

Application No: 14/4220N

Location: Land South And North Of, MAW GREEN ROAD, CREWE

Proposal: Removal of condition 47 (restriction on the provision of units) of 12/0831N for Outline Planning Permission for the erection of 165 dwellings on land to the north and south of Maw Green Road, access proposed via a new roundabout off Maw Green Road.

Applicant: PAUL CAMPBELL, RICHBOROUGH ESTATES

Expiry Date: 08-Dec-2014

SUMMARY

The removal of condition 47 would be unlikely to severely impact on the highway network and there are undoubtedly significant planning benefits in facilitating the full development at Maw Green, in particular the early release of a significant contribution towards local highway improvements and the continual contribution to housing land supply

RECOMMENDATION: Approve

PROPOSAL:

It is proposed to remove condition 47 of planning permission 12/0831N that was granted in outline for 165 dwellings on land to north and south of Maw Green Road in Crewe. The condition stated:-

"No more than 73 units shall be occupied until the new roundabout at Maw Green Road/Elm Drive/ Groby Road junction has been completed and brought into use unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of highway safety and to comply with Policy BE3 (Access and Parking) of the Borough of Crewe and Nantwich Replacement Local Plan 2011."

SITE DESCRIPTION:

The overall application (12/0831N) site measures 9.59ha (23.7 acres) and is located in the suburb of Maw Green. The site is situated on the residential edge of Maw Green and is on the north eastern edge of Crewe. The site comprises an irregularly shaped piece of land, divided into two areas, located to the north and south of Maw Green Road.

The southern site predominantly formerly comprised open rough pasture consisting of a number of fields with hedgerow boundaries. Areas of mature trees are present in the south west corner. This site is now being developed by David Wilson Homes.

The northern site comprises two distinct portions in the west and east. The western portion comprises further areas of rough pasture and paddocks. An area of mature trees and a pond is present in the south east corner, together with a number of barn type structures. The eastern portion of the site comprises a former landfill site. The application site generally slopes from north to south.

The site area is bounded to the north by residential dwellings and farm buildings, and the remainder of the landfill site, to the north east by land associated with the landfill site, to the east and south east by agricultural land beyond which is the Crewe – Manchester railway line with open agricultural land beyond, the southwest by the rear of residential properties and open countryside beyond. This area has secured a resolution to grant planning permission for 650 dwellings as part of the Coppenhall East development.

NATIONAL & LOCAL POLICY

National Policy:

The National Planning Policy Framework establishes a presumption in favour of sustainable development.

Of particular relevance are paragraphs: 14, 32 and 197.

Development Plan:

The Development Plan for this area is the Crewe & Nantwich Local Plan

The relevant Saved Policies are: -

BE3: Access and Parking

TRAN3: Pedestrians

TRANS.9: Car Parking Standards

The saved Local Plan policies are consistent with the NPPF and should be given full weight.

Cheshire East Local Plan Strategy – Submission Version (CELP)

As the examination of this plan has now been suspended, its policies carry limited weight. The following are considered relevant material considerations as indications of the emerging strategy:

MP1, SD1, SD2 Sustainable Development

PG2 Settlement Hierarchy

CONSULTATIONS:

Highways: Condition 47 was originally attached as the junction of Maw Green Road and Sydney Road has existing capacity problems and to prevent further congestion problems occurring the amount of development coming forward would be limited until the roundabout improvement at the junction was implemented by Taylor Wimpey as part of the Coppenhall East development.

However, the development of Coppenhall East has only recently commenced and the roundabout improvement at the Maw Green Road/Sydney Road will not be implemented for a number of years due to the triggers in the S106.

There are benefits in allowing the remaining units on this application to proceed as the contributions towards Sydney Road bridge can come forward sooner. Additionally, only part of the traffic associated with Coppenhall East will be on the road network and congestion levels will not be as high.

Therefore, it is important that the strategic infrastructure improvements are delivered as soon as possible and as such I would not object to the removal of Condition 47.

REPRESENTATIONS:

None

APPRAISAL:

The key issues are:

Environmental Sustainability – The application raises no specific issues in respect of landscape and diversity.

Social Sustainability – The proposal would facilitate the provision of housing in the Crewe area and thus boost housing supply in the borough.

Economic Sustainability – The proposal would facilitate the introduction of more Crewe residents that would in turn utilise local shops and facilities.

Highways

Highway Safety and Traffic Generation.

