPENDIX H.	Development Traffic Flows
APPENDIX I.	2018 Observed Traffic Flows

SECTION 1 Introduction

1.1 Warrington Local Plan Review

- 1.1.1 Warrington Borough Council (WBC) has recently consulted on its Updated Proposed Submission Version Local Plan (UPSVP) which will guide development in the Borough to 2038.
- 1.1.2 WBC's consultation document of September 2021 sets out how the UPSVP was developed, including the work undertaken to develop its Spatial Strategy which has emerged following the 'call for sites' and large number of representations made to previous Local Plan consultations. The UPSVP identifies main development areas within the urban area and; further development is planned within Warrington's outlying settlements.
- 1.1.3 The Local Plan key diagram, identifying the main areas proposed for development, is included as Figure 3 of the UPSVP.
- 1.1.4 The Council is also proposing to deliver a major new road scheme, the Warrington Western Link (WWL) and conditional funding for around two-thirds of the scheme cost has been approved by the Department for Transport (DfT). The WWL will provide a new road connection to the south-west of Warrington, linking the A56/A5060 Chester Road with the A57 at Great Sankey. The scheme is designed to achieve several objectives that include providing congestion relief to the town centre and enabling the development of land that is currently poorly served by road infrastructure, including Port Warrington as set out in the objectives of the Council's Outline Business Case (OBC) that was used to secure DfT funding. Further details of the WWL are set out in Section 2.0.
- 1.1.5 The 2019 PSVP included Port Warrington and Warrington Commercial Park (together abbreviated as PW in this report) as a draft allocation via Policy MD1. This followed a fundamental review of the evidence base and an assessment of the transport implications of the Local Plan using the Council's Multi-Modal Transport Model. The Council confirmed in 2019 that sufficient detailed work had been undertaken to demonstrate that the PSVP, which included PW, can be delivered including assessing the infrastructure required to support growth.
- 1.1.6 Paragraph 3.3.28 of the 2019 PSVP states:

“The Western Link will provide a new road connection between the A56 Chester Road and the A57 Sankey Way, crossing the Manchester Ship Canal, the West Coast Mainline and the River Mersey, making a significant contribution to addressing congestion within Warrington. It will enable the development of the Waterfront area, including Port Warrington. Through reducing traffic levels on the existing road network, it will facilitate the development of the South West extension and a greater level of development within the Town Centre and across Inner Warrington”.

- 1.1.7 The Council has now changed its position in relation to PW, now not proposing it as a draft allocation (partly) on the basis that it allegedly would have adverse impacts on the Warrington Western Link (WWL).
- 1.1.8 The Council’s rationale is set out in their report to Cabinet of 13 September 2021 and repeated in the 2021 UPSVLP and Appendix 6 of the Development Options and Site Assessment Technical Report (September 2021). These appear to be based on a technical note produced by Mott MacDonald for WBC.
- 1.1.9 The concerns of the Council have been addressed in separate submissions to the 2021 UPSVLP consultation. These conclude that development at PW will not result in severe impacts on the WWL. Where relevant, the matters addressed in separate submissions are summarised in this report.

1.2 Peel’s Land Interests

- 1.2.1 This transport appraisal has been prepared on behalf of joint clients Peel Land and Property Holdings (UK) Ltd (hereafter “Peel L&P”) and Peel Ports Group Ltd (hereafter “Peel Ports”). For simplicity, these representations largely hereafter refer to “Peel” as meaning either or both companies.
- 1.2.2 Peel L&P and Peel Ports have a number of interests in Warrington Borough including at Port Warrington, Warrington Commercial Park and Arpley Meadows County Park which were identified as draft allocations in the 2019 PSVLP as noted above. Masterplanning identifies that these areas are capable of delivering c.3.1m sqft of employment, largely port related, development as well as a new country park.
- 1.2.3 The main representations prepared by Turley explain the full benefits of development at Port Warrington, Warrington Commercial Park and Arpley Meadows Country Park as part of Warrington Waterfront, and justify the rationale for the allocation of the site in the 2021 UPSVLP

which will form a sustainable development that can provide a multi-modal port facility within Warrington.

1.3 Report Structure

1.3.1 This transport appraisal considers the transport and highways related aspects of the development proposals at Port Warrington, Warrington Commercial Park and Arpley Meadows Country Park, demonstrating that these are sustainable and deliverable and there is no justification, on transport grounds, for not allocating the site in the 2021 UPSVLP. The development at Port Warrington would be an important contributor to the funding of a key piece of transport infrastructure, Warrington Western Link.

1.3.2 The background to the consideration of the site by WBC and the overall policy position, focussing on transport, is set out in Section 2.0. This includes consideration of the 2019 PSVLP and 2021 UPSVLP and a summary of the proposed Western Link Road. Section 3.0 explains the development proposals and sets out their traffic generation. The key transport related 'tests' set out in paragraphs 110 and 111 of the National Planning Policy Framework (NPPF) are then considered: Section 4.0 shows that the site will be accessible and sustainable and that the opportunities for using sustainable transport modes will be taken up; Section 5.0 explains how safe and suitable access will be provided to the site; and Section 6.0 outlines the off-site traffic impacts of the proposals.

1.4 Conclusions

1.4.1 A summary of the overall conclusions is presented at Section 7.0. The key conclusions of this appraisal are:

- i The Warrington Waterfront area as a whole can include a mix of uses enabling travel to be made locally between homes and workplaces and to a range of local facilities and services by active travel modes. The site will therefore support and promote sustainable travel patterns and development.
- ii The Waterfront and Peel's land interests within it will meet the transport related objectives of the Council's UPSVLP. The development of the site will therefore fully accord with the NPPF objective related to sustainable travel, with many opportunities for such modes to be taken up.

- iii A new strategic high quality and high capacity highway access to the Waterfront sites can be provided by the provision of the Warrington Western Link. The rationale for this scheme is partly to open-up development areas at the Waterfront including PW and the scheme is capable of accommodating the traffic movements generated by PW.
- iv It is therefore also concluded that satisfactory access can be provided in accordance with the NPPF.
- v The Warrington Western Link will also provide significant additional capacity in the central Warrington road network and its objectives provided to DfT to secure conditional funding noted that it would provide access to PW. WBC undertook traffic modelling as part of the 2019 PSVLP to demonstrate that the traffic flows generated by PW and the Waterfront, as well as the remainder of the 2019 PSVLP development, could be accommodated on the surrounding highway network.
- vi The Council's concerns related to the impacts of PW on the WWL are unfounded and PW will not have severe impacts on the WWL within the meaning of the NPPF.
- vii The residual cumulative traffic impacts of development at PW will not be severe and therefore, in accordance with NPPF, development should not be prevented on transport grounds.

1.4.2 Overall, it is therefore concluded that this assessment confirms that Peel's land interests at Port Warrington, Warrington Commercial Park and Arpley Meadows Country Park are suitable for allocation in the Council's Local Plan and will form a sustainable development that can provide a multi-modal port facility within Warrington.

SECTION 2 Background

2.1 Overview

2.1.1 Background to the consideration of Peel's land interests and the development proposals at Warrington Waterfront is provided below including:-

- The transport policy context;
- 2019 PSVLP policy and commentary regarding the site; and
- The Western Link Road.

2.2 Transport Policy Context

2.2.1 This section considers both national and local policy related to transport and, in particular, how this frames the consideration of development proposals.

National Planning Policy Framework (NPPF)

2.2.2 Paragraph 11 of the NPPF sets out the presumption in favour of sustainable development noting that plan-making should positively seek opportunities to meet the development needs of an area.

2.2.3 The specific transport policies of the Framework are contained within its Part 9. Paragraph 110 sets out the key 'tests' for the consideration of the transport aspects of development proposals, stating that:

"In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- ***appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;***
- ***safe and suitable access to the site can be achieved for all users;***
- ***the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and National Model Design Code; and***
- ***any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree."***

2.2.4 Paragraph 111 goes on to confirm:

“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”

2.2.5 Details of the sustainability of the site, access and traffic impacts are set out in Sections 4.0, 5.0 and 6.0 respectively.

2.2.6 Paragraph 104 sets out the principal transport matters that should be considered during the preparation of Local Plans:-

“Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a ***the potential impacts of development on transport networks can be addressed;***
- b ***opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;***
- c ***opportunities to promote walking, cycling and public transport use are identified and pursued;***
- d ***the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and***
- e ***patterns of movement, streets, parking and other transport consideration are integral to the design of schemes, and contribute to making high quality places.”***

2.2.7 Paragraph 105 goes on to note:

“The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision making.”

2.2.8 Paragraph 106 notes that planning policies should, amongst others:

“a. support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities;

c. identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development;

d. provide for high quality walking and cycling networks and supporting facilities such as cycle parking (drawing on Local Cycling and Walking Infrastructure Plans);

e. provide for any large scale transport facilities that need to be located in the area (including ports), and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy.”

2.2.9 A mix of uses will be provided at Warrington Waterfront as explained in Section 3.0 below, with these along with improvements to walking, cycling and public transport infrastructure contributing to sustainable travel patterns as set out at Section 4.0. The relationship of Peel’s land interests to the WWL is considered throughout this appraisal, cognisant of paragraph 106 of the Framework.

2.2.10 In terms of employment related development, the NPPF at paragraph 82 notes:-

“Planning policies should:

- Set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local polices for economic development and regeneration;***
- Set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;***
- Seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and***
- be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances.”***

2.2.11 Paragraph 83 of the Framework states that planning policies and decisions should recognise and address the specific locational requirements of different sectors including for storage and distribution operations at a variety of scales and in suitably accessible locations.

2.2.12 Planning Practice Guidance (PPG) sets out further guidance on how the policies in the Framework should be applied and this has been considered in the preparation of this transport appraisal.

National Policy Statement for Ports

2.2.13 The NPS for Ports sets out the Government's conclusions on the need for new port infrastructure and the issues to be addressed to ensure that port development is sustainable. It provides policy support for port developments that are accessible by both road and rail.

2.2.14 The NPS for Ports, at its paragraph 5.4.1, notes that:

"Goods enter and leave the port by various combinations of road, rail and water transport (and in some cases by pipeline). The balance of modes used can have a variety of impacts on the surrounding road, rail and water infrastructure and consequently on the existing users of this infrastructure. Passengers and employees of ports and port-related businesses use both public and private transport, mainly road, and their travel can also affect congestion on connecting networks."

And paragraph 5.4.2 goes on to state

"The most significant of these impacts, in the case of unitised traffic, is likely to be on the surrounding road infrastructure. The impact from increased traffic would, unless mitigating measures are taken, be likely to be an increase in congestion. There are also environmental impacts of road transport as compared with rail and water transport in terms of noise and emissions."

2.2.15 The NPS identifies that transport assessments and travel plans should be prepared for proposals and these will be addressed in detail if the draft allocation at Port Warrington is confirmed.

2.2.16 Potential mitigation measures are outlined in the NPS including those related to demand management, modal shares (encouraging water or rail transport rather than road), HGV parking, dealing with abnormal loads and making the port accessible for employees.

Warrington Updated Proposed Submission Version Local Plan (UPSVLP)

2.2.17 Warrington's Local Plan will provide the statutory planning framework for the Borough for the period 2021 to 2038. The Local Plan will replace the 2014 Local Plan Core Strategy.

2.2.18 The UPSVLP has a series of objectives that include:

"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."

2.2.19 Section 7 of the UPSVLP sets out policies related to objective W4 and these include:

“Policy INF1 – Sustainable Travel and Transport

To deliver the Council objectives of improving the safety and efficiency of the transport network, tackling congestion, removing carbon emissions and improving air quality, promoting sustainable transport options, reducing the need to travel by private car and encouraging healthy lifestyles, the Council will expect development to:

- 1 General Transport Principles:***
 - a Be located in sustainable and accessible locations, or in locations that can be made sustainable and accessible;***
 - b Ensure priority is given to walking, cycling and public transport within its design, and reducing the need to travel by private car;***
 - c Provide infrastructure for the charging of plug-in and other ultra-low emission vehicles, in line with the Council’s Parking Standards SPD (2015);***
 - d Support proposals that reduce the level of trips made by single occupancy cars;***
 - e Consider demand management measures including the effective allocation of road space in favour of public transport, pedestrians and cyclists;***
 - f 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;***
 - g 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;***
 - h 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;***
 - i Consider the impacts of the wider region’s Strategic Road Network and work with adjoining Local Planning Authorities and wider stakeholders to assess the impacts of the transport initiatives outside the Borough, where impacts have been identified and need to be mitigated; and***
 - j Consider how development can be futureproofed, through the provision of measures to support new and emerging technologies, such as Autonomous Vehicles.***
- 2 Improve Walking and Cycling Facilities (Active Travel) including:***
 - a Give a high priority to the needs and safety of pedestrians and cyclists in new developments, through the provision of high quality cycling and walking networks that seamlessly integrate with existing networks;***

- b *Improve way finding (including route signage);***
- c *Enhance and develop integrated networks of continuous, attractive and safe networks for walking and cycling including well designed and improved roads, Rights of Way and the Greenway Network (as shown on the adopted Policies Map). This should include appropriate segregation of users and high priority should be given to users at junctions. Where appropriate, the Council will consider the use of planning conditions or planning obligations to secure the required improvements;***
- d *Increase accessibility for all members' of society through improvements and the provision of new infrastructure to make the most of potential environmental, social and health benefits;***
- e *Give priority to routes linking residential areas (especially those in recognised areas of deprivation) with employment areas, transport interchanges and hubs, schools, Warrington Hospital and other local services and facilities;***
- f *Supporting the provision of new or improved routes between Warrington and surrounding local authority areas; and***
- g *Provide high quality secure and conveniently located bicycle parking facilities at new developments, at transport interchanges and hubs, the town centre and community facilities.***

3 *Improve Public Transport Including:*

- a *Secure improvements to public transport infrastructure and services (to include bus, rail, taxi and private hire) in partnership, where appropriate with operators and delivery partners;***
- b *Be located in areas with easy access to high quality regular public transport services, to ensure public transport is a viable and attractive option by integrating the development with existing public transport infrastructure and services;***
- c *Providing additional public transport infrastructure and services that are related in scale to the proposed development where existing facilities are not available or are in need of improvement or an appropriate subsidy to help mitigate the impacts of the proposed development;***
- d *Consider options to enhance Bus Priority at junctions and the provision of dedicated Bus lanes;***
- e *Support proposals for new public transport networks and services, such as future Mass Transit systems;***
- f *Support proposals for rail infrastructure and services and the provision of rail facilities appropriate; and***
- g *Engage in proposals for the delivery of High Speed Rail and Northern Powerhouse Rail.***

7 *Transport Assessments and Travel Plans*

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 which will address the following requirements:

- a That the proposed development will not result in an unacceptable impact on safety;**
- b That trips generated by the development can adequately be served by Warrington's Transport Network, including the Strategic Road Network;**
- c 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;**
- d Show how the Transport Assessment and associated Travel Plan have demonstrated how the proposed development will link into and enhance walking, cycling or public transport infrastructure;**
- e Propose how measures to facilitate and encourage the use of sustainable travel alternatives (such as walking, cycling or public transport use), have been incorporated into development; and**
- f Major 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."**

2.2.20 The various aspects of this policy are considered throughout this appraisal and are referenced, where appropriate, in Sections 4.0 – 6.0. They are broadly the same as those contained in the 2019 PSVLP which included PW as a draft allocation.

Warrington Fourth Local Transport Plan

2.2.21 This document sets out the Fourth Local Transport Plan (LTP) strategy for the until 2040. The vision and objectives of the plan are as follows:

"Vision

Warrington will be a thriving, attractive and well-connected place with popular, high quality walking, cycling, and public transport networks supporting our carbon-neutral future"

And

"Objectives-through LTP4 we will:

- Provide people with a choice about how they travel for each journey**
- Encourage a culture change that reduces the need for people to travel by car**

- **Improve access to the town centre for all sustainable modes**
- **Develop a resilient and efficient transport network that supports the town's growth**
- **Reduce traffic congestion**
- **Reduce both exhaust and non-exhaust emissions from transport**
- **Maintain and improve all transport infrastructure**
- **Encourage healthier lifestyles by increasing day-to-day activity**
- **Improve safety for all highway users**
- **Make Warrington a more disabled friendly place."**

2.2.22 The plan includes seven themes related to different aspects of transport and these are considered in this report: Active Travel, Public Transport, Smarter Choices and Cleaner Fuels (Section 4.0 – Sustainability and Accessibility); Safety and Security (Section 5.0 – Access); and Network Management (Section 6.0 – Traffic Impacts).

2.3 2019 Proposed Submission Version Local Plan

2.3.1 PW was included as a draft allocation in the 2019 PSVLP via Policy MD1 Warrington Waterfront (PW formed part of this). The supporting text to draft allocation MD1 noted that Warrington Waterfront, extending from the south west of the town centre to Manchester Ship Canal, would be developed as a new urban quarter of Warrington, taking advantage of its waterside setting. It would provide around 2,000 new homes and a major employment area, incorporating a multi-modal port facility at Port Warrington and a new commercial park.

2.3.2 It went on to note at its paragraph 10.1.4:

"Port Warrington will provide an opportunity for an extended state of the art Port Facility, enabling Warrington to take advantage of the increased use of the Manchester Ship Canal for freight linked to investments at the Port of Liverpool and opportunities for port related manufacturing and port centric logistics and distribution. It will attract businesses to Warrington who will benefit from a port-side location and create a large number of jobs for Warrington residents. Its location provides a unique opportunity in the longer term to connect the Ship Canal to the rail network as well as the strategic road network, providing a more sustainable transport solution than traditional road to road freight distribution."

and at 10.5.1:

“Located between the Port and new residential community, the New Business hub will provide a range of flexible employment space suitable for businesses with connection to the Port. It will also provide space for small and medium sized enterprises looking to establish and grow their business in Warrington.”

