

Planning Committee: 14 February 2005
Application No: W 04 / 0505

Principal Item Number: 06

Town/Parish Council: Warwick
Case Officer: Tony Ward
01926 456503 planning_west@warwickdc.gov.uk

Registration Date: 15/03/2004

Expiry Date: 10/05/2004

Gog Brook Farm, Hampton Road, Warwick, CV34

Variation of condition 13 of planning permission W941410 to read: No more than 700 dwellings of the South-West Warwick Development, including those forming earlier phases already permitted, shall be occupied until the Warwick Town Centre Traffic Management Scheme has been completed.

Variation of condition 14 of planning permission W941410 to read: No more than 700 dwellings of the South-West Warwick Development, including those forming earlier phases already permitted, shall be built until a northern link road access to the A429 Stratford Road has been completed, in accordance with details to be submitted in writing to the District Planning Authority. FOR Taylor Woodrow Developments Ltd

SUMMARY OF REPRESENTATIONS

Warwick Town Council object since

"Conditions 13 and 14 were imposed to prevent the adverse impact of traffic on the Town of Warwick, and since its conditions were imposed the circumstances requiring the condition have not altered. The Traffic Plan will be the subject of consultation early in May 2004 and the link road to Stratford Road has not been provided, to the detriment of residents in the area. Relaxation or deletion of the condition will exacerbate existing traffic problems and send a clear message to residents of the Council's lack of concern on the issue.

Condition 10 should also be retained for residents who have purchased properties in the clear knowledge of public open space and play area provision and must expect the Local Planning Authority to remain consistent. Only the developers lack of implementation permits the current application to be entertained."

W.C.C. (Highways) No Objection. Considers that the proposal represents the best available option for achieving the objectives of relevant national and local policies.

Warwick Society object to changing the open space condition. They would object to deletion of Condition 13 of W94/1410 (Town Centre Traffic Management) but see benefits in raising the limit from 600 to 700 dwellings. They also object to the variation of condition 14 (northern link road) by raising the limit from 600 to 700 dwellings. They also refer to continuing traffic problems at Longbridge into the foreseeable future.

Environment Agency

No objection.

Leisure & Amenities consider that, with regard to Condition 10, any open space provision off-site should be restricted to formal playing fields. Provision of informal open space and of children's playgrounds should remain on-site. Any modified condition should stipulate a maximum distance from the centre of the development site, which should be no further than St. Nicholas Park.

Neighbours

Two residents comment/object due to traffic impact on the town centre and on the Forbes Estate.

Highways Agency does not object in principle but consider that the 100 additional dwellings should not be occupied until the Autumn 2004 improvements at Longbridge had been completed.

RELEVANT POLICIES

(DW) ENV3 - Development Principles (Warwick District Local Plan 1995)

(DW) RL5 - Open Space within New Residential Development (Warwick District Local Plan 1995)

(DW) H4 - Preparation of Development Briefs (Warwick District Local Plan 1995)

SC1 - Securing a Greater Choice of Housing (Warwick District Local Plan 1996 - 2011 First Deposit Version)

(DW) ENV3A - Sustainable Development and Energy Conservation (Warwick District Local Plan 1995)

UAP1 - Directing New Housing (Warwick District Local Plan 1996 - 2011 First Deposit Version)

PLANNING HISTORY

The Framework Brief for Southwest Warwick approved in March 2000 set out various elements which the developers were expected to satisfy. In the context of the present application, these included:-

Para 3.9.2 - Improvements to the junction of Shakespeare Avenue with the Hampton Road and the Stratford Road.

Para 3.9.3 - Agreement to ensure the implementation of a Warwick Town Centre Traffic Management Scheme.

Para 3.10 - A northern access point on the Stratford Road to serve the residential land and the local centre.

Para 3.12 - Improvements to local bus and cycleway provision.

Paras 3.28 - 3.31 - Open space and play space standards in the Local Plan to be met (divided into pitches and sports provision, formal and informal play, and amenity open space. The playing field element could be provided off-site (in accordance with Local Plan Policy RL5) although such provision had to be well located in relation to the site. Proposals for such measures were to be considered on their merits and would be expected to secure other planning objectives.

The outline planning permission granted under W941410 for the north-west part of Southwest Warwick included the following conditions, which are those subject of the present application:

Condition 13: No more than 600 dwellings of the Southwest Warwick Development, including those forming earlier phases already permitted, shall be occupied until the Warwick Town Centre Traffic Management Scheme has been completed.

Condition 14: No more than 600 dwellings of the Southwest Warwick, including those forming earlier phases already permitted, shall be built until a northern link road access to the A429 Stratford Road has been completed, in accordance with details to be submitted in writing to the District Planning Authority.