A Transport Assessment was submitted with the original application that concluded:

- *The Maw Green Road/Sydney Road/Elm Drive/Groby Road/Remer Street series of priority junctions currently suffer from traffic congestion, with queuing along Maw Green Road and Groby Road; a new roundabout junction has been agreed as part of the Coppenhall East development, to be delivered under a Section 278 agreement.*
- *Peak hour capacity analysis for the design year of 2022 has been undertaken for the improved junction with the proposed development in place; this demonstrates that the junction has sufficient capacity to accommodate the additional development traffic flows within minimal impact on queuing and delays.*

- *Acknowledged that Sydney Road Bridge is currently at practical capacity during peak hours, in particular during the evening peak period; it is also acknowledged that Crewe Green Roundabout is severely congested during the same periods. CEC agreed that a contribution-led approach was appropriate for both locations.*
- *CEC has also raised concerns regarding the use of Maw Green Road as a rat-run for through traffic looking to avoid Crewe Green Roundabout; therefore, the developer is proposing a 'compact' roundabout site access junction to assist in changing the perception of the route and to reduce traffic speeds in the vicinity of the site.*
- *The access roundabout will also provide a formal zebra crossing on Maw Green Road between the north and south development parcels, whilst the carriageway will be narrowed to 6.2m and formal 2m footways provided on both sides between the site and Sydney Road, tying into the proposed Coppenhall roundabout.*
- *A further zebra crossing facility and new 1.5m wide footway will be provided along Groby Road.*
- *It is also proposed to upgrade the closest bus stops on Remer Street to provide shelters with formal seating arrangements and timetable information.*

Existing Problems

Before considering the impact of the Maw Green development on the local road network, the current problems were assessed, which would be intensified as a result of this proposal. The Remer Street / Sydney Road corridor is the principal route on the eastern side of Crewe linking the A530 with the A534. It has existing congestion problems at a number of locations. The principle congestion points are:-

- Crewe Green Roundabout that currently operates at over capacity and long queues form in the peak hours.
- Sydney Road Bridge that is at capacity in peak hours especially in the evening peak period.
- Maw Green Road/Sydney Road/Elm Drive/Groby Road double stagger arrangement, this has long queues forming on Maw Green Road in both the morning and evening peaks.

Due to the congestion problems that exist, the use of Maw Green Road has become increasingly popular as it links to the A534 Haslington By-pass. This is predominantly a rural road that is narrow in places and certainly not suited to large volumes of traffic. It also has a blind bend underneath the railway bridge in Maw Green Road close to the proposed development site.

Committed Development

There are two major developments approved that will add additional flows through these junctions - 650 dwellings at Coppenhall East and 400 dwellings at Parkers Road. As part of those permissions, a number of mitigation measures were secured including those that principally affect Maw Green being the new roundabout junction at Maw Green

Road/Sydney Road/Elm Drive/Groby Road and the financial contributions for Sydney Road Bridge, and Crewe Green roundabout.

Impact of Proposed Development

The scope of impact of the further development was agreed with the Strategic Highways Manager and the applicant assessed the previously indicated junctions in their Transport Assessment and concluded that they currently have congestion problems.

To provide the likely trip generation for the development, the predicted flows for the new dwellings has been derived from the TRICS database. The predicted flows are as follows:-

- Morning 08.00 – 09.00 would produce a total of 97 trips
- Evening 17.00 -18.00, would produce a total of 106 trips

The use of these rates were considered to be acceptable and were agreed with the Strategic Highways Manager. The development flows have then been distributed onto the road network in accordance with the previously agreed distribution for Coppenhall East given that it is so close to this site. The assessment undertaken on the road network has been tested on a base of 2022 that does include growth and the committed development traffic.

Using the agreed trip rates, the applicant undertook assessments of the three junctions referred to above, taking into account the previously approved development and the additional Maw Green traffic.

The applicant in the Transport Assessment indicated that there are problems with the existing double stagger arrangement at the Maw Green Road/Sydney Road/Elm Drive/Groby Road junction. However, they have also assessed their proposals in the light of the new roundabout at this junction, which has been agreed as part of the Coppenhall scheme and shown that the impact of the additional development can also be catered for by this improvement. The Transport Assessment results do not indicate large queues forming on any arms of the roundabout.

The operation of Sydney Road Bridge has also been assessed and it has been concluded that there is likely to extensive queues forming either side of the bridge in the assessment year of 2022. It was assessed that that the approved committed development almost doubles the length of queue to some 50 vehicles and then this is increased further with this application to 60 vehicles in the evening peak hour and even these queue lengths have only been achieved by doubling the cycle time of the signals.

A capacity analysis of Crewe Green roundabout was not undertaken by the applicant as it was agreed that this junction has already exceeded capacity and that funding towards the CEC improvement scheme would be required as mitigation to this development.