2.3.3 Related to transport, the supporting text stated at its paragraph 10.1.6:

“The Waterfront will be designed to support walking and cycling for local trips. It will benefit from the new Western Link and improved public transport to enable access between the Waterfront and the town centre, Bank Quay Railway station and onward to the wider Warrington area via the existing wider strategic highway and public transport network.”

2.3.4 Importantly, the 2019 PSVLP at its paragraph 10.1.15 considered the relationship between PW and the WWL:

“The Western Link provides the opportunity to open up the Waterfront area that is otherwise not accessible. It will enable higher density residential development within the existing urban area, thereby reducing the level of Green Belt land required to meeting Warrington’s housing need. It will also provide the required access to enable the expansion of Port Warrington and support the new business hub.”

2.3.5 Paragraphs 10.1.16 and 10.1.17 went on to consider the locational advantage of the Port, still relevant today to the 2021 UPSVLP:

“The principle of the expansion of Port Warrington has also been established in previous Local Plans. Port Warrington offers the unique locational advantage of being able to link the Manchester Ship Canal to the rail network as well as the strategic road network. This will enable a more sustainable long term solution to freight distribution.

“It is a national policy objective to increase the provision of port and multi-modal freight facilities and there is a particular need in the North West arising from Liverpool Super Port and the enhanced use of the Ship Canal. This need has been confirmed in the work underpinning the Super Port masterplan and the Council’s own Economic Development Needs Assessment (EDNA).”

2.3.6 The 2019 PSVLP included a commentary related to vehicular access at its paragraph 10.1.24:

“Vehicular access to the established Port Warrington operational area is regarded as substandard particularly for HGV Movements. Port Warrington is currently accessed by local roads through Moore Village which are unsuitable to support any significant expansion of the existing operation. In addition, many of the proposed residential areas within the allocation site are cut off by the river and railway. This means it is essential that development is coordinated with the delivery of the Western Link.”

2.3.7 The matters noted by the Council are equally as relevant today as they were in 2019. PW can provide significant benefits with WWL providing an opportunity to assist in realising these

benefits. Separate representations demonstrate how PW does not prejudice the operation of WWL.

2.4 Warrington Western Link

2.4.1 The WWL is proposed to run to the south and west of Warrington town centre between A56 Chester Road and A57 Sankey Way. The preferred route of the scheme (the Revised Red Route, taken from the OBC) is included in Appendix A. It is understood that the Council is preparing a planning application for the WWL and this may change some of the details of the above albeit it remains as a route connecting A56 with A57. Some details of the revised scheme are available and these are referenced where appropriate. The scheme includes (starting from its southern end):-

- A large traffic signal controlled roundabout junction with A56 Chester Road.
- A high-level crossing of the Manchester Ship Canal.
- A road under the West Coast Mainline railway and Walton Viaduct.
- Provision of junctions along the WWL potentially providing connections to the north and south for development at Warrington Waterfront.
- A bridge over the River Mersey, adjacent to the existing crossing at Forrest Way.
- Bridges over the Fiddler's Ferry railway line, Sankey Brook, Liverpool Road and the St Helens Canal.
- A large traffic signal controlled cross-roads junction with A57 Sankey Way and Cromwell Avenue.

2.4.2 The Council submitted an Outline Business Case (OBC) to the Department for Transport in December 2017 as a bid for construction funding via the DfT's Large Local Major Schemes programme. The bid document identified a total cost of c.£213 million with a 33% local authority contribution. The OBC identifies that the scheme has a Benefit Cost Ratio (BCR) of 2.24, indicating that the scheme represents high value for money. DfT conditional funding for the WWL was confirmed in April 2019, providing around two-thirds of the scheme's cost, and this offer was accepted by the Council's Cabinet in July 2019.

2.4.3 The Council's website includes an indicative timeline for the delivery of the scheme:

Table 2.1 WWL Indicative Delivery Programme

Milestone	Date
Submission of planning application	Late 2021
Planning decision	Early 2022
Outcome of Public Inquiry	Mid 2022
Full Business Case submission	Late 2022
Start of construction	Early 2023
Project close out and evaluation	Mid 2026 to Mid 2027

2.4.4 Further details of the WWL are considered in Sections 5.0 and 6.0 of this appraisal in terms of how it influences access to the site and in matters related to traffic impacts.

2.4.5 Of more general note, Peel Ports has had a long-standing 'relationship' with the WWL. The road crosses the Manchester Ship Canal and River Mersey. Peel Ports has a role as the Statutory Harbour Authority for both the MSC (Manchester Ship Canal Company) and the River Mersey (Mersey Docks and Harbour Company), with responsibility for marine, engineering and property matters affecting the two proposed crossings. Peel Ports considers there will likely be a requirement for a 'Protective Provisions' Agreement to be put in place between Warrington Borough Council and MSCC and MDHC.

2.4.6 Similarly, the Council has recognised the relationship between WWL and PW, not only in the 2019 PSVLP as quoted above but also in the OBC documentation submitted to DfT to secure (conditional) funding for c.two-thirds of the scheme's cost.

2.4.7 The Executive Summary of the Council's OBC notes:

"Western Link seeks to address a range of transport issues within the town of Warrington including congestion at key junctions and resilience at times of severe network stress. The scheme also has the opportunity to act as a catalyst for development by delivering access to the Warrington Waterfront development and unlocking land immediately south-west of the town centre."

2.4.8 Part C of the Executive Summary sets objectives including:

"Unlock key development land to support the growth aspirations of 'Warrington Means Business' and the Warrington Local Plan

- ***Deliver access to the next phase of the Warrington Waterfront Masterplan.***
- ***Deliver improved access to Port Warrington.***

- ***Deliver access and capacity to support new housing developments.***
- ***Deliver access and capacity to support the development of employment land.”***

and summarises the benefits associated with the WWL:

- ***“Deliver access to the Waterfront development and help revitalise Warrington’s riverside environment into an exciting destination for new residential housing, employment and recreational space.***
- ***Deliver access to the Port of Warrington intra-modal freight facility.***
- ***The Link Road could help unlock housing and employment sites in south-west Warrington, as associated with the Warrington 2017 draft local plan.”***

2.4.9 Thus the exclusion of PW as a draft allocation in the 2021 UPSVLP means that the WWL will not achieve one of its key objectives and benefits.

SECTION 3 Proposed Development

3.1 Site Location

3.1.1 Warrington Waterfront, of which PW should form part, is located to the south-west of the city centre, straddling the River Mersey and located north of the Manchester Ship Canal. Parts of the Waterfront are adjacent to the city centre, to the west of the West Coast Main Line railway and also close to Warrington Bank Quay railway station. The Waterfront covers a large area and at its furthest point it is c.5km from the centre of Warrington 'as the crow flies'.

3.1.2 As noted above, Peel controls three specific large parcels of land within the Waterfront area:-

- i Port Warrington, at the south-western end of the Waterfront (at the existing port which will be extended).
- ii Warrington Commercial Park located centrally within the Waterfront and adjacent to the proposed route of the WWL. (In various documents this area is considered as part of the overall expansion of Port Warrington).
- iii At Arpley Meadows, covering a large part of the western side of the Waterfront and located at and around the Arpley land-fill site.

3.1.3 The location of Peel's land interests within the Waterfront and the overall location of the large development area are shown on the plan at Appendix B.

3.1.4 The existing access to Port Warrington is via A56 and then Runcorn Road and Moore Lane from the south, with the latter crossing the ship canal where access is provided to the port and Moore Nature Reserve. The Warrington Commercial Park and Arpley Meadows sites are currently accessed from the north via the Forrest Way bridge over the River Mersey with connections to the principal road network at A57 via Barnard Street and Liverpool Road / Old Liverpool Road. These access routes are shown indicatively on Appendix B and access is considered further in Section 5.0 of this appraisal.

3.1.5 Without an allocation and the provision of improved Port facilities and access, the existing sub-standard access route via Moore Village will continue to be used by port traffic including potentially by the expanded port resulting from planning consents which are already in place.

3.2 Warrington Waterfront

- 3.2.1 The Council, Warrington & Co and Peel worked collaboratively on a framework masterplan for the Waterfront area. This identified a mix of uses across the area including significant areas of residential development close to the city centre and major employment areas at Port Warrington and Warrington Commercial Park. The masterplan showed the Arpley Meadows Country Park as well as other areas of public open space.
- 3.2.2 The WWL opens up much of the Waterfront area and forms a key movement corridor through the site, as well as providing access. New pedestrian linkages across the river are shown, enhancing connectivity to the city centre.
- 3.2.3 Following the development of the framework plan, a masterplan has been produced of Peel's development interests in the Waterfront i.e. at Port Warrington, Warrington Commercial Park and Arpley Meadows Country Park. The Illustrative Masterplan is attached as Appendix C.
- 3.2.4 The masterplan shows the three distinct areas of proposed development and sets out the land-uses anticipated.
- 3.2.5 **Port Warrington** will provide an opportunity for an extended state-of-the-art port facility, taking advantage of increased use of the Manchester Ship Canal for freight traffic and with a rail link into the site from the West Coast Main Line, creating a multi-modal logistics hub. The built uses will be located north of the ship canal (as the existing port) and a total of 2.2 million sq ft of port related development could be delivered.
- 3.2.6 Access to the Port is currently from the south via Moore Lane but with growth of the Port then new access can be provided from the north-east from the WWL. Access is considered in Section 5.0.
- 3.2.7 **The Warrington Commercial Park** is located between Port Warrington and the residential development at the Waterfront, with the WWL running through the area. The commercial park can provide flexible space for a mix of employment related uses with easy connections to the Port. In total it could deliver c.900,000 sq ft of employment floorspace with potential for commercial uses along the WWL frontage.
- 3.2.8 The commercial park can be accessed from the WWL.

-
- 3.2.9 The Arpley Meadows Country Park** is located on and around the Arpley land-fill site. The masterplan shows a series of green and water features with a network of paths connecting these and also providing green links to the wider Waterfront scheme to connect the park with the remainder of the development area and onwards to the city centre and urban area. The country park will also include picnic areas and adventure play / children's play area.
- 3.2.10** The land-fill site is currently accessed via Forrest Way and this route can be used to access the country park with access also (or as an alternative) via the WWL. The access is an established route and it will need to be taken into account in the final design of the WWL.
- 3.2.11** Parking provision will be provided taking account of WBC's prevailing standards and the market demands of the proposed uses.
- 3.2.12** Several public rights of way (PRoW) run through the site and these will be incorporated within the on-site movement framework and improved where appropriate.
- 3.2.13** The design and layout of transport corridors within the site will be subject to more detailed planning but will focus on creating safe environments for pedestrians and cyclists with management of their interactions with vehicles, particularly HGV traffic. On-site speed limits will be low. The design philosophy of the site will therefore contribute to encouraging sustainable travel and thus forming sustainable development in the context of the NPPF.

3.3 Site Traffic Flows

- 3.3.1** This section sets out the traffic flows generated by the uses on the site as these form the basis of the consideration of access and traffic impacts set out in Sections 5.0 and 6.0 respectively. Movement and access by sustainable modes is considered in Section 4.0, noting that significant quantities of trips are expected by non-car driver modes.

Existing Uses

- 3.3.2** The existing traffic flows generated by Port Warrington have been obtained from traffic surveys conducted in 2018. These included manual turning counts and automatic traffic counts. Further details of the traffic surveys are set out in Section 6.0.

3.3.3 The trips generated by the existing Port are:-

Table 3.1: Existing Usage of Port Warrington

Period	Direction	No. Trips		
		Car/LGV	HGV	Total
AM Peak	Arrival	8	5	13
	Departure	1	2	3
	Total	9	7	16
PM Peak	Arrival	0	1	1
	Departure	1	1	2
	Total	1	2	3
24 Hour	Arrival	125	47	172
	Departure	125	47	172
	Total	250	94	344

3.3.4 Thus the existing Port generates a total of c.350 two-way trips per day, with around 100 of these being HGVs (c.28%). Peak hour traffic volumes are low totalling 16 and three vehicles in the AM and PM peaks respectively, with seven HGVs in the morning peak and two HGVs in the evening.

3.3.5 The traffic approaching the Port currently uses the route via Moore Lane from the south and will continue to do so unless the expanded Port is provided. There is no access between the Port and A57 to the north. The route to Moore Lane is summarised in Appendix D and is via A56 Chester Road which runs between Warrington city centre and M56 motorway at Junction 11. Traffic leaves A56 at the traffic signal controlled junction with Runcorn Road travelling along this as far as Moore Lane which joins Runcorn Road at a priority 'T' junction on the outskirts of Moore village. Moore Lane crosses railway lines at shuttle-working and traffic signal controlled bridges and then crosses the ship canal where access is provided to the Port and Moore Nature Reserve.

3.3.6 There are various restrictions that prevent the use of inappropriate routes, including Holly Hedge Lane, Hobb Lane, Moss Lane and through Moore village. The restrictions are shown on Appendix D.

3.3.7 The Arpley land-fill site currently generates low traffic flows, associated with the maintenance of the site. Traffic surveys indicate that the two-way flows to and from the land-fill site are 14 and ten vehicles in the morning and evening peak hours respectively. All of these vehicles approach the site via Forrest Way.

3.3.8 The land which will form the commercial park is effectively currently part of the land-fill site and this does not, at present, generate any additional traffic flows.

Committed Development

3.3.9 Planning consent exists for an extension of the Port (application reference 2009/15222) which will include additional warehousing space. Conditions on the application relate to the delivery of a rail link into the site. A Transport Assessment was prepared to support the application and this considered a range of scenarios, calculating the traffic flows for each. The traffic flows for the scenario generating the highest traffic levels are set out in the table below.

Table 3.2: Port Warrington Committed Development Traffic

Time Period	Direction	No. Trips		
		Car / LGV	HGV	Total
AM Peak Hour	Arrival	15	6	21
	Departure	6	5	11
	Total	21	11	32
PM Peak Hour	Arrival	7	5	12
	Departure	16	4	20
	Total	23	9	32
Daily (24 Hour)	Arrival	99	61	160
	Departure	106	56	162
	Total	205	117	322

3.3.10 This 'committed' development traffic to/from the existing Port will use the access route from the south using Moore Lane. Providing alternative access from the north from WWL if Port Warrington is allocated will therefore reduce both existing and potential additional traffic flows from the existing routes close to Moore village.

Proposed Development

3.3.11 A total of 3.1m sq ft of employment development is proposed at Port Warrington / Warrington Commercial Park, split 2.2m sq ft at the Port adjacent to the ship canal and 0.9m sq ft at the commercial park. The Port area will be developed for largely B8 port-related logistics uses with the commercial park developed for either the same or mixed B1/B2/B8 employment uses or a combination of the two.

3.3.12 Thus two scenarios have been considered for traffic generation purposes:-

- i All of the site (3.1m sq ft) developed for Port related logistics uses.
- ii The Port area (2.2m sq ft) developed for port related logistics uses and the commercial park (0.9m sq ft) developed for mixed B1/B2 uses. For the purposes of assessment, it has been assumed that the 0.9m sq ft will be developed as 190,000 sq ft of business park and 710,000 sq ft of industrial units.

3.3.13 Scenario 2 generates the highest numbers of total vehicles with both scenarios generating similar numbers of HGVs.

3.3.14 The country park will generate some traffic but access by foot and cycle will be encouraged and, in any event, the number of trips in the peak hours is expected to be low. They have been excluded at this stage.

3.3.15 The methodology for calculating HGV trip numbers generated by the site has been set out by MDS Transmodal (a specialist freight transport consultancy). This is from first principles based on the development's container capacity and taking account of the multi-modal nature of the site, with freight being transported by rail and ship as well as by road. The daily number of HGV arrivals and departures is 761 each-way for 2.2m sqft of port-related development.. The peak hour number of HGVs at the site has been calculated based on TRICS data. For Scenario 1, whereby the full Port Warrington site is considered as port-related logistics, the number of trips has been calculated pro-rata.

3.3.16 Resultant peak hour and daily HGV trips forecast to be generated by warehousing at the site are shown in Table 3.3 below.

Table 3.3: Port Warrington Warehousing HGV Trip Generation

Time Period	Direction	No. Trips	
		Scenario 1	Scenario 2
AM Peak	Arrival	55	38
	Departure	50	37
	Total	105	75
PM Peak	Arrival	45	33
	Departure	50	34
	Total	95	67
24 Hour	Arrival	994	761
	Departure	994	761
	Total	1988	1522

3.3.17 As a first step to calculate the number of trips generated by staff of the warehousing land use, reference has been made to the TRICs database, returning the trip rates shown in Table 3.4 below (with the daily trip rate calculated by assuming the time periods through the night not given by TRICS are as the pre and post time periods):

Table 3.4: Port Warrington Warehousing Staff (Car/LGV) Trip Rates

Time Period	Direction	Trip Rate (per 100m ² GFA)
AM Peak	Arrival	0.012
	Departure	0.016
	Total	0.028
PM Peak	Arrival	0.006
	Departure	0.019
	Total	0.025
24 Hour	Arrival	0.230
	Departure	0.230
	Total	0.460

3.3.18 Thus the numbers of trips are as shown in Table 3.5 below.

Table 3.5: Port Warrington Warehousing Staff Trip Rate/Trip Generation Tables

Period	Direction	No. Trips	
		Scenario 1	Scenario 2
AM Peak	Arrival	35	25
	Departure	46	33
	Total	81	58
PM Peak	Arrival	17	12
	Departure	55	39
	Total	72	51
24 Hour	Arrival	663	473
	Departure	663	473
	Total	1326	947

3.3.19 Under Scenario 2, the northernmost part of the site would be developed as a commercial park with it assumed to consist of 190,000 sq ft of B1 business park use and 710,000 sq ft B2 industrial estate. Trip rates for these land uses have been extracted from TRICs and are shown together with trip numbers in Table 3.6 below.