KEY ISSUES

The Site and its Location

This application relates to the remaining elements of a substantial area to the south of the original housing fronting the Hampton Road. The development of this area (subject of Outline consent W941410) has now been substantially completed. The last few houses up to the current 600 dwelling trigger limit are under construction. An application for a further 32 dwellings has just been received, which still leaves part of this 'outline' site without any reserved matters application.

Details of the Development

The proposal is to vary the conditions limiting the number of dwellings before certain highway matters have been undertaken. The application is supported by a Planning Statement and a detailed Transport report.

(n.b. Proposed revision of Condition 10 (open space) was originally included in the application but was subsequently withdrawn).

Assessment

Background

Members will be aware of the South West Warwick Housing and Employment Allocation that was identified in the current Local Plan (Adopted 1995). Several land owners/ developers are represented on the site, which in itself has led to a protracted series of negotiations regarding Planning Gain / Section 106 requirements and apportionment of costs.

Progress on implementation has commenced on two areas of land on the allocation. Employment development has begun on the Severn Trent land (Tournament Fields) in accordance with Outline permission W92 291 (refer to Site1 on Plan1).

Residential development is well advanced on the northern sector of the allocated housing land. This has been delivered on land owned by Bryant Homes (now Taylor Woodrow) within the remit of Outline consent W941410 (refer to Site 2 of Plan 1).

As well as the two Outline Areas under construction that are mentioned above, a further series of five Outline applications covering the entire residential and employment land remaining at South West Warwick have been before Planning Committee. All were recommended to be granted subject to the completion of necessary Section 106 arrangements (refer to Sites 3,4,5,6 and 7 of Plan 1).

W941410 (Site 1 on plan 1)

This residential land has had reserved matters approval for 443 units, that when added to the previous phases built in the early 1990's brings the development to the brink of 600 dwellings completed. As such, conditions 13 and 14 will shortly bring about a cessation of building works as the required highway measures have yet to be delivered.

The developers have submitted an application to vary the above conditions to a figure of 700 units. This extra capacity can be physically accommodated because the site development of this area has taken place (in accordance with the principles set out in

PPG3 issued in March 2000) leaving two small areas of land still available (refer to Areas A and B of Site 1 on plan 1). It is estimated that these two parcels of land could deliver in the order of up to 100 extra units, thus concluding the residential element of this outline area.

Members must be aware that if condition 13 and 14 are revised in accordance with this application then it will mean that the W941410 Outline area is restricted to 700 dwellings. The remaining residential parcels of land across the site (Sites 3, 4 and 5 on Plan1) can continue development to completion. It is anticipated that the total allocation will, as a result of the new approach towards density required by PPG3, ultimately yield in the order of 1200 dwellings (compared to 1100 originally allocated in the local plan). The developers at South West Warwick have been informed of the Council's reluctance to go further than 1200 residential units due to the potential impacts on infrastructure provision in Warwick.

It must also be noted that this application is submitted at the same time as three other related planning applications that are also being considered on this agenda (see subsequent items)). As a package, the applications on this agenda in addition to the other five outline planning areas previously mentioned (Sites 3,4,5,6 and 7 shown on plan 1) will ensure the full delivery of the South West Warwick allocation in accordance with the approved brief/ package of planning gain requirements.

Traffic Related Issues

The principal issues to be considered in determining this application are traffic based and have required an examination of the changes in traffic levels from those originally predicted and the implications of this and related factors on traffic management in the town centre and the immediate road network in the vicinity of the development site.

Conditions 13 and 14 of Outline Application of W941410 were applied at the request of the County Council when the planning consent was issued by The Secretary of State in November 2000. The conditions were considered necessary based on traffic levels that were predicted at the time of a planning inquiry that was heard in 1996. Since then, site development has progressed and we have now reached a position whereby nearly 600 dwellings have been completed and occupied on the allocation.

It must also be noted that existing legal agreements that were signed in 2000 provide the total amount of finance that was deemed necessary to instigate a town centre traffic scheme at that particular time (£800,000). More recent traffic proposals (albeit not well received) have served to provide a more realistic and considered sum in relation to funding required to implement a realistic series of traffic measures (£3.5 million). The developers have agreed to meet this revised estimate and a large proportion of this increased funding is to be attached to a revised legal agreement regarding W94 1410 (The outline planning area that could accommodate the extra 100 units). This will ensure a significant amount of finance is available to the County Council at an early opportunity.

The offer is conditional upon removing the cap and has been made in the light of revised traffic predictions. The developers are keen to maintain progress on the site and have therefore been prepared to enter an arrangement that permits interim improvements to take place and in the medium to longer term provide more resources to assist in ameliorating the effect of traffic on Warwick. There is no commitment to any specific package of works beyond the interim measures, as it is recognised that this will evolve from the next stage of public consultation to which the County Council is committed. However, the Warwick Town Centre Traffic Management Scheme work already undertaken has enabled a global figure of £3.5 million to be established which the

developers are now prepared to meet. This is a considerable improvement on the £800,000 that was originally required by the original Section 106 agreements.

