

**PART 2 PLAN FOR STAFFORD BOROUGH – INSPECTOR QUESTIONS NOTE MF1**

**TURNER MORUM RESPONSE TO NOTE MF1 ON BEHALF OF HALLAM STRATEGIC LAND**

**2. Critical infrastructure – This obviously includes the Western Access Route. (A) Is the finance already committed, and if not, what is the likelihood that the finance will be available? (B) What is the most likely timescale for completion? It is noted in Doc P2 – E13 – Infrastructure Delivery Plan that 2017 is the Network Rail window of opportunity to cross the railway – is there any confirmed about this?**

- **Council have confirmed infrastructure funding is not fully finalised and confirmed shortfall**

We note the Council's response on this that the 'majority of finance' is committed for the scheme including the Growth Deal and developer contributions with the Council considering 'how best to address any shortfall'. This suggests that although some of the funding is in place the Council are still looking at how to finalise the funding for the project; without full funding confirmed it is highly unlikely a start can be made (for fear that works will have to be halted if the shortfall is not made up).

The Council also confirmed that there are 'significant land acquisition costs' including in the funding calculation which may be less than expected. We believe this is a fairly risky position for the Council to adopt – effectively relying on the land acquisition being cheaper than expected to fund the development of the Stafford Western Access Route (SWAR). In our experience where Compulsory Purchase Orders (CPO) are required in order to acquire land the process is invariably more lengthy and costly than originally envisaged.

- **Infrastructure delivery is already at least 2 years behind schedule from the Council's own SWAR delivery programme & CPOs may be necessary to acquire the relevant land**

In terms of the envisaged timings, the Council's website (see Appendix 1) provides an update under the heading 'Latest Update December 2015' where it states that 'prior to the main works commencing in 2016/17, there is a need to undertake trial test piling and specific vegetation clearance in the adjacent area...The [vegetation clearance] works will...commence in January 2016 for a duration of approximately 3 weeks [and] the [trial test piling] works will commence in February 2016 for a duration of approximately 2 weeks.' There have been no updates further to December 2015 which may suggest no significant works have been commenced.

We discussed the timings with Mr Dean Sargeant of Staffordshire County Council earlier this year (April 2016). At this time Mr Sargeant confirmed that part of the advanced works have commenced, including vegetation clearance (although that the actual main infrastructure works were not underway). Mr Sargeant did however go on to explain that whilst the anticipated completion date is September 2018, this is very much dependent on land acquisition and although discussions are progressing he advised that “if there was a CPO this would mean it could all take longer”.

Although the SCC website indicates a lack of activity with the last update being December 2015, having again spoken with Mr Sargeant (July 2016), he advised that they were currently looking to discharge the appropriate planning conditions to enable flood alleviation works to commence in September (2016) – again this is preparatory works rather than beginning construction on the infrastructure. Furthermore, Mr Sargeant advised that SCC were looking to serve a blanket CPO for all of the required land required for the scheme by the end of the year (2016), and that this was in the process of being prepared.

The SWAR Delivery Programme (May 2015) (Appendix 2) shows the ‘Land Acquisition, CPO and Line Orders’ stage taking place between Feb 2014 and April 2016’ and within that stage, the ‘Preparation and Publication of Orders’ being undertaken between September and December of 2014. Based upon Mr Sargeant’s update of July 2016, that the