Table 3.6: Commercial Park Trip Rate / Trip Generations

Period	Direction	Trip Rate (per 100m ² GFA)		No. Trips	
		Car/LGV	HGV	Cars/LGV	HGV
Business Park					
AM Peak	Arrival	1.376	0.010	241	2
	Departure	0.171	0.011	30	2
	Total	1.547	0.021	271	4
PM Peak	Arrival	0.131	0.002	23	0
	Departure	1.041	0.003	182	1
	Total	1.172	0.005	205	1
Daily	Arrival	4.626	0.079	810	14
	Departure	4.629	0.086	810	15
	Total	9.255	0.165	1620	29
Industrial Unit					
AM Peak	Arrival	0.342	0.014	222	9
	Departure	0.157	0.014	102	9
	Total	0.499	0.028	324	18
PM Peak	Arrival	0.071	0.006	46	4
	Departure	0.343	0.007	223	5

Period	Direction	Trip Rate (per 100m ² GFA)		No. Trips	
		Car/LGV	HGV	Cars/LGV	HGV
	Total	0.414	0.013	269	8
Daily	Arrival	2.969	0.220	1930	143
	Departure	2.614	0.216	1699	140
	Total	5.583	0.436	3629	283

3.3.20 The total number of trips generated by the two potential scenarios are set out in Table 3.7 below:

Table 3.7: Full Development Trip Generations

Period	Direction	Scenario 1			Scenario 2		
		Car/LGV	HGV	Total	Car/LGV	HGV	Total
AM Peak	Arrival	35	55	90	488	48	536
	Departure	46	50	96	165	48	213
	Total	81	105	186	653	96	749
PM Peak	Arrival	17	45	62	81	37	118
	Departure	55	50	105	444	39	483
	Total	72	95	167	526	76	602
Daily	Arrival	663	994	1657	3213	918	4131
	Departure	663	994	1657	2983	918	3901
	Total	1326	1988	3314	6195	1834	8029

3.3.21 Thus the total daily trip generation of Scenario 1 will be c.3,300 vehicles per day (two-way). Peak hour traffic volumes are c.170 - 190 vehicles per hour, two-way. Thus peak hour flows represent c.5% of the daily total.

3.3.22 The Scenario 2 traffic flows are higher overall, reflecting that the business park and industrial estate uses generate higher traffic levels than B8 uses. The total number of daily trips is c.8,000. Peak hour traffic flows are much higher with this scenario as employee trips to work are more concentrated in the peak hours. The peak hour two-way flows are c. 600 - 750 vehicles per hour.

3.3.23 It is noted that the peak hour flows derived above, which are generally consistent with those presented in representations to the Council related to the 2019 PSVLP, are substantially lower than those used by the Council's consultants in their assessment of impacts of PW and other sites.

SECTION 4 Sustainability and Accessibility

4.1 Overview

- 4.1.1 The proposed Waterfront development area is located adjacent to Warrington city centre and therefore close to the built area of Warrington. The area will include a mix of uses, particularly homes and potentially workplaces, which when combined with the sites location will encourage sustainable travel making and the use of non-car modes of transport. Furthermore, the development area offers up the opportunity to create new linkages between the city centre / urban area and a new Country Park, creating the potential for health and lifestyle benefits. If PW is not allocated then clearly some of the sustainability benefits of locating homes close to jobs will be lost.
- 4.1.2 The Waterfront area could (if PW is allocated) include a balance of workers (in households) and jobs (at the Port and commercial park). With 2,000 dwellings at the Waterfront then these could house c.2,200 workers, based on TEMPRO predictions of workers per household at the end of the Plan Period. Turley has estimated that the Port and commercial park could generate c.3,500 – 6,500 gross jobs on site, with the range because of different employment densities for different uses. Thus there will be significant opportunities for workers in new households to find jobs at the major new employment locations.
- 4.1.3 The potential new employment areas are also relatively close to areas (LSOAs) with higher levels of employment deprivation. These are concentrated in the areas around the city centre. New connections including bus services can be planned to serve areas where employment deprivation is highest. This could also include parts of Halton where there are also high levels of employment deprivation.
- 4.1.4 Thus the site will have many locational advantages. A comprehensive transport strategy can, however, be developed for the site to address connectivity issues (crossing the river, railways and canal) and to promote access to jobs by sustainable travel modes. This will focus on promoting sustainable travel modes and reducing car use, particularly that for single occupancy travel. Within this context, the travel and transport strategy for the site is to:
- i Take advantage of the site's existing locational characteristics close to Warrington city centre and the urban area;

- ii Maximise opportunities for walking and cycling trips, particularly over shorter distances, and taking account of the mix of uses and facilities to be provided on the Waterfront;
- iii Encourage trips to the site to be made on foot, by bike and by public transport wherever possible;
- iv Where absolutely necessary, mitigate the impacts of residual car borne trips by the introduction of highways mitigation improvements, but noting the WWL can be designed to provide highway capacity to accommodate trips generated by the site.

4.1.5 As well as achieving modal shift, the travel strategy for the site can assist in creating a coherent new community at the Waterfront and will reduce the vehicular traffic flows generated by the development.

4.1.6 Of course, the concept of a multi-modal logistics facility has sustainability benefits related to reduced traffic flows, particularly HGVs. Port Warrington will provide environmental and sustainability benefits because of its capability to receive and despatch unitised freight by rail and waterborne transport, rather than being a road-only facility. Thus whilst the Port/commercial park will generate traffic movements, the multi-modal facility ensures these will be lower than if the uses were located such that they could only be accessed by road. The Council recognised the unique benefits of a port facility in its 2019 PSVLP as noted above.

4.1.7 Outline strategies for encouraging walking/cycling, public transport and the Workplace Travel Plan are included below.

4.2 **Active Travel Strategy**

4.2.1 The key challenge for the active travel strategy at the Waterfront and Port/commercial park will be connecting the area with Warrington city centre and the remainder of the urban area. This will assist in realising the full benefits of the site and provide enhanced access from the city to the major country park at Arpley Meadows.

4.2.2 The distances involved are such that travel can be made by active travel modes of walking and cycling; with typical maximum distances of 2km and 8km respectively for these modes albeit the country park will be a leisure destination where it is expected travel distances to this could be longer (i.e. where walking and/or cycling is an activity in itself).

4.2.3 There is a comprehensive cycle route network in Warrington as shown on the Council's map included at Appendix E. Within the Waterfront area there is/are:-

- An unsurfaced cycle path running from the river (near the WCML bridges) to the existing Port Warrington. This joins with Moore Lane / Lapwing Lane to the west of the Port and continues along vehicular tracks parallel with the Ship Canal, with these graded as having the highest level of cycleability. The cycle routes form part of the PRoW network.
- A road running along the western bank of the Mersey (towards the Transporter Bridge) which also has the highest level of cycleability identified by the Council.
- The Trans Pennine Trail and National Cycle Network Route 62 crosses the site, running along the edge of what will become the Warrington Commercial Park. To the east it continues to A56060 Chester Road where there is a Toucan crossing and then continues to the east broadly along the Ship Canal corridor. To the west it connects with Forrest Way, which is identified as having the second highest level of cycleability, continuing to join the route along the St Helens Canal.

4.2.4 These are extensive facilities on the western and eastern sides of the river and south of the Ship Canal, albeit the latter to a lesser extent. The WBC Cycle Map shows the extensive connectivity that is available within the urban area and focussed on the city centre.

4.2.5 Thus with extensive facilities available and with distances to encourage active travel modes, improvements should focus on joining the areas on either side of the river and canal.

4.2.6 The masterplan for the Waterfront as a whole sets out a movement framework which identifies new crossings of the river Mersey and canal. These, along with improved routes through the development area, will connect the Waterfront with the city centre and urban area. They include new primary and secondary routes across the river and the WWL which incorporates 3.5m wide footway/cycleway routes alongside both sides of the carriageway within its design.

4.2.7 Further minor improvements can be made to pedestrian and cycle routes on the city centre side of the river, following a detailed review of the potential origins and destinations of active travel movements and as the Waterfront masterplan develops and routes within the site are identified and established.

4.2.8 The WWL will, as noted above, provide crossings of the river and canal for active travel movements. With the delivery of the WWL then traffic flows along Moore Lane will reduce,

making this route even more attractive for cycling (it is currently graded with the highest cyclability level).

4.2.9 Thus the active travel strategy for the site will focus on:-

- Creating enhanced linkages across the river and canal.
- Making improvements to existing routes and developing a quality movement framework within the Waterfront area.
- Making minor improvements to the already extensive network of pedestrian and cycle facilities towards the city centre and urban area.

4.2.10 The above will be complemented by measures included in the Travel Plan for the site and will result in active travel networks that will provide for seamless journeys between the Waterfront and city centre, opening up access to jobs at Port Warrington/the commercial park and to the new country park. Thus the location of the site, the many active travel facilities available and the short-distances involved affords a real opportunity to focus movement on slow/active modes of travel and thereby reduce car use.

4.3 **Public Transport Strategy**

4.3.1 Unsurprisingly, there are no existing bus services running through the Waterfront area between the river and ship canal. There are, however, several bus routes north of the river and south of the canal, all focused on the city centre, as shown on the plan at Appendix F and summarised in the table below. Note that some of the bus service frequencies are lower than pre-pandemic and the existing provision may reflect the short-term impacts of the pandemic.

Table 4.1: Existing Local Bus Services

Service	Route	Mon-Friday		Saturday		Sunday	
		Day	Evening	Day	Evening	Day	Evening
Old Liverpool Road							
No7	Warrington – Bank Quay – Sankey Bridges – Penketh – Huyton – Knowsley – Old Swan – Kensington – Liverpool	30 mins	60 mins	30 mins	60 mins	30 mins	60 mins
No 32	Warrington Interchange – Sankey Bridges – Penketh – Widnes Market	30 mins	60 mins/120mins	30 mins	60/120mins	60 mins	-
47	Woolston – Padgate – Latchford – Warrington – Bank Quay – Sankey Bridges – Penketh – Doe Green – Upton Rocks – Widnes	3 Services	-	-	-	-	-
110	Warrington Interchange – Great Sankey – Penketh – Widnes – Runcorn – Murdishaw	30 mins	60 mins	30 mins	60 mins	30 mins	60 mins
A56							
62	Warrington Interchange – Stockton Heath – Moore – Norton – Halton Hospital – Runcorn – Widnes – Ditton	60 min ¹	-	-	-	-	-
62	Warrington Interchange – Stockton Heath – Daresbury – Halton Hospital – Widnes	-	-	4 service	-	-	-
X30	Warrington Interchange – Daresbury – Frodsham – Chester	60 mins	-	60 mins	-	-	-

¹60mins to mid afternoon and one service at approx. 6pm

- 4.3.2** On the northern side of the river, several services run along Old Liverpool Road which, when combined, provide a high frequency of service towards the city centre. South of the canal, the 62 and X30 provide a combined 30 minute frequency service to the city.
- 4.3.3** Nearly all bus services terminate at Warrington Interchange where there are connections across the city by bus and the Interchange is close to Warrington Central station. At Central station there are (mainly) Northern Rail services between Manchester and Liverpool with stops within the city, such as at Padgate and Birchwood, as well as along the route.
- 4.3.4** Warrington Bank Quay station is close to the Waterfront albeit existing pedestrian access is limited by the location of bridge crossings. Bank Quay is located on the West Coast Main Line

with connections south to London and north to Scotland, with many stops en-route. The station is also on the Manchester to Chester line with trains also stopping at destinations along the route including Widnes.

- 4.3.5 Thus there is a good level of public transport provision within the area surrounding the Waterfront but the area itself currently has no specific facilities. The active travel improvements described above will improve access to Warrington Interchange and the two railway stations as well as the city centre and this will facilitate access to the site by public transport.
- 4.3.6 There will, however, be a need to improve bus provision to the Waterfront area including Peel's sites at Port Warrington and Warrington Commercial Park. Bus measures for the Waterfront area as a whole will need to be planned holistically given the size of the site, the scale and mix of uses and the timescales over which comprehensive development will be delivered. The scale of the Waterfront does present the opportunity to pump-prime new bus services with these becoming viable and running without subsidy in the medium term.
- 4.3.7 The Port and commercial park present challenges and opportunities for bus travel including: the scale of development and size of the workforce; the nature of the employment and perhaps a greater propensity to use bus; the 24/7 operations with shift-working at times potentially outside typical bus operations; the proximity of residential dwellings at the Waterfront; and the location of areas with higher levels of income deprivation close to the site.
- 4.3.8 As for the Waterfront as a whole, new bus services will need to be carefully planned taking account of these factors. It is likely that new services will be preferred to diversions of existing routes given the distances involved, albeit these will be explored with WBC and 'Warrington's own Buses'. Services are likely to involve new routes between the Port – Country Park – commercial park – Waterfront commercial areas – Waterfront residential areas – Bank Quay station – Warrington town centre and Warrington Interchange / Central Station.
- 4.3.9 Such services will be direct and offer the opportunity to generate significant patronage levels and revenue streams. The need for more bespoke 'employment hopper' services will be evaluated as part of the implementation of a Workplace Travel Plan. This will take account of shift patterns and the home locations of workers.
- 4.3.10 Given the size and the timescales over which the Waterfront and PW would be phased, then the delivery of specific proposals cannot be identified in detail at this stage. However, it is

considered that it will be possible to deliver viable improved bus services bringing benefits to the site and surrounding area.

- 4.3.11 It is therefore proposed that, subject to an allocation in the Local Plan, further liaison is undertaken with the Council with the aim of establishing a framework for the provision of bus services and a mechanism to fund such services.
- 4.3.12 The 'framework' (effectively a service specification) will include details of destinations to be served, operating times (first and last buses by day of the week and taking account of shift patterns), service frequencies/headways (again by day of the week and time of the day), size and quality (e.g. age) of the buses to be used along the routes.
- 4.3.13 The 'mechanism' will include details of the costs of bus services, how fare revenues will be collected and allocated to the sites, how background revenues will be identified and allocated to the services and how any revenues in excess of costs will be apportioned, noting that whilst some 'pump-priming' subsidy may be needed in the short-term, then as the development progresses it is anticipated that revenues will exceed costs. The mechanism will need to determine (through liaison with the Council and potentially 'Warrington's Own Buses') whether bus services are provided solely by the developer(s) at the Waterfront or whether funds are paid by the developer to an appropriate collecting authority who will provide and deliver the bus services. The latter will allow better co-ordination and potentially economies of scale.
- 4.3.14 As well as bus routes and services, other measures can be implemented to encourage and promote bus use. These will include high quality bus stops and shelters located throughout the Waterfront area, timetable information and ticketing promotions which can be identified in the service framework set out above.
- 4.3.15 Further measures to promote bus (and rail) use can be delivered as part of Workplace Travel Plans for Port Warrington and the commercial park and other plans for the remaining uses at the Waterfront. In conclusion, the size of the Waterfront area and Peel sites are such that they can support new (or enhanced existing) bus services ensuring the site is accessible by bus and is sustainable, in line with the NPPF and Local Policy aspirations.

4.4 Promoting Sustainable Travel Choices

4.4.1 As well as the physical measures to promote walking, cycling and public transport set out above, the development of the Waterfront will include the production of comprehensive travel plans to support the proposals. These will primarily identify the delivery of 'soft' measures to encourage the use of sustainable modes, to complement the physical measures, mix of uses and high quality design approach.

4.4.2 Workplace Travel Plans will be developed for Port Warrington and the Warrington Commercial Park. There may be several travel plans at the commercial park depending on the final occupiers at the site.

4.4.3 The detailed objectives and targets for the workplace travel plans would be discussed and agreed with the Council and other key stakeholders, at the appropriate time. Broad objectives can include:

- i Bring together the design of the site and travel plan measures such that the need to travel is reduced.
- ii Provide measures and initiatives that are inclusive, promote cohesion and access to the site from the surrounding communities, particularly areas with higher levels of employment deprivation.
- iii Promote 'hard' and 'soft' measures such that sustainable modes are the first mode(s) of choice, rather than the car.
- iv Minimise the traffic generated by the development proposals.
- v Promote healthy lifestyle choices through the use of non-car modes with emphasis on active travel.

4.4.4 Specific SMART targets will be developed for the Travel Plan focusing on two key aspects:

- First, meeting modal share targets and a maximum proportion of car driver trips; and
- Secondly, ensuring that the actual traffic flows generated by the site are consistent with those adopted in future transport assessments, such that there is no severe impact from additional car trips.

4.4.5 Formal monitoring arrangements can be agreed with WBC to assess the achievement of objectives and targets on an on-going basis.

4.4.6 Detailed assessment and evaluation will be undertaken to establish the most appropriate measures for the site should its allocation be confirmed. The size of the site is such that a comprehensive package of initiatives will be needed to achieve objectives and targets. There will be general measures to be applied across the site and all modes, specific measures to promote walking and cycling and public transport, measures to reduce residual vehicular trips and information/awareness raising that can be rolled out across the whole site. The measures are summarised below.