In summary, in considering the impact of the development of 165 additional dwellings on the road network, account was taken of the existing road conditions and the congestion that occurs. It is clear that there are certain major junctions that already suffer from queues and operate at or above capacity. These would be made worse by the cumulative effect of the previously approved major residential developments, coupled with the current proposal, despite the implementation of previously approved mitigation measures.

Proposed Mitigation

As mitigation for the impacts of the development, the applicant proposed a number of financial contributions:-

- Maw Green Road Signage Scheme - £20,000
- Crewe Green Roundabout - £60,000
- Sydney Road bridge - £215,000
- Public Transport Contribution - £12,000

Assessment of Proposed Mitigation

With regard to the junction of Maw Green Road/Sydney Road/Elm Drive/Groby Road, the Traffic Assessment, assumed that the new roundabout would come forward prior to or in parallel with the application proposal. At the time, the Strategic Highways Manager expressed concern that there was no timescale of when this new roundabout would be implemented as development relied on this junction improvement to provide an acceptable access to the site.

Focusing on Maw Green Road, the Highway Authority did encourage further usage of this route to the A534 as it is narrow and also has safety concerns with the right angled bend at the railway bridge. The use of this route is likely to increase as motorists attempt to avoid worsening congestion at Sydney Road Bridge and Crewe Green.

Of greatest concern was Sydney Road Bridge. The Highways Department has commissioned a report into possible solutions to the problem of the Sydney Road Bridge. There are number of options that have been considered but the only real long term solution would involve the use of a new structure to support an additional lane for west bound traffic and to maintain the existing bridge for east bound traffic.

Incremental increases to traffic will add to delays and lead to the reassignment of traffic to other less suitable routes and it is the Highway Authority view that this development should not proceed until an improvement scheme at Sydney Road Bridge is fully funded

The original highway contribution package included £215,000 for the Sydney Road bridge improvements (as well as contributions to the Crewe Green island and to Maw Green Road improvements) and the table therefore also shown the overall financial contribution that can be achieved. Taylor Wimpey have also agreed to a contribution towards the Sydney Road bridge of £643,320 as part of their Coppenhall East scheme.

The contributions have the planning benefits of:-

- Unlocking the site which will help improve the housing supply situation.
- Making a significant step forward in solving the Sydney Road highway problems.
- Assist with the achievability of the “Crewe Vision” by taking a significant step towards solving the highway issues in the northern part of Crewe
- Reducing the pressure for the release of sites elsewhere in the Borough

At the time the Strategic Highways Manager has indicated that the contribution would be acceptable and would be reasonable and proportionate to the scale of development and level of impact at the bridge which has been identified as being attributable to this proposal.

The Strategic Highways Manager's comments in respect of the impact of this development on the junction of Maw Green Road/Sydney Road/Elm Drive/Groby Road, in the event that the Coppenhall East scheme did not come forward and deliver the improvement were noted.

However, the Coppenhall scheme is considered to be committed development and it must therefore be assumed that it will be delivered. The Traffic Assessment in terms of the impact on Sydney Road Bridge has been based on the assumption that both schemes will come forward and it is this cumulative effect which has generated the requirement for the reduced affordable housing condition and the enhanced mitigation package for the bridge.

In the event that the Coppenhall scheme did not come forward, such a large contribution towards mitigating the impact on the bridge could not be justified on the basis of the Maw Green scheme alone. Therefore, there would be a surplus highways contribution which could be used to implement the Maw Green Road/Sydney Road/Elm Drive/Groby Road junction improvement.

The development of the southern site has now commenced but by contrast the development has not yet begun at Coppenhall East and no date is imminent. At the time it was noted that the timescales for different developments were fluid. 12/0831N is subject to the agreement to pay a sum towards the Sydney Road Bridge and the Sydney Road corridor highway improvements. As it stands, condition 47 restricts development of Maw Green to 73 units and the Sydney Road bridge improvements cannot be commenced until the new roundabout is completed and brought into use following which development can start on the second phase of the scheme, providing the first unit for occupation.

With the backdrop of Coppenhall East it is clear that the timing of the works at the roundabout junction is uncertain as these works are controlled by Condition 31 of Planning Permission Reference 11/1643N. That condition requires a phasing plan for the provision of the works to be provided following the development of "at least 150 dwellings" in a phase one. It is uncertain when these 150 units will be completed and development at Coppenhall East has not begun and it is not known when the phasing plan will be implemented. Stalling the second phase of Maw Green would delay phase two contributing to housing land supply; the contribution towards Sydney Road Bridge would be significantly delayed and other housing projects would be stalled. Therefore, on balance, it is considered that condition 47 should be removed.