In considering the merits of this proposal, the following needs to be taken into account :-

- Although there are some adverse transport impacts resulting from the complete housing development of SWW the overall impact is lower than originally thought. The developers have submitted a transport assessment that challenges the original forecasts of traffic impact on the town centre at the 600 unit level. It also assesses the relative impact of the sites continued progress up to a maximum of 1200 units. This re-assessment is based on recent survey work that is seen to be more robust than the traffic flows predicted in the mid-1990's (now considered an outdated traffic modelling analysis).
- The traffic impact from the full development will not take effect immediately but will ramp up overtime. This will allow the interim traffic management scheme to be implemented and further measures to be identified before the full impact of the development is in place.
- The County Council as Highway Authority have considered the evidence in relation to the traffic assessment and have offered no objection to this application to revise the condition/ remove the development cap.
- There are considerable community benefits in the completion of the link roads across the development site.
- A collection of measures which will inform an interim traffic management scheme have been identified and endorsed by The County Councils Warwick Area Committee. These can be delivered in the short term and will deliver some benefit and improvement to the operation of the TC and provision of alternative means of travel.
- Sufficient funding required for the delivery of the interim traffic management scheme and development and implementation of further measures is on offer via revised Section 106 arrangements.
- The total increased funding package identified would support the delivery of further traffic management measures of a scale commensurate with the previously identified schemes (preferred options).
- It is your officers opinion that the overall benefit of lifting the housing cap and full delivery of the development outweighs any short term adverse effect.
- The development will shortly have to cease on site if the development cap set at 600 units is not removed. This cap will delay the conclusion of the allocation and the full provision of the planning gain / development brief package that will be beneficial to both the existing residents of the site and wider community of Warwick.

Improvements delivered to date

- In the case of the immediate highway network, works have already been undertaken as a result of funding provided by the existing development. These include improvements to the junction of Shakespeare Avenue / Hampton Road. The provision of a cycleway to the town centre (along Hampton Road), and the introduction of an enhanced bus service linking the site to the town centre.

Proposed / emerging improvements

- An application has been submitted W2004 2253 for the provision of a northern link road from the heart of the site to the Stratford Road (see subsequent item of this agenda). This will provide a more direct route to Stratford Road / the motorway network. This application also provides details of the set-down facility that will provide a dedicated vehicular access for buses and cars delivering/ collecting school

children to Aylesford and Newburgh Schools. This in itself will do much to resolve local traffic issues in the vicinity of Shakespeare Avenue/Shelley Avenue. The developers have resolved to commence the construction of this road with immediate effect should permission be granted.

- A further Outline application has been submitted for the provision of a local centre (W04 2252 see subsequent item of this agenda), that will give the residents of the allocation the ability to use local shops and services as an alternative to making town centre related journeys.
- Permission has previously been granted (W2004 0454) for a main access road across the employment land connecting to the residential sector. This will form a third point of egress to the SWW allocation. It will initially prove of particular worth in accommodating construction traffic to the heart of the housing land. Ultimately it will share a proportion of the traffic entering / exiting the allocation.
- Members should also be reminded that the development at South West Warwick has also funded interim works to improve the situation at Longbridge Island (Junction 15 of the M40) these works were completed in 2004. The development has also provided a significant amount of funding towards the development and delivery of a long term solution to the Longbridge Island congestion problem.

Additional Benefit

- For the additional 100 units proposed on application site W941410 the developers have agreed to submit an amendment to the existing legal agreement raising the level of affordable housing to 30%.

To Summarise

Traffic impacts on Warwick Town Centre from the South West Warwick development have been shown to the satisfaction of the Highway Authority to have a more limited impact than previously envisaged. This has opened the way for an arrangement that allows the development to proceed in advance of the full delivery of works to the Town Centre, but puts in place a mechanism for securing substantial finance for traffic and wider community benefits.

In order to achieve this, agreement to remove the capping limit from the currently undeveloped sections of the site and raise the limit to 700 on the original main application site is required.

REASON FOR RECOMMENDATION

The proposal is considered to comply with the policies listed above.

RECOMMENDATION

GRANT subject to the following conditions and the amendment of Section 106 Agreements to incorporate revised highway contributions and an enhanced level of affordable housing provision.

- 1 No more than 700 dwellings of the South West Warwick development, including those forming earlier phases already permitted shall be occupied until the Warwick Town Centre Traffic Management Scheme has been completed.

- 2 No more than 700 dwellings of the South West Warwick development, including those forming earlier phases already permitted, shall be built until a northern link road access to the A429 Stratford Road has been completed, in accordance with details to be submitted in writing to the District Planning Authority.
 - 3 All other outstanding conditions on W941410 remain applicable.
-