Generic Measures

4.4.7 These will include:

- Travel Plan Co-ordinator(s): responsible for the overall delivery of the travel plans including liaison with WBC and likely with other TP Co-ordinators across the Waterfront area. They will monitor the plans against objectives and targets and identify measures to promote sustainable travel.
- Personalised travel planning: the TPC(s) will liaise with individual employees to plan specific journeys and show how these can be undertaken by sustainable modes.
- Welcome Packs: these will be provided to every new employee and will set out the benefits of travel plan measures, details of sustainable travel modes (e.g. bus maps), the initiatives available on the site and contact details for any further information.

Measures to Promote Walking and Cycling

4.4.8 Measures to promote the use of active travel modes will include:

- Bicycle user group: the TPC will investigate the potential for BUGs to be established at the sites to encourage employees to meet and exchange tips on cycle routes and maintenance. If possible, the TPC will forge links with cycle shops to arrange discounts on purchases and repairs.
- Travel voucher: a voucher could be offered to each new employee (on first occupation of the units) which can be used to purchase equipment or part purchase a bicycle.

Measures to Promote Public Transport

4.4.9 Measures to promote the use of buses will include issuing travel vouchers/travel cards/bus tickets with a monthly bus pass supplied to each employee on first occupation of the buildings on the site. The TPC will seek to obtain discounts from bus operators for these tickets or tickets for extended periods.

Reducing Car Use and Emissions

4.4.10 Employees accessing the site will make some journeys by car but car sharing will be promoted from first occupation of the employment units by the TPC. A bespoke car sharing scheme can be developed or existing car sharing initiatives can be used.

4.4.11 The proposed developments may be of a sufficient size to sustain viable Employee Car Clubs. Car clubs provide their members with convenient access to newer, cleaner (low emission) vehicles without the expense of ownership and their availability for business journeys during the day can mean that employees do not need to use their car to travel to work.

4.4.12 Electric car charging will be provided at all uses on the site where appropriate.

Information and Awareness

4.4.13 Raising awareness of the measures and initiatives that will be available at the sites is important and therefore information will be provided as follows:-

- Site specific travel guide: a foldable map, setting out the details of bus services and walk and cycle routes, will be developed.
- Website: a Travel Plan website will be developed for the sites giving employees access to up-to-date travel information.
- Notice boards: these will be located at strategic points around the development, displaying up-to-date information on sustainable modes and setting out the benefits of these and other travel plan measures.
- Campaigns: the TPC will hold events and campaigns related to national and local initiatives such as 'Bike to Work' day and local organised cycle rides.

4.4.14 The TPC and travel plan measures will be funded by the developers and/or their successors in title.

4.4.15 The Workplace Travel Plan measures will thus encourage both active travel and the use of public transport, consistent with the NPPF and the transport related objectives and policies in the UPSVLP.

4.5 Conclusions

4.5.1 Whilst the current Waterfront area is relatively inaccessible, the introduction of a comprehensive package of measures to support and promote sustainable travel modes will make the site readily accessible. Residents from the Waterfront and other residential areas within Warrington will be easily able to access the employment areas and jobs at the site as well as Arpley Meadows Country Park.

4.5.2 Improved connections across the river will link the Waterfront to the city centre and surrounding areas. These will provide for active travel (walking and cycling) and can be used by new bus services. The WWL will include a footway/cycleway adjacent to the carriageway which will open up the area for pedestrians and cyclists by providing crossings of the river and canal. The movement framework within PW will complement this.

4.5.3 New bus services can respond to the phasing and delivery of development but will connect the area with the remainder of the city, with routes focussed on connecting Warrington Interchange and the two railway stations to the site. Importantly, bus services can be targeted to the areas with highest levels of employment deprivation located around the city centre. Where necessary, bespoke services can cater for shift-working, particularly at Port Warrington.

4.5.4 Workplace Travel Plans will complement the physical measures with targeted initiatives designed to achieve the objectives of improving the accessibility of the site for all and reducing car use.

4.5.5 It is therefore concluded that there will be opportunities for modal shift and the site is sustainable and accessible via a range of travel modes. Development at PW will therefore be in accordance with the NPPF and WBC's policies and objectives for the Local Plan.

SECTION 5 Site Access Arrangements

5.1 Overview

- 5.1.1 The existing access to Port Warrington is via Moore Lane which is relatively narrow and has restricted width bridges across railway lines, with these controlled by traffic signals and give-way shuttle working. Additional non-consented development at the Port that could be accessed via this route is likely to be difficult to deliver but the route would continue to be used by existing port-related traffic if a new access route to an expanded port is not provided.
- 5.1.2 A route into the wider Port Warrington masterplan area is available via the Forrest Way bridge across the Mersey, providing access from the north from A57. Currently the routes through the Arpley land-fill site towards the Port are not capable of handling general vehicular traffic, including large HGVs.
- 5.1.3 The WWL will provide a high-capacity highway link through the Waterfront area and can provide access to Port Warrington and Warrington Commercial Park. This is considered below.
- 5.1.4 The access proposals can be incorporated in a Land Side Access Strategy that will be developed to mitigate the impacts of traffic generated by the proposals and is summarised in Section 6 below.

5.2 Access off the Warrington Western Link

- 5.2.1 One of the objectives of the WWL set out in the funding bid to DfT is to open-up the Waterfront and provide access to development areas including PW. The final alignment of WWL is not yet known and the late 2020 public engagement identified that separate junctions could serve the areas of Waterfront north of WWL (i.e. the largely residential uses) and south of WWL i.e. Port Warrington and the Warrington Commercial Park.
- 5.2.2 The 2020 WWL consultation shows the Port Warrington access as a priority junction albeit it was not developed to accommodate PW traffic flows on the basis that the scheme, at the time, was being developed on the basis of the 2014 Adopted Local Plan. The Council did, however, confirm that the design of the WWL will not preclude PW development coming forward.

- 5.2.3** At the time of the consultation and as an alternative to the priority junction proposed by WBC, a signalised junction arrangement was identified. The junction would provide a connection to the existing access road to the land-fill site which would be improved to modern design standards to accommodate Port, commercial park and country park traffic. The existing road could effectively become the access to PW. The indicative signal controlled junction is shown in Appendix G.
- 5.2.4** The access road would then continue into the Port Warrington and Warrington Commercial Park to provide appropriate access for the development proposals. There should be not reasons why a suitable access road to PW from WWL can not be delivered.
- 5.2.5** The size and capacity of the potential signal controlled junction has been designed to provide ample capacity for the site generated traffic as well as movements on the WWL. It would also be subject to road safety audit during design and after construction. An indicative assessment of its capacity was undertaken at the time of the 2020 consultation and the summary results of the traffic capacity assessment are presented in Table 5.1.

Table 5.1: Summary PW Access Traffic Signal Junction Operation

Arm	Movement	AM Peak Hour		PM Peak Hour	
		Maximum DoS	Maximum MMQ	Maximum DoS	Maximum MMQ
WWL (south east)	Left	30.8%	4	9.7%	1
	Ahead	78.9%	13	77.3%	11
	Ahead	78.9%		77.2%	
Site Access	Left	68.3%	4	78.7%	6
	Right	58.4%		76.6%	
WWL (north west)	Ahead	57.9%	5	77.6%	8
	Ahead	57.9%		77.6%	
	Right	76.3%	8	26.1%	1

DoS – Degree of Saturation

MMQ – Mean Maximum Queue

- 5.2.6** The potential traffic signal-controlled junction operates within capacity in both the AM and PM peak hours.
- 5.2.7** Ultimately, the final location and design of the access to PW can be subject to further liaison between Peel and WBC as the design of the WWL progresses and if PW is allocated.

5.3 Short Term Access Option

- 5.3.1 Forrest Way and its bridge across the Mersey currently provides a route to the Arpley land-fill site. The route was previously used by significant levels of HGVs associated with the land-fill operations and is currently used by vehicles associated with maintenance activities at the land-fill site.
- 5.3.2 It would be possible to provide access to the commercial park and Port Warrington in advance of the construction and opening of the WWL using the land-fill access road. This connects the Forrest Way roundabout and vehicles would access the site via Forrest Way, Barnard Street and Old Liverpool Road. The impacts of this traffic are considered in Section 6 below.
- 5.3.3 The land-fill access road would be improved and extended towards the Port and works could ultimately tie-in to longer-term access off the WWL.

5.4 Conclusions

- 5.4.1 Overall it is concluded that satisfactory access to PW can be achieved in accordance with the NPPF.

SECTION 6 Traffic Impacts

6.1 Overview

- 6.1.1 The impacts of the traffic flows generated by PW on the wider highway network will need to be determined in detail, consistent with all major sites, and with the scope and methodology agreed with WBC if the site is allocated and development at PW is brought forward.
- 6.1.2 The WWL will deliver significantly enhanced highway capacity in Warrington town centre, with this relieving existing congestion, providing access to development at Warrington Waterfront and freeing-up capacity to accommodate traffic flows generated by developments in the main urban area.
- 6.1.3 The Council undertook testing of the 2019 PSVLP which included PW as well as all the other sites proposed for allocation at the time. That testing also took account of WWL and other infrastructure measures included in the PSVLP and Infrastructure Delivery Plan. This concluded that the (then) PSVLP development could be delivered. This is referenced below.
- 6.1.4 The Council has noted that PW would have significant traffic impacts on the WWL. This has been addressed in separate submissions made by Peel with these concerns concluded to be unfounded. This is referenced where appropriate.
- 6.1.5 The potential to deliver development at the Port in the short-term is also considered.

6.2 Development Traffic Flows

- 6.2.1 The peak hour traffic flows associated with development at Port Warrington and Warrington Commercial Park are set out at Table 3.7 above for both traffic flow scenarios considered.
- 6.2.2 These trips have been distributed to the surrounding area using separate methods for cars (employee trips) and HGVs. For cars, Census data has been used which shows the following overall distribution pattern:

Table 6.1 Employee Trip Distribution

Origin	Proportion of Trips
Warrington	47.7%
Halton	14.6%

Origin	Proportion of Trips
St. Helens	9.3%
Wigan	4.9%
Rest of Merseyside	7.6%
Rest of Greater Manchester	4.4%
Cheshire West & Chester	4.1%
Cheshire East	1.0%
Lancashire	1.8%
Other	4.6%

6.2.3 HGV trips have been distributed using existing daily HGV traffic volumes on the motorway network surrounding Warrington:-

Table 6.2 HGV Trip Distribution

Origin / Destination	Proportion of Trips
M6 North	21.0%
M62 East	16.4%
M56 East	6.6%
M6 South	28.6%
M56 West	14.1%
M62 West	13.3%

6.2.4 The traffic flows have been manually assigned to WWL at the PW site access junction albeit ultimately this would be undertaken using WBC's transport model. The assignment shows that approximately two-thirds of trip generations are predicted to travel north towards A57 and the remaining one-third is predicted to travel south towards the A56. Traffic flows have been assigned to the wider off-site highway network. The indicative development generated traffic flows are given in Appendix H.

6.3 Initial Phases of Development

6.3.1 The delivery timescales for the WWL indicate scheme opening in mid 2026 subject to satisfactory progression through the order-making and planning processes and final confirmation of funding by DfT.

6.3.2 Given the lead-in times for the delivery of the WWL, Peel considers that some development at PW could potentially be released in advance of the opening of the WWL scheme, noting that certainty on the delivery of the WWL will be known much earlier its opening. Short-term and initial phases of development could be accessed via the existing route off Forrest Way.

6.3.3 This has been assessed below, first setting out existing traffic conditions to the north of the site, then the development generated traffic flows and finally analysis of development related traffic impacts.

Existing Traffic Conditions

6.3.4 Existing traffic flows have been derived from a comprehensive series of traffic surveys conducted in April 2018. These comprised turning count observations, queue length surveys and automatic traffic counts.

6.3.5 The route to and from the Port area would be via Forrest Way and therefore the traffic surveys at the following locations have been considered:-

- Old Liverpool Road / Barnard Street
- Barnard Street / Forrest Way
- Forrest Way / Sunflower Drive
- Forrest Way roundabout (land-fill access)

6.3.6 The vehicular traffic flow data obtained from surveys has been converted to PCU equivalents and the peak hours identified; these are 07:45 – 08:45 and 16:45 – 17:45. The resultant 2018 observed traffic flows on the possible short-term approach route to Port Warrington are set out in Appendix I.

Baseline Junction Capacity Assessments

6.3.7 The capacity of junctions on the potential route to the site from the north have been assessed. Given the nature of the road network then no traffic growth has been applied.

6.3.8 The junctions north of the site have been modelled with ARCADY, PICADY and LinSig where appropriate. The summary results of the capacity assessments are presented in the table below.

Table 6.3 Baseline 2018 Junction Capacity Assessment Results

Junction	Movement	AM Peak Hour		PM Peak Hour	
		Max RFC / DoS	Max Queue / MMQ	Max RFC / DoS	Max Queue / MMQ
Old Liverpool Road / Barnard Street	Old Liverpool Road East	32.4%	4	66.1%	12
	Barnard Street	58.0%	6	65.0%	6
	Old Liverpool Road West	59.4%	9	29.8%	4
	Princess Street	19.1%	1	18.5%	1
Forrest Way / Barnard Street	Forrest Way	0.35	1	0.25	0
	Barnard Street Right Turn	0.01	0	0.01	0
Forrest Way / Sunflower Drive	Sunflower Drive	0.30	0	0.18	0
	Forrest Way Right Turn	0.00	0	0.00	0
Forrest Way Roundabout	Stub	0.00	0	0.00	0
	Land-fill / Site access	0.00	0	0.01	0
	Forrest Way	0.01	0	0.00	0

6.3.9 The analysis demonstrates that all the junctions operate comfortably within capacity. The modelled queues at the Old Liverpool Road / Barnard Street traffic signal controlled junction are greater than those observed during the queue length survey.

Development Traffic Flows

6.3.10 The peak hour traffic flows associated with development at Port Warrington and Warrington Commercial Park are set out at Table 3.7 above for both traffic flow scenarios considered and have been distributed and assigned to the local highway network using the approach set out at Section 6.2.

Impacts on Junction Capacity

6.3.11 The proportional impacts of the development generated traffic flows at the junctions north of the site are given below, shown for Scenario 2 as this generates the highest peak hour flows:-

Table 6.4 Development Proportional Impacts

Junction	AM Peak Hour			PM Peak Hour		
	2018 Baseline Flow	Development Flow	Proportional Impact	2018 Baseline Flow	Development Flow	Proportional Impact
Old Liverpool Road / Barnard Street	1,022	876	85.7%	1,057	701	66.3%
Barnard Street / Forrest Way	399	876	219.5%	407	701	172.2%
Forrest Way / Sunflower Drive	173	876	506.4%	238	701	294.5%

6.3.12 Thus the proportional impact analysis identifies that the development generated traffic could have an impact on the capacity of the junctions along the route to the site from the north, depending on the levels of traffic included in a first phase.

6.3.13 The impacts at junctions have therefore been assessed for both scenarios and are summarised in the table below.

Table 6.5 Impacts of Development on the Capacity of Junctions

Junction	Movement	AM Peak						PM Peak					
		2018 Baseline		Scenario 1 Development		Scenario 2 Development		2018 Baseline		Scenario 1 Development		Scenario 2 Development	
Old Liverpool Road / Barnard Street	Old Liverpool Road East	32.4%	4	62.6%	8	112.0%	50	66.1%	12	80.2%	21	129.6%	104
	Barnard Street	58.0%	6	74.0%	10	110.5%	46	65.0%	6	79.7%	10	128.4%	122
	Old Liverpool Road West	59.4%	9	73.8%	12	112.9%	82	29.8%	4	34.1%	4	71.3	6
	Princess Street	19.1%	1	19.1%	1	19.1%	1	18.5%	1	18.5%	1	18.5%	1
Forrest Way / Barnard Street	Forrest Way	0.35	1	0.73	3	1.09	29	0.25	0	0.49	1	1.47	167
	Barnard Street Right Turn	0.01	0	0.01	0	0.01	0	0.01	0	0.01	0	0.01	0
	Sunflower Drive	0.30	0	0.34	1	0.48	1	0.18	0	0.19	0	0.24	0

Junction	Movement	AM Peak						PM Peak					
		2018 Baseline		Scenario 1 Development		Scenario 2 Development		2018 Baseline		Scenario 1 Development		Scenario 2 Development	
Forrest Way / Sunflower Drive	Forrest Way Right Turn	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Forrest Way Roundabout	Stub	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
	Land-fill / Site access	0.00	0	0.12	0	0.21	0	0.01	0	0.08	0	0.40	1
	Forrest Way	0.01	0	0.13	0	0.46	1	0.00	0	0.05	0	0.13	0

6.3.14 The analysis demonstrates that the junctions north of the site can accommodate all of the peak hour traffic flows generated by the Scenario 1 development option i.e. with the Port and Warrington Commercial Park developed solely for Port related B8 logistics uses.

6.3.15 With the Scenario 2 traffic flows (i.e. where the Warrington Commercial Park is developed for a mixture of B1/B2/B8 uses) then the junctions of Old Liverpool Road with Barnard Street and Barnard Street with Forrest Way are predicted to operate over-capacity with significant queueing. Highway improvements may be feasible but as a first phase is likely to be accessed using this route, the analysis of these two junctions has been repeated to assess the levels of Scenario 2 traffic generations that can be accommodated. The results below are with 50% of the Scenario 2 traffic generations.