.Other Material Considerations

The other overall material consideration of the uncertainty of timing and phasing of other strategic developments in this area have been outlined in this report and are a factor in arriving at a recommendation of approval.

Planning Balance

In the planning balance it is considered that it would not be in the interests of both Council objectives and those enshrined within the NPPF to delay development at Maw Green. The removal of condition 47 would be unlikely to severely impact on the highway network and there are undoubtedly significant planning benefits in facilitating the full development at Maw Green as stated earlier, in particular the early release of a significant contribution towards local highway improvements and the continual contribution to housing land supply. On reflection, it is considered, in this case, that the potential inaction of one development should not stand in the way of the implementation of another and the failure to comply with a condition would not be at the behest or influence of the applicant. Thus it may be considered, with this backdrop, that the condition may not meet the standard tests of reasonableness. Notwithstanding, the condition in its present form would impede the further delivery of housing. Crucially, the Strategic Highways Manager has no objections.

HEADS OF TERMS

- **10% affordable housing (20 dwellings), on a tenure split of 75% intermediate tenure and 25% rented, (either social rented dwellings let at target rents or affordable rented dwellings let at no more than 80% of market rents)**
- **Transfer of any rented affordable units to a Housing Association**
- **Affordable house scheme to be submitted at reserved matters**
- **Affordable homes to be let or sold to people who are in housing need and have a local connection. (The local connection criteria used in the agreement to match the Councils allocations policy.)**
- **Provision of play area / five-a-side pitch**
- **Provision of detailed specification for play area to incorporate :**
 - **8 pieces of play equipment should be provided.**
 - **5 a side pitch (600sqm)**
 - **NEAP (2,620sqm)**
 - **Durable retaining walls – concrete or brick**
 - **porous wet pour safer surfacing.**
 - **concrete steps to the bank**
 - **the slide to be set in concrete**
 - **Two bins with one being provided on each level.**
 - **Metal bow top railings are required; pedestrian access gates in the same style but a contrasting colour to the railings.**
 - **Gate to be outward opening, with rubber caps on the clapping side and have a mechanical self-closing mechanism.**
 - **NEAP to provide seating; bicycle parking and appropriate signage.**
- **Provision for a management company to maintain the on-site amenity space / play area**
- **10 year management plan for landscaping**
- **Education Contribution of £292, 850.**
- **Commuted sum of £1500 to barn owl group**
- **Highways Contributions:**
 - **Maw Green Road Signage Scheme - £20,000**
 - **Crewe Green Roundabout - £60,000**
 - **Sydney Road bridge - £ 1,082,000**
 - **Public Transport Contribution - £12,000**

RECOMMENDATION

APPROVE subject to the completion of a Section 106 Legal Agreement and the following conditions:

1. Reserved matters for each phase.
2. Reserved Matters in 18 months.
3. Drawing numbers
4. No approval of the submitted indicative layout.
5. Nesting birds
6. Details of bat and bird nest boxes.
7. Open space/nature conservation areas.
8. Ponds
9. Updated wildlife mitigation/compensation proposals for that phase
10. Updated protected species survey report for that phase.
11. contamination
12. Removal of pd rights.
13. Flood Risk Assessment.
14. Surface water run-off
15. Surface water drainage system
16. Flood mitigation measures
17. Overland flow
18. Houses to face waterfronts and footpaths.
19. Green open spaces adjacent to any watercourses and ponds
20. Sustainable Urban Drainage Scheme (SUDS)
21. Drained on a total separate system
22. Only clean surface water soakaway.
23. Scheme to limit the surface water run-off
24. Scheme to manage the risk of
25. Hours of construction
26. Piling
27. Floor floating
28. Floor floating operations
29. External lighting
30. Noise mitigation scheme
31. Environmental Management Plan (EMP)
32. Archaeological mitigation
33. Energy saving features
34. Boundary treatment
35. Materials
36. Landscaping
37. Planting, seeding or turfing
38. Hedgerows
39. Protection of trees, shrubs
40. Services, storage of materials
41. Provision for replacement hedge planting
42. Bin storage

- 43 Off-site highways works.
- 44 Reptile mitigation measures
- 45 Remediation Strategy
- 46 Importation and placement of material onto the Public Open Space
- 47 Construction Management Plan
- 48 Bungalows to be located adjacent to the existing properties on Sydney Road.
- 49(50th house), traffic lights shall be installed at the railway bridge.

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