Table 6.6 Impacts of Scenario 2 Phased (50%) Development on the Capacity of Junctions

Junction	Movement	AM Peak Hour				PM Peak Hour			
		2018 Baseline		Scenario 2		2018 Baseline		Scenario 2	
		Max RFC / DoS	Max Queue / MMQ	Max RFC / DoS	Max Queue / MMQ	Max RFC / DoS	Max Queue / MMQ	Max RFC / DoS	Max Queue / MMQ
Old Liverpool Road / Barnard Street	Old Liverpool Road East	32.4%	4	64.7%	9	66.1%	12	96.8%	23
	Barnard Street	58.0%	6	75.2%	10	65.0%	6	97.9%	21
	Old Liverpool Road West	59.4%	9	75.8%	12	29.8%	4	55.4%	5
	Princess Street	19.1%	1	19.1%	1	18.5%	1	18.5%	1
Forrest Way / Barnard Street	Forrest Way	0.35	1	0.69	2	0.25	0	0.85	5
	Barnard Street Right Turn	0.01	0	0.01	0	0.01	0	0.01	1

- 6.3.16 The analysis indicates that, in traffic capacity terms, a significant quantum of the development could be accommodated on the surrounding highway network. The levels of development that can be released and occupied pre-Western Link will be discussed and agreed with WBC if PW is allocated.
- 6.3.17 Traffic flows generated by the first phases of development could also have impacts related to link capacity and road safety. The total traffic flows will be below the capacity of the links on the adjacent road network and development will have no material impact. Accident records have been searched for the five-year period 2013 – 2017 for the road network to the north of the site. This identifies that there have been no recorded personal injury accidents indicating there are no locations of significant concern on the local road network. It is therefore considered that the development is not likely to have significant impacts on road safety.
- 6.3.18 Other potential impacts would be assessed in detail if applications for development are progressed which would likely be subject to environmental impact assessment.

6.4 Longer Term Off-Site Traffic Impacts

Warrington Western Link

- 6.4.1 WBC's bid for DfT Large Local Major Schemes funding, set out in the Outline Business Case, notes:-

“Western Link seeks to address a range of transport issues within the town of Warrington including congestion at key junctions, town centre air quality and resilience at times of severe network stress.”

and

“Parallel to addressing Warrington's transport problems, the wider objectives of Western Link seek to unlock critical development land south-west of the town centre and deliver access to the mixed-use Waterfront development. Western Link provides a vital opportunity in supporting the growth of Warrington's housing supply and stimulating economic growth.”

- 6.4.2 One of the five key objectives of the WWL scheme is to unlock key development land and the Port and Waterfront Warrington are both noted as key sites in OBC documentation.
- 6.4.3 Warrington Borough Council (WBC) now consider that the potential development site at Port Warrington / Commercial (PW) will adversely affect the capacity of the proposed Warrington Western Link (WWL) road. The Council's report to its Cabinet meeting of 13 September 2021

confirms that PW is removed as an allocation and that it has concerns in relation to the impacts of the development on the WWL. The Council's concerns appear to be based on traffic modelling included in the evidence base supporting the 2021 UPSVLP.

6.4.4 Separate representations consider the technical analysis conducted on behalf of WBC and these demonstrate that PW will not adversely affect the WWL. Specifically, the representations conclude:

- The trip generation forecasts adopted for PW are too high and these result in greater impacts on the WWL terminal junctions than would otherwise be the case.
- Whilst suggested as an issue by the Council, there is no significant issue to address in terms of model convergence as the evidence base confirms the transport model did converge.
- There are options to improve the A56/WWL terminal junction which would be deliverable and viable. It is therefore concluded that, contrary to the Council's position, the development at PW will not significantly impact on the WWL at this location (even with the higher PW traffic flows used by the Council).
- The additional traffic flows generated by several cumulative developments at the A57/WWL terminal junction have a modest impact and these are not severe within the meaning of the NPPF. It is concluded that any improvements which may be needed would likely be small-scale given the modest impacts.
- The Council's concerns related to development at PW resulting in re-assignment back across the town centre are unfounded. This is based on the small increase in traffic across the town centre cordon of only c.3%, that the scenario assessed by the Council includes increased levels of development/traffic, that some of this traffic would be expected to cross the town centre cordon in any event and that increases in traffic flows on individual links will be within expected daily variations. The Council's evidence does not indicate a severe impact within the meaning of NPPF.

6.4.5 Thus it is concluded that PW will not have adverse impacts on WWL and that the traffic flows generated by PW can be accommodated on WWL (by way of the access junction proposed) and at its terminal junctions with A57 and A56.

Impacts on the Wider Highway Network

6.4.6 The 2019 PSVLP was issued for consultation in March 2019. PW was included as draft allocation MD1 as part of Warrington Waterfront. The Council's report to their Executive Board of 11 March 2019, seeking approval of the 2019 PSVLP prior to consultation, described the process for developing the Local Plan and identifying draft allocations. This noted, that the Council carried out a fundamental review of the technical evidence base and options assessments that underpin the (then) emerging local plan.

6.4.7 The report notes that the (2019) PSVLP was prepared at the same time as the new Local Transport Plan ***"to ensure the transport implications are properly assessed and that the development proposed in the PSVLP supports the Council's aim of promoting sustainable transport modes"***. It goes on to note ***"This work has included testing the transport implications of the emerging Local Plan through the Council's Multi-Modal Transport Model"***.

6.4.8 The report confirmed that detailed work was undertaken to demonstrate that the Plan can be delivered including assessing the deliverability of infrastructure required to support Warrington's growth. The 2019 PSVLP states:

"The Western Link will provide a new road connection between the A56 Chester Road and the A57 Sankey Way, crossing the Manchester Ship Canal, the West Coast Mainline and the River Mersey, making a significant contribution to addressing congestion within Warrington. It will enable the development of the Waterfront area, including Port Warrington. Through reducing traffic levels on the existing road network, it will facilitate the development of the South West extension and a greater level of development within the Town Centre and across Inner Warrington".

6.4.9 The evidence base included testing the (then) emerging development strategy with the Warrington Multi-Modal Transport Model. This is reported in the above document produced by Aecom. This notes:

"As the PSVLP is expected to impose significant pressure on the transport network, it will be particularly important that soundly based evidence justifies the associated transport strategy, for the final consultation of the preferred spatial strategy prior to an Examination in Public (EiP)."

"The PSVLP sets out the Council's favoured approach to delivering the housing and employment land necessary to meet its growth targets."

"The WMMTM16 has been used to forecast the impact of this pattern of development growth on the transport network in Warrington."

“The purpose of the testing is to ensure that the transport impacts of the development and associated highway interventions are deliverable, attractive to encourage mode change, whilst addressing existing known congestion issues. The model has been used to identify and assess the transport impacts of the PSVLP growth in Warrington.”

6.4.10 The 2019 Aecom testing identifies minor delay at the A57 and A56 junctions at either end of the WWL, demonstrating that the Port Warrington and Warrington Commercial Park developments would not have an impact on these junctions. The work described above to address the Council’s concerns related to impacts on the WWL confirms that PW will have no severe impacts on WWL with the 2021 UPSVLP.

6.4.11 Traffic impacts across the wider highway network, beyond WWL, are reported in the 2019 and 2021 Aecom model testing. Based on the delays reported in the 2021 model testing and the traffic flows generated by the PW development, it is concluded that PW would not have adverse and severe impacts across the wider highway network that could not be properly assessed and considered at the appropriate time as any planning applications are progressed.

6.4.12 A Land Side Surface Access Plan will be developed which will define the operating and management regime at the sites and the mitigation that will accompany development. Mitigation measures will include:-

- The WWL to serve the full levels of development at Port Warrington and Warrington Commercial Park.
- If necessary, highways improvements at locations around the city as identified by WBC through their transport modelling.
- Delivering a rail link into the site to reduce HGV trips.
- The active travel, public transport and Workplace Travel Plan measures identified in Section 4.
- Provision of sufficient parking to ensure no ad-hoc parking on adjacent streets outside the site.
- Demand management measures for both employees and HGVs. For employees, consideration will be given to operating shift-times outside of peak hours wherever practical. For HGVs this could include lorry booking arrangements to spread arrivals and departures throughout the day.

- Develop HGV routing strategies to aim to restrict the largest goods vehicles to the most suitable roads.

6.4.13 It is therefore concluded that Port Warrington and Warrington Commercial Park in accordance with the NPPF, should not be prevented on transport grounds as the residual cumulative impacts of development will not be severe.

SECTION 7 Conclusions

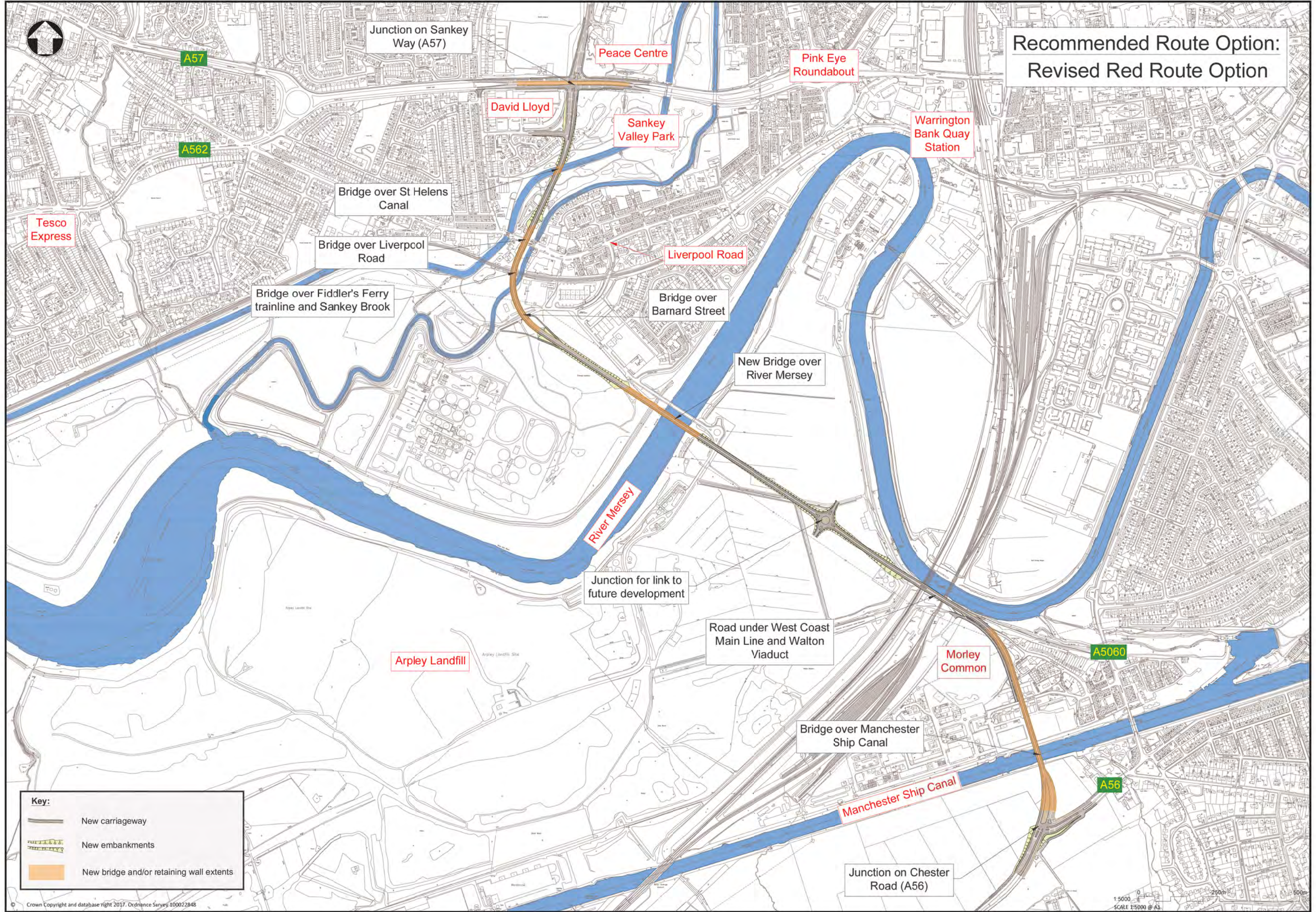
- 7.1.1 Warrington Borough Council (WBC) is currently undertaking a review of its Local Plan which will guide development in the Borough to 2038. As part of the UPSLVP the Council will also deliver a major new road scheme, the Warrington Western Link (WWL). This will provide a new road connection to the south-west of Warrington, linking the A56/A5060 Chester Road with the A57 at Great Sankey. The scheme is designed to achieve several objectives that include providing congestion relief to the town centre and enabling the development of land that is currently poorly served by road infrastructure, including Warrington Waterfront.
- 7.1.2 Peel has specific interests in Warrington Waterfront at Port Warrington, Warrington Commercial Park and Arpley Meadows County Park with these identified as draft allocations in the 2019 PSVLP but not in the 2021 UPSVLP. Masterplanning identifies that these areas are capable of delivering c.3.1m sqft of employment, largely port related, development as well as a new country park.
- 7.1.3 PW can form part of the Warrington Waterfront area which could include a mix of uses enabling travel to be made locally between homes and workplaces and to a range of local facilities and services by active travel modes. The development of the PW site will fully accord with the NPPF objective related to sustainable travel, with many opportunities for such modes to be taken up.
- 7.1.4 A new strategic high quality and high capacity highway access to the Waterfront will be provided by the provision of the Warrington Western Link. The rationale for this scheme is partly to open-up development areas at the Waterfront and the scheme is designed to accommodate the traffic movements generated by the area and reduce traffic travelling through the town centre. Access from PW to WWL can be provided.
- 7.1.5 The Warrington Western Link will also provide significant additional capacity in the central Warrington road network and will assist in facilitating development proposals by accommodating the traffic generated by it. WBC consider that PW will have adverse impacts on WWL but these claims have been addressed in separate representations and these concluded that PW will not have severe impacts on WWL. The Council's rationale for not including PW as a draft allocation on the basis of impacts on the WWL is unfounded.
- 7.1.6 In terms of off-site traffic impacts, WBC undertook traffic modelling to demonstrate that the traffic flows generated by the 2019 PSVLP development, including PW, can be accommodated

on the surrounding highway network. Considering the results of the 2021 UPSVLP transport model testing and the analysis to address the Council's concerns in relation to WWL, it is concluded that this position remains. The detail of any mitigation required to accommodate the PW generated traffic, beyond WWL, can be addressed in detail at the appropriate stage in the planning process.

- 7.1.7 It is therefore concluded that the residual cumulative traffic impacts of development at PW will not be severe and therefore, in accordance with NPPF, development should not be prevented on transport grounds.
- 7.1.8 Overall, it is therefore concluded that this assessment confirms that Peel's land interests at Warrington Waterfront (at Port Warrington, Warrington Commercial Park and Arpley Meadows Country Park) are suitable for allocation in the Council's Local Plan and will form a sustainable development that can provide a multi-modal port facility within Warrington.

APPENDIX A. Warrington Western Link

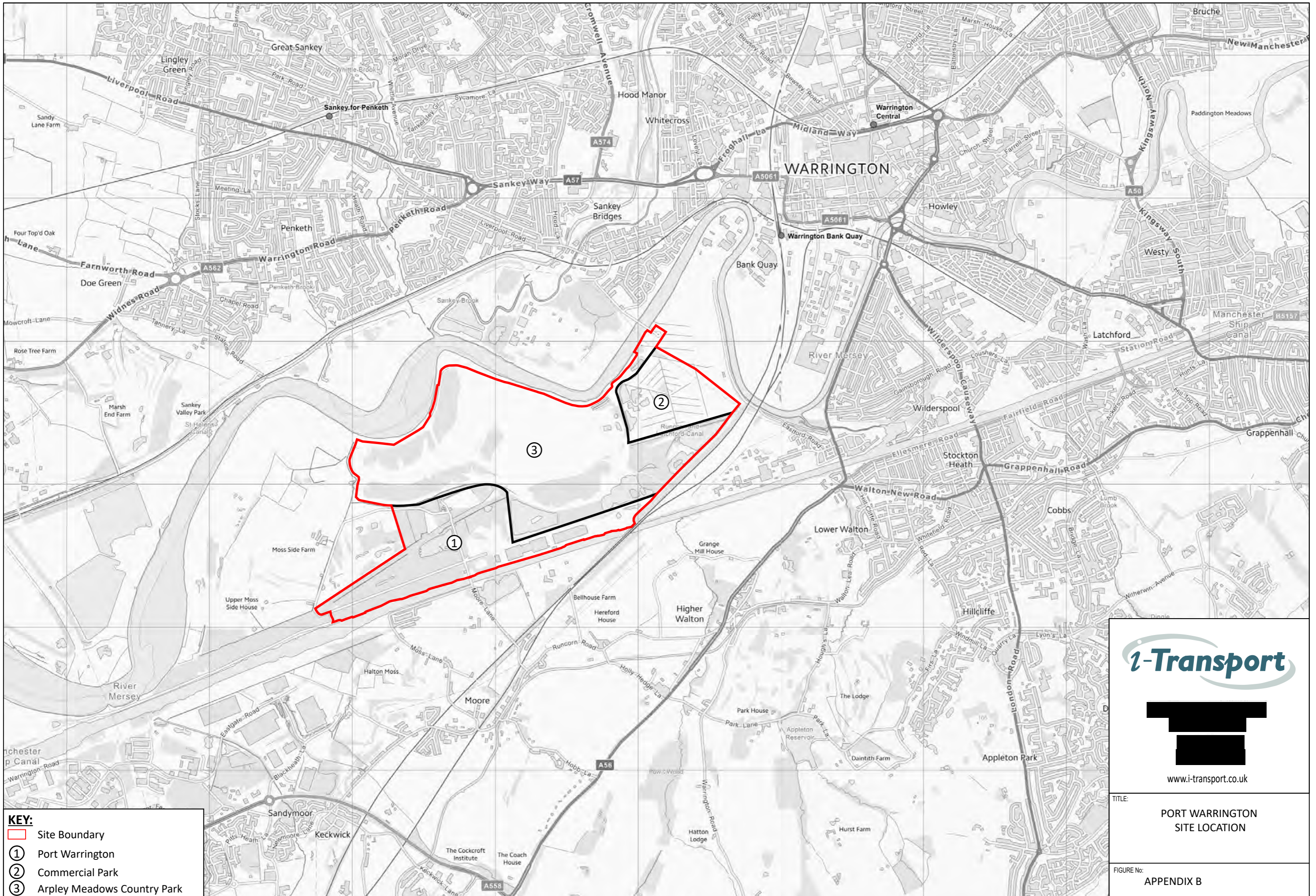
**Recommended Route Option:
Revised Red Route Option**



Key:

- New carriageway
- New embankments
- New bridge and/or retaining wall extents

APPENDIX B. Site Location Plan



KEY:

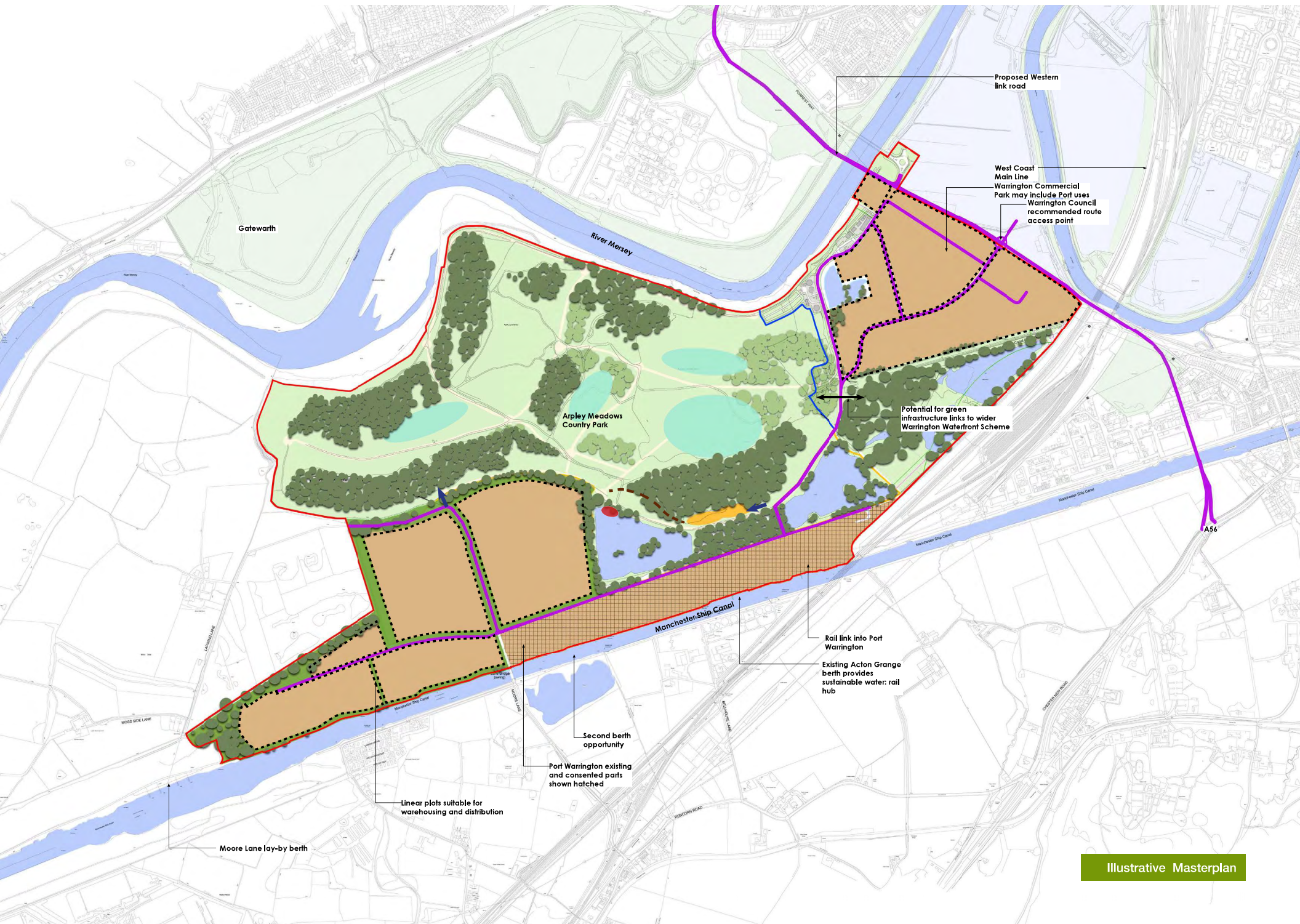
- Site Boundary
- ① Port Warrington
- ② Commercial Park
- ③ Arpley Meadows Country Park

www.i-transport.co.uk

TITLE:
**PORT WARRINGTON
SITE LOCATION**

FIGURE No:
APPENDIX B

APPENDIX C. Port Warrington and Arpley Meadows Masterplan



Gatewarth

River Mersey

Arple Meadows Country Park

Potential for green infrastructure links to wider Warrington Waterfront Scheme

Proposed Western link road

West Coast Main Line
Warrington Commercial Park may include Port uses
Warrington Council recommended route access point

A56

Manchester Ship Canal

Rail link into Port Warrington

Existing Acton Grange berth provides sustainable water: rail hub

Second berth opportunity

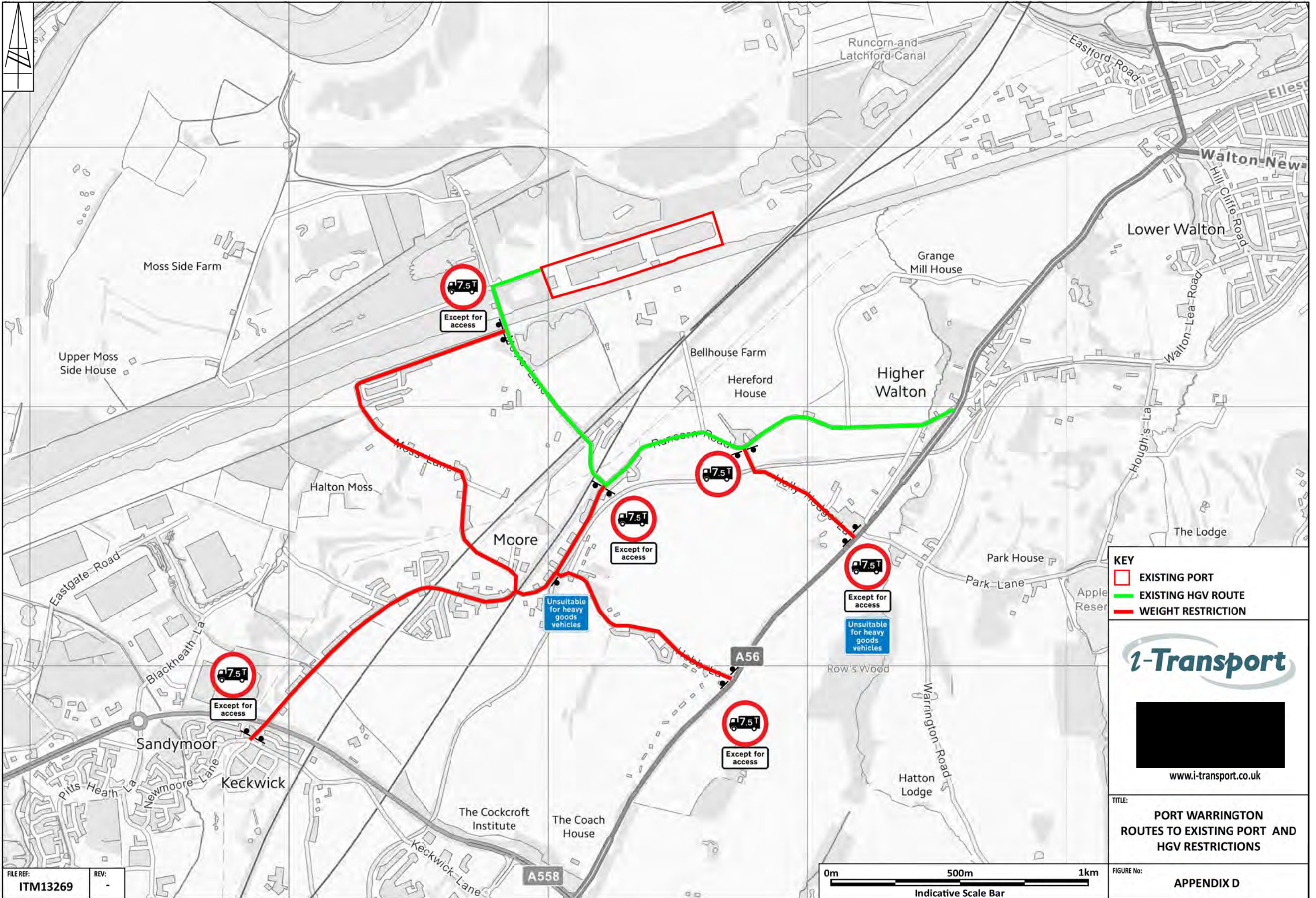
Port Warrington existing and consented parts shown hatched

Linear plots suitable for warehousing and distribution

Moore Lane lay-by berth

Illustrative Masterplan

APPENDIX D.Existing Routes to Port Warrington



APPENDIX E. Warrington Cycle Map



CYCLE MAP

Warrington & THE SURROUNDING AREA

Warrington & THE SURROUNDING AREA CYCLE MAP



Every effort has been taken to provide an accurate and useful guide. If you have any comments on the guide please contact us: activetravel@warrington.gov.uk

TravelWarrington
Cartography ©2019 FourFour Mapping Ltd for Warrington Borough Council
www.fourfourmapping.co.uk
Printed in Warrington Borough Council, FourFour Mapping Ltd

How to use this guide...

The Warrington Cycle Map has been created to assist all cyclists with planning the best route for your journey.

Roads graded → Increasing difficulty
cycleability gradations, in increasing experience

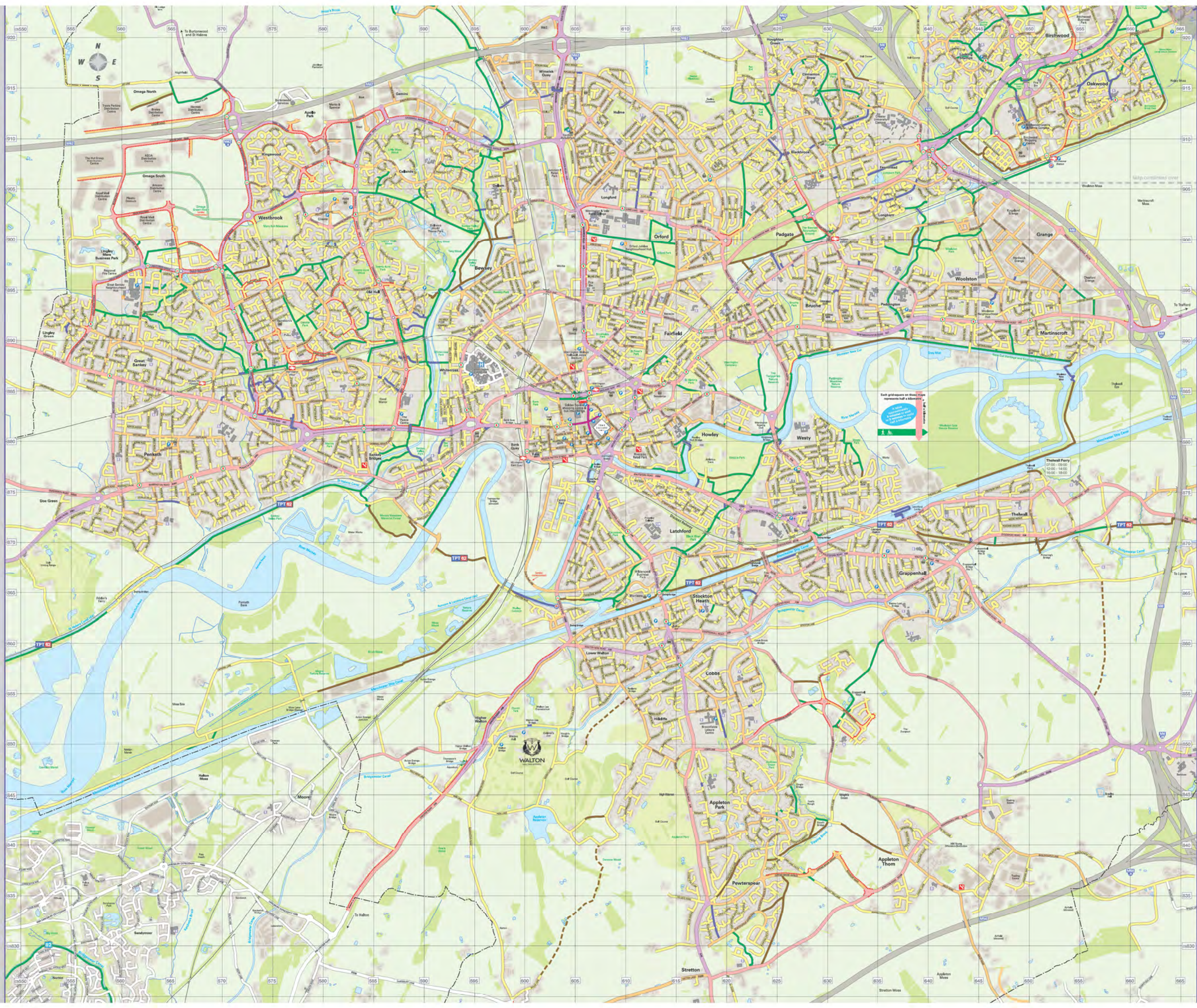
The road network shown on the map is graded according to the degree of skill and experience needed to cycle each route. If you are a beginner or haven't cycled for some time, you should build up your confidence and basic skills on the yellow roads where traffic is lighter and speeds are low.

As your cycling skills increase, you can explore the orange roads. When you are able to deal with heavier and faster traffic you can venture onto the pink and purple routes.

Greenways and shared-use paths still require caution and low speed, especially at junctions. Wherever paths are shared with pedestrians, please be considerate; make sure that others are aware of you, and pass slowly leaving as much room as possible. In all cases of shared and segregated pavement cycling the right of way remains with the pedestrian.

Key

- Cycleability gradations, in increasing experience
- 1 (Yellow)
 - 2 (Orange)
 - 3 (Pink)
 - 4 (Purple)
- Tarmac surfaced cycle paths
 - Unsurfaced cycle paths
 - Bridleway
 - Pedestrian links
 - Shared-use cycle path
 - Pedestrian & Cycle Zone
 - Motorway
 - One way / One way with contra flow cycling permitted
 - National Cycle Network route number & Trans-Pennine Trail
 - Railway station
 - Bus interchange
 - Schools
 - Colleges
 - Hospital
 - Library
 - Supermarket
 - Cycle parking
 - Bike shop
 - Bridge
 - Pedestrian crossing
 - Toucan crossing
 - Underpass
 - Wheeling ramp



Each grid square on this map represents half a kilometre

Health Walks

Available at different locations throughout Warrington, there is no better way to get some fresh air in your lungs.

Contact our lifestyles team on **0300 003 0818**

Cycle shops

There are various cycle shops across the town, most offer at least a partial maintenance service. They are:

- GO Outdoors**
Wilson Patern Street WA1 1PS
- Cyclehouse**
Buckley Street WA2 7NS
- D & M Cycles**
Hood Lane, Sankey Bridges WA5 1EJ
- Halfords**
Riverside Retail Park, Wharf Street WA1 2GZ
- Cheshire Cycles**
Burley Lane, Appleton Thorn, Warrington WA4 4RP
- Decathlon**
Jubilee Way/Winwick Road WA2 8HE
- Ron Spencer Cycles**
Crossley Street WA1 2PF



Lymm

Each grid square on these maps represents half a kilometre.

Burtonwood

Each grid square on these maps represents half a kilometre.

Winwick

Each grid square on these maps represents half a kilometre.

Warrington town centre

Each grid square on these maps represents half a kilometre.

Culcheth

Each grid square on these maps represents half a kilometre.

Cycle safety

Lights for night riding must be used - dynamos are greener and cheaper than batteries in the long term (some flashing LED lights are now allowed but check to make sure yours are acceptable).

It is also a legal requirement to have front and rear reflectors on your bike.

Consider wearing reflective and bright clothing to make you more visible.

A cycle helmet is optional but can help to protect you against head injury.

Another way to help improve your cycling skills and safety is through cycle training.

Cycle training

Warrington has a full programme of free high quality Bikeability cycle training in schools.

Level 2 is offered to all 10 year olds and takes place on quiet roads around their primary schools.

Level 3 is offered to all teenagers 16 and under, and includes more advanced skills for busier roads.

Adult cycle training is also available to anyone over 16 who lives, works or studies in Warrington. These **Freewheeling** courses are for absolute beginners through to more experienced riders, providing the skills and confidence to ride safely in traffic. This training is delivered by fully accredited instructors and can be arranged during daytime, evenings or weekends. Apply at www.bikeright.co.uk or call 0161 230 7007.

Cycle parking

Cycle parking can be found across Warrington, with at least 200 spaces around the town centre. These are shown on the map by a P.

Keep your bike safe and secure

- Sign up to BikeRegister (www.bikeregister.com) and get your bike security-marked
- In public, lock your bike at dedicated cycle parking sites
- Use a strong 'D' lock and attach the frame of your bike close to the stand
- Remove any parts which could be stolen like your lights
- Lock up your bike at home too. Don't leave it in communal hallways, gardens or sheds
- Know your bike's make, colour and frame number, and keep a picture of it.

Warrington Overview Map

How long to cycle a mile?
 10 minutes at leisure 5 minutes at moderate pace 3 minutes at speed

Contains OS data © Crown copyright and database right 2020. Ordnance Survey 100022848.

Highways maintenance & streetlighting

How to report a fault?

To report a fault or pothole complete the web form on www.warrington.gov.uk



Advice to motorists & cyclists

Motorists should...

- Be aware of cyclists and take extra care at junctions, traffic lights and roundabouts.
- Give cyclists plenty of room when overtaking, usually 2m (6 feet) - if there isn't room to overtake, be patient.
- Obey speed limits.
- Obey Advanced Stop Lines (green boxes at traffic signals designed to give cyclists a head start).
- Not park in or obstruct cycle lanes.
- Expect cyclists to leave cycle lanes at certain times for manoeuvres such as right turns.

Cyclists should...

- Ensure the cycle is in good working order and appropriately lit at night.
- Not cycle on the footway unless it is signed as a shared access route.
- Be considerate and give priority when sharing with pedestrians, especially alongside canals and waterways.
- Never cycle through red lights.
- On road, cycle at least 1m from the kerb where cars can see you and away from grinds and gullies.
- Take care passing alongside slow moving traffic.
- Watch out for left turning vehicles as you could be in their blind spot.
- Get and read a copy of "Cyclecraft" - considered the definitive guide to safe and confident cycling.



Birchwood

Each grid square on these maps represents half a kilometre.

Key

Cycleability gradations, in increasing experience

1	2	3	4
Tarmac surfaced cycle paths	Unsurfaced cycle paths	Bridleway	Pedestrian links
Shared-use cycle path	Pedestrian & Cycle Zone	Motorway	One way / One way with contra flow cycling permitted

National Cycle Network route number & Trans-Pennine Trail

- Railway station
- Bus interchange
- Schools
- Colleges
- Hospital
- Library
- Supermarket
- Cycle parking

Bike shop, Bridge, Pedestrian crossing, Toucan crossing, Underpass, Wheeling ramp

Signs & symbols

Common road signs and markings that you may come across when cycling through the borough.

- No entry (for all vehicles including cyclists)
- No cycling
- Route for use by pedal cycles only
- With flow cycle lane ahead
- Cycle route
- Motor vehicles prohibited (cycles permitted)
- Be aware of cyclists
- Segregated route
- Shared route for cyclists and pedestrians
- Cycle lane
- Cycle route forming part of the National Cycle Network

Advanced stop lines

- Advanced stop lines enable cyclists to negotiate junctions safely.
- When the traffic signals are red, cyclists move ahead to a 'reservoir' area to position themselves safely ahead of motorists.

Why you should give cycling a go

It's good for your heart
You could enjoy better fitness levels, a stronger heart and lungs, and you could live longer.

It helps you control your weight
Exercise produces fat burning enzymes, which then burn calories even when you're resting.

It helps the environment
Do your bit and get on your bike, especially for those short journeys when you don't really need to take the car.



It's fun
Remember all those hours playing on your bike when you were a child. Warrington has many parks and open spaces where you can relive those fun times in a safe environment and get some great exercise as well.

It saves you money
Cut down your spending on parking and petrol.

It's for everyone
Cycling for those with disabilities is becoming increasingly popular. Tricycles that offer more stable support and hand cycles for wheelchair users or those with severe weakness are available. Warrington based 'Cycling Projects' (www.cycling.org.uk) is a national UK cycling charity which promotes inclusive cycling through its 'Wheels for All' programme.

With all these things and more in mind, now is the time to get cycling!



Greenways code of conduct

- Shared Pathway
- Please be considerate and polite to others at all times
- Dispose of litter in bins or take it home
- Keep left or pass right
- Slow
- Be prepared to slow down, stop and give way to pedestrians if necessary
- Bell
- Be seen and heard - use your bell but be aware that others may not see or hear you
- Keep dogs under control

Inclusive Cycling Wheels for All

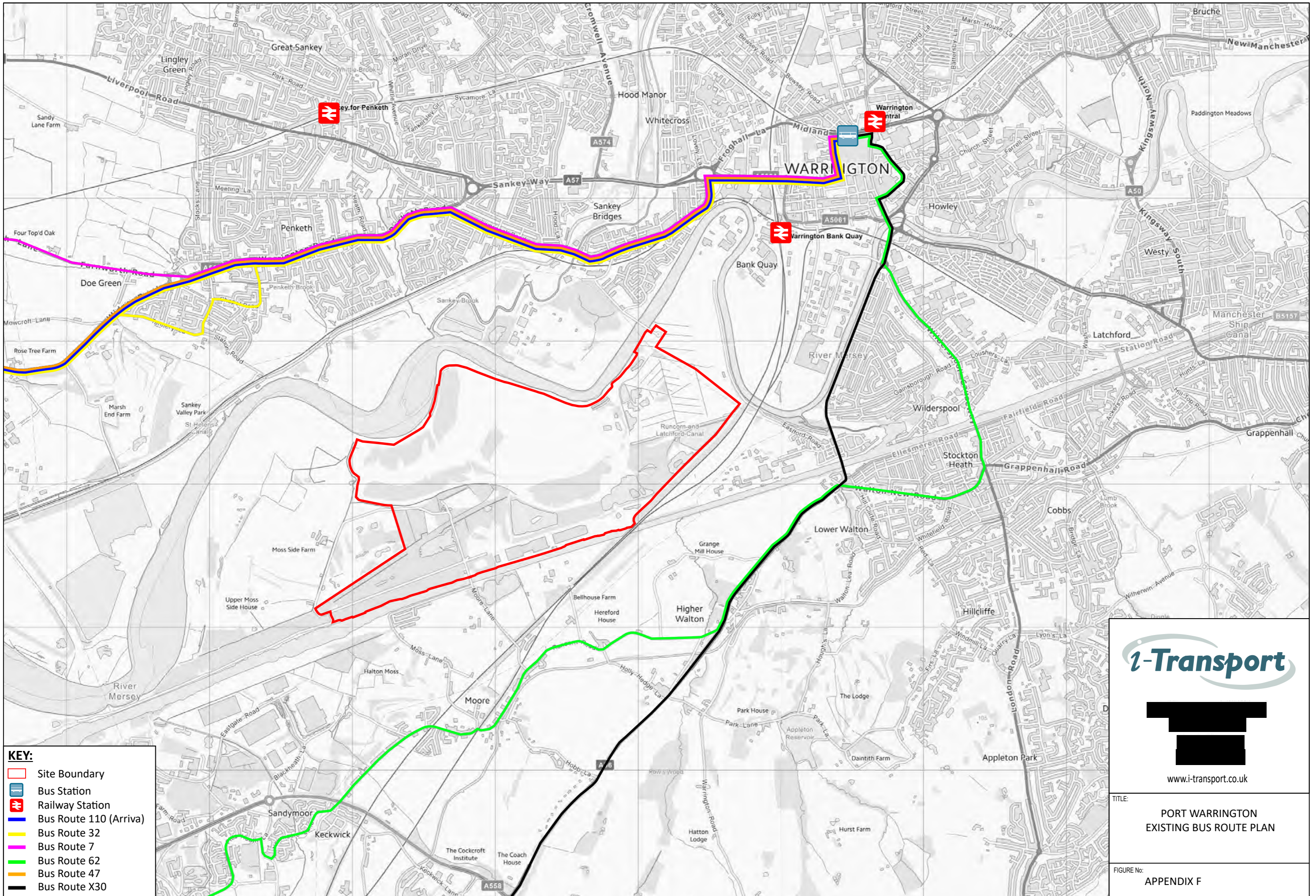
www.cycling.org.uk 01925 234213

We are the national charity for inclusive cycling.
Experience the fun and freedom of cycling in a safe, traffic-free setting.

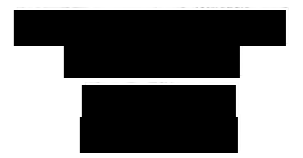
At Victoria Park Athletics Track, Warrington WA4 1DQ On Fridays between 10am and 2:30pm.

We offer a friendly welcome, expert guidance and a range of bikes including tricycles, four wheelers, side by side, hand pedals and wheelchair transporters. Helmets also provided.

APPENDIX F. Existing Bus Routes



- KEY:**
- Site Boundary
 - B Bus Station
 - N Railway Station
 - Bus Route 110 (Arriva)
 - Bus Route 32
 - Bus Route 7
 - Bus Route 62
 - Bus Route 47
 - Bus Route X30

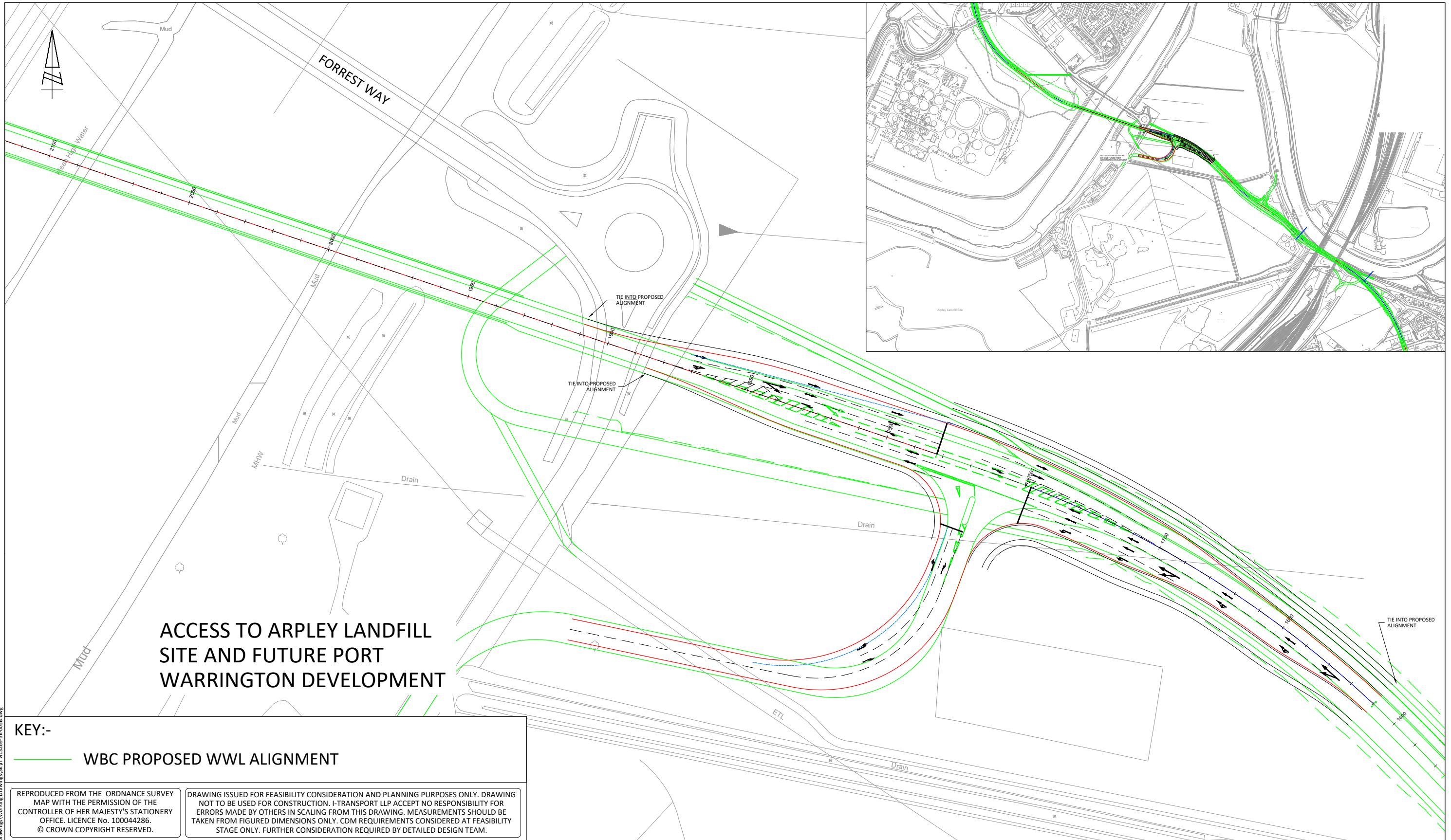


www.i-transport.co.uk

TITLE:
**PORT WARRINGTON
 EXISTING BUS ROUTE PLAN**

FIGURE No:
APPENDIX F

APPENDIX G. Site Access Arrangement



KEY:-

— WBC PROPOSED WWL ALIGNMENT

REPRODUCED FROM THE ORDNANCE SURVEY MAP WITH THE PERMISSION OF THE CONTROLLER OF HER MAJESTY'S STATIONERY OFFICE. LICENCE No. 100044286. © CROWN COPYRIGHT RESERVED.

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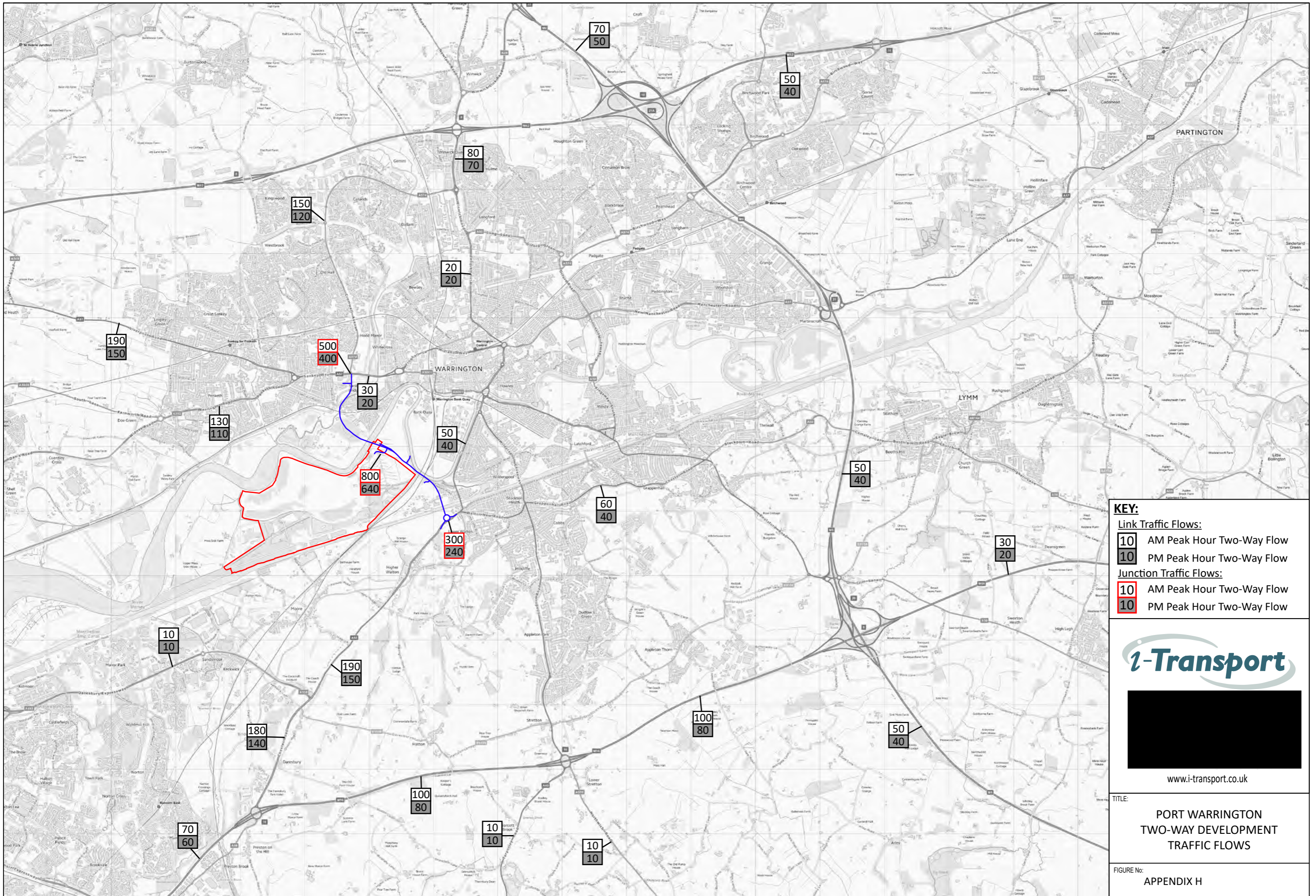
B	12.11.21	JB	CLIENT INFO UPDATED	JO	SE
A	22.12.20	JW	MINOR MODIFICATIONS	JO	SE
REV	DATE	BY	DESCRIPTION	CHK	APD
STATUS: DRAFT					

TITLE: POTENTIAL TRAFFIC SIGNAL JUNCTION ACCESS TO PORT WARRINGTON	
PROJECT: PORT WARRINGTON	CLIENT: PEEL L&P HOLDINGS (UK) LIMITED

SCALE @ A3: 1:1250	CHECKED: JO	APPROVED: SE
FILE REF: ITM13269	DRAWN: PH	DATE: 07.12.20
DRAWING No: ITM13269 - SK - 005		
PROJECT No: ITM13269	REV: B	

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APPENDIX H. Development Traffic Flows



KEY:
 Link Traffic Flows:
 10 AM Peak Hour Two-Way Flow
 10 PM Peak Hour Two-Way Flow
 Junction Traffic Flows:
 10 AM Peak Hour Two-Way Flow
 10 PM Peak Hour Two-Way Flow

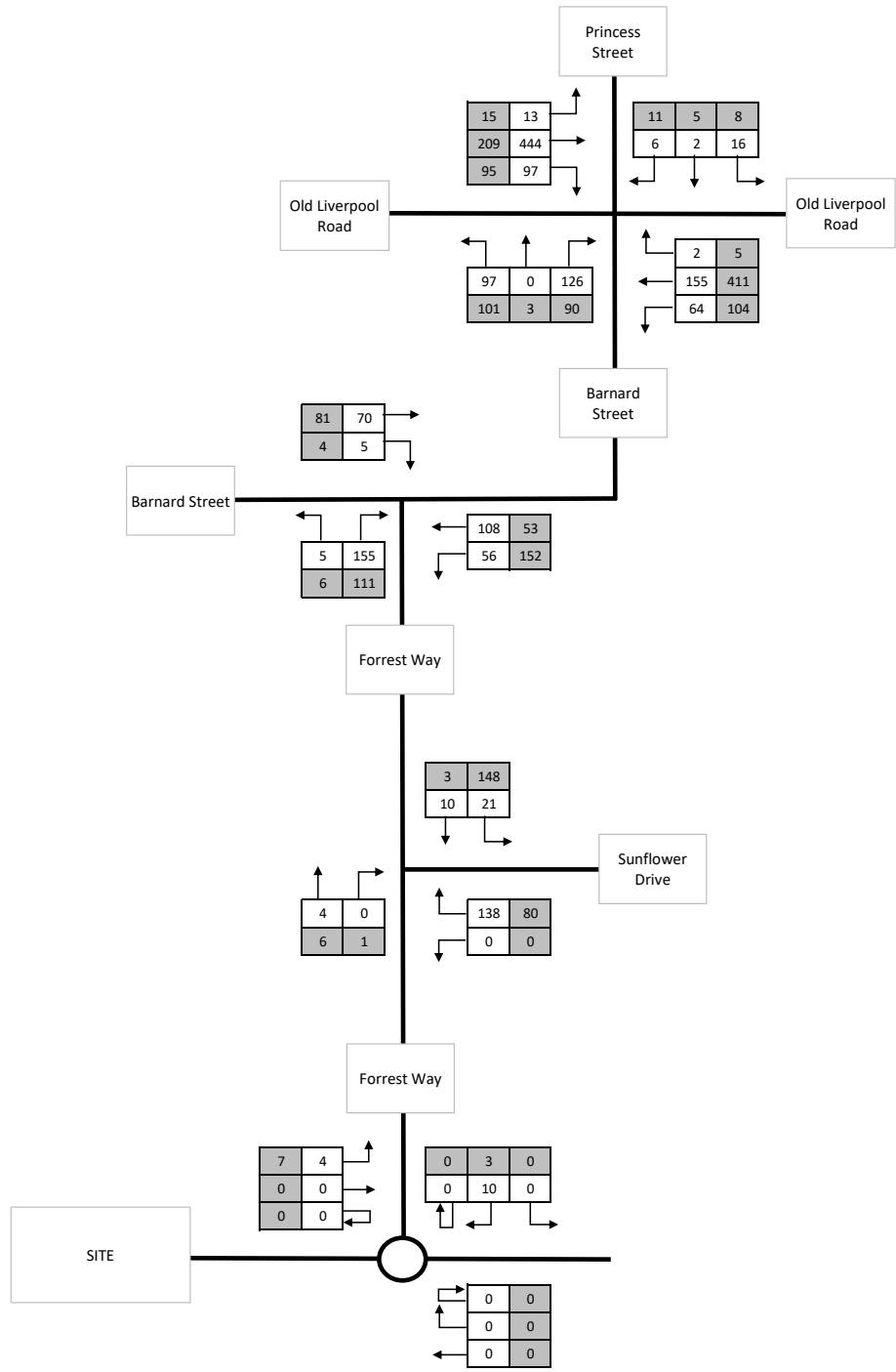


www.i-transport.co.uk

TITLE:
**PORT WARRINGTON
 TWO-WAY DEVELOPMENT
 TRAFFIC FLOWS**

FIGURE No:
APPENDIX H

APPENDIX I. 2018 Observed Traffic Flows



		<p>KEY</p> <p>500 = AM PEAK (PCUs)</p> <p>500 = PM PEAK (PCUs)</p>
<p>PORT WARRINGTON</p>		
<p>Appendix I</p>		
<p>2018 Observed Traffic Flows</p>		



**Appendix 2: Proposed Modification to Policy
MD1**

Warrington Local Plan (Submission Version Reg 19, 2021)

Policy MD1 - Warrington Waterfront (amended)

MD1.1 Key Land Use and Infrastructure Requirements

1. Warrington Waterfront will be allocated as a new urban quarter to deliver around 1,335 new homes of which 1,070 will be delivered in the plan period **and a major employment area, incorporating an expanded multi-modal port facility and associated business hub.**
2. In order to facilitate development, ~~a small portion of the southern section of the site, adjacent to the proposed Western Link~~ comprising the **expanded multi-modal port facility (77ha) and Warrington Commercial Park (40 ha)**, will be removed from the Green Belt.
3. The new residential **and employment** development will be supported by the following range of infrastructure:
 - a. A range of housing tenures, types and sizes, including affordable homes and a residential care home (Use Class C2) providing a minimum of 80 bedrooms.
 - b. A two form entry primary school
 - c. A mixed use local centre providing
 - i. health facility and
 - ii. local shops and community facilities of an appropriate scale.
 - e. Provision of public open space, including a range of smaller areas of open space within the residential development to serve the new community in accordance with the Council's open space standards.
 - f. Provision of playing pitches (either on-site or a contribution towards off-site provision).
 - g. A comprehensive package of transport improvements including supported bus services.
 - h. A contribution towards additional secondary school places
 - i. A contribution towards built leisure facilities
 - j. A contribution towards strategic transport infrastructure (The Western Link), **or a suitable alternative)**
 - k. Landscape buffers and ecological mitigation and enhancement
 - l. Flood mitigation and drainage including exemplary multi-functional sustainable drainage systems (SuDS) with only foul flows connecting to the existing public sewer.
 - m. A new Country Park of a minimum of c.160ha**
4. **The type and scale of infrastructure to be provided for each element of the development is set out below.**

MD1.2 Delivery and Phasing

5. ~~Prior to the commencement of any development~~ The Council will require the preparation of a Development Framework for the entire site including a delivery strategy and phasing plan in order to ensure comprehensive and coordinated development.
6. The Development Framework must conform to the requirements of this policy and be subject to consultation with statutory consultees and the local community.

7. The Development Framework will provide the basis for subsequent planning applications for individual phases of development.
8. ~~No development will be permitted until funding has been secured and a programme of delivery has been confirmed for the Western Link.~~ **With the exception of Port Warrington and Warrington Commercial Hub, development at the Waterfront cannot commence until the funding for the delivery of the Western Link (or a suitable alternative) has been confirmed. The delivery of the Western Link (or suitable alternative) should be delivered in an appropriately phased manner to mitigate impacts on the existing highway from increases in traffic.**
9. **The first operation/use of the expanded Port Warrington will be not be permitted until either the improvement/extension of the berth or the installation of the rail freight connection has been completed and a programme other elements of the tri-modal facility has been confirmed.**
10. **Approval of a plan of mitigation for the loss of part of Moore Nature Reserve will be required before any application for the development of Port Warrington is permitted.**
11. Full details of the programme and funding for delivery of the primary school, health centre, public open space and other necessary infrastructure will need to be agreed by the Council before the first phase of the **residential** development is permitted to come forward.

MD1.3 Detailed Site-specific Requirements

New Homes

12. A range of housing tenures, types and sizes, as identified in Policy DEV2, should be provided in order to ensure **the residential** development contributes to meeting the Borough's general and specialist housing needs.
13. In accordance with Policy DEV2 a minimum of 30% of homes should be affordable.
14. The new ~~urban quarter~~ **residential development** should provide a range of homes to meet different needs. Higher density and larger scale **residential** development should create an attractive waterside frontage. New homes may be particularly suitable for younger people and young families, whilst a proportion of homes should be provided as supported housing suitable for older people.
15. **The residential development should have** specific provision ~~should be made~~ for a residential care facility providing a minimum of 80 bed spaces. This should be located within or in proximity to the local centre.
16. In accordance with Policy DEV1 to reflect the site's urban location and proximity to the Town Centre, the residential development should be constructed to an average minimum density of 50dph, with opportunities for higher densities throughout the site.

Employment

17. 77ha of land, including the existing established Port Warrington site which equates to 14ha, will be removed from the Green Belt immediately to the north of the Manchester Ship Canal at Port Warrington for port expansion and related uses (primarily B8 but also potential for B2). The Port will provide around 205,850sqm of employment floorspace.
18. 40ha of land will be removed from the Green Belt to provide a new business hub, Warrington Commercial Park, comprising a range of B1, B2 and B8 uses, alongside ancillary uses of an appropriate scale and nature to service the employment area as a whole. The Warrington Commercial Park will provide around 82,500sqm of employment floorspace.

Community Facilities

19. The residential development will be required to deliver a new two form entry primary school to meet the need for school places that will be generated from the development.
20. Residential development will be expected to make a contribution towards the provision of additional secondary school places through expansion of existing or planned new secondary schools.
21. A new local centre **relating to the residential development** will provide a focal point for the new community and should be located in an accessible position within the site.
22. The specification and delivery of the health facility within the local centre will need to be agreed with the NHS as part of the delivery strategy.
23. Other small scale local shops up to 500 sq.m in total and other local community facilities will be supported in the Local Centre 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.

Open Space and Recreation

24. A green infrastructure strategy will be required as part of the Development Framework in order to ensure the provision of an accessible, comprehensive and high quality network of multi-functional green spaces. Green Infrastructure within the Waterfront should connect into the wider Green Infrastructure network in south Warrington, including the new Arpley Meadows **Nature Reserve and** Country Park and the Trans-Pennine Trail, in order to enhance the ecological, visual and recreational value of the network as a whole and to improve access to and throughout the wider network.
25. The development will be required to provide a minimum level of open space in line with the Council's open space standards in accordance with Policy DC5.
26. The development should ensure the long term management arrangements for the green space network within the Waterfront.
27. The development will be required to make a contribution to expanding and enhancing existing or planned built leisure facilities and playing pitch provision (either on-site or a contribution towards off-site provision) that will serve residents of the ~~urban extension~~ **residential development**.

Green Belt

28. ~~The Western Link will define the southwestern boundary of the site with the Green Belt.~~
- 29. The western and southern boundaries of the site define the Green Belt boundary. Development at the western and southern extent of the site will be required to respect the Green Belt boundary and contribute to maintaining the separation between Warrington and Widnes and Warrington and Runcorn.**
- 30. Arpley Meadows Nature Reserve and Country Park will remain within the Green Belt.**

Natural Environment

31. The Green Infrastructure Strategy will need to demonstrate how development within the urban quarter will protect and enhance existing wildlife corridors and provide new corridors to link the site into Warrington's wider ecological network. It will need to ensure that the layout takes account of existing landscape features, including watercourses, woodlands and significant hedgerows; ensure the site contributes to the wider objectives of the Mersey Forest; and have regard to sites identified in policy DC4 (Ecological Network) which should be protected in line with policy DC4 and national guidelines.
- 32. Approval of a plan of mitigation for the loss of part of Moore Nature Reserve will be required before any application for the development of Port Warrington is permitted. The mitigation package must pursue opportunities for securing a net gain net gain in biodiversity.**
33. In accordance with Policy DC4 development within the allocation site will be required to evidence that it will not have any adverse impacts on the integrity of the Mersey Estuary Special Protection Area. If habitats within the allocation site or on adjacent land are suitable to support significant populations of qualifying species of wintering birds, avoidance measures and mitigation will be required and any planning application may need to be assessed through project specific Habitats Regulations Assessment.
34. A scheme for measurable biodiversity net gain should be demonstrated through the use of a metric supported by Natural England and provided for all development parcels that come forward for planning approval. Mitigation measures for loss of habitat will only be allowed if shown to be necessary by application of the mitigation hierarchy.

Transport and accessibility

35. A comprehensive package of transport improvements will be required to support the Waterfront allocation.
36. Required improvements to support the new residential development will include:
- a. Ensuring appropriate access arrangements for the site as a whole and for individual phases of development.
 - b. Improved cycling and walking routes well related to the green infrastructure and waterside network; Arpley Meadows **Nature Reserve and** Country Park, Bank Quay Station and Warrington Town Centre.

- c. Provision of waterside walkways and cycleways.
 - d. Providing public transport improvements and services to connect the new community with Warrington Town Centre; and other major employment areas in Warrington and Daresbury.
 - e. Other necessary network improvements or measures as identified by an appropriate Transport Assessment.
37. The layout of the Waterfront 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. In particular, connections should be made to the Trans-Pennine Trail (national cycle route) to provide links to adjoining Boroughs to support cross boundary commuting by bike.
- 38. Improvements to support the further port expansion and related employment development (Warrington Commercial Park) will, where required, include:**
- a. Ensuring appropriate access arrangements for the site as a whole and for individual phases of development.**
 - b. New road connections from the employment area to the Western Link.**
 - c. Improved cycling and walking routes well related to the green infrastructure network; connecting the new employment area to the residential development on the Waterfront, Arpley Meadows Nature Reserve and Country Park, Bank Quay Station, Warrington Town Centre and south of the Ship Canal to the South West extension and Halton.**
 - d. Maintaining a direct pedestrian access between Moore Lane and the proposed Country Park to enable residents from Moore to access the Country Park.**
 - e. Providing public transport improvements to connect the new employment site to Warrington Town Centre; Bank Quay Station and the residential areas across the wider Warrington area.**
 - f. Improvement of the quay at Port Warrington and connection to the strategic rail network.**
 - g. Other necessary network improvements as identified by an appropriate Transport Assessment.**
39. **The employment and residential elements of the development will be expected to make a contribution towards the delivery of the Western Link, commensurate with the traffic demands of the respective developments, reflective of viability considerations, and in view of other funding sources, including other developments.**
40. **The Western Link will act as a natural divide to the Waterfront with residential properties to the north and employment to the south.**
41. The residential development should take advantage of its river frontage location and provide riverside walkways to connect into the existing pedestrian and cycle network.
42. 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.

Utilities and Environmental Protection

43. A site-wide foul and surface water strategy is required across the Waterfront as a whole, incorporating exemplary and multi-functional Sustainable Urban Drainage Systems (SUDS) and flood alleviation measures. It will be important for this to be integrated with the site's green infrastructure network in order to maximise ecological and potentially recreational benefits. Development proposals will be expected to incorporate infiltration SuDS and SuDS with multi-functional benefits in preference to traditional underground storage systems.
44. 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.
45. These strategies must demonstrate co-ordination between any phases of development, ensure unfettered rights between various parcels and outline a timeline for the delivery of on-site infrastructure. Submitted drainage strategies should ensure a proliferation of pumping stations are avoided.
46. Development within the Waterfront must not inhibit the operation of the existing gas pipeline, power line, water and wastewater infrastructure, including a high pressurised sludge main and sewage works, which are on or adjacent to the site. Development layouts will be expected to be designed to take these into account. Access to this infrastructure should be maintained within the proposed development layouts. The Development Framework must take full account of the proximity to the sewage works, be informed by appropriate impact assessments (odour and noise) and include mitigation measures if identified as necessary. Applicants may be required to submit a management plan and details of any protection provisions to ensure the integrity of the utility assets are maintained both during and after construction.
47. The Waterfront should be designed to mitigate the impacts of climate change; be as energy efficient and water efficient as possible and seek to meet a proportion of its energy needs from renewable or low carbon sources in accordance with Policy ENV7.
48. The design of **residential** development within the Waterfront must incorporate appropriate measures to ~~mitigate any~~ **protect residents from prospective** noise and air quality impacts from the future Western Link and the railway line and the sewage works.
49. Development proposals may be required to assess the impact on the groundwater environment and incorporate appropriate mitigating measures in accordance with Policy ENV8.
50. Within the COMAH Zones of the existing industrial uses in proximity to the allocation site, development will be restricted in accordance with the Health & Safety Executive's requirements.
51. The development will be required to mitigate air quality impacts on the Manchester Mosses SAC in accordance with Policy ENV8 (Part 4).

Historic Environment

52. Development will be required to preserve and enhance the historic environment, heritage assets and their setting.
53. Development proposals will be required to be in accordance with the Waterfront Heritage Impact Assessment including the proposed mitigation and enhancement measures **where the development has the potential to cause harm.**
54. Development proposals will need to demonstrate how they will safeguard and sustain the future of the Bank Quay Transporter Bridge (Grade II*) which is currently on the Heritage at Risk Register.
55. **Where viable, and found to be consistent with the CIL Regulations, a contribution will be sought from both the residential and employment development towards the restoration of the Bank Quay Transporter Bridge.**



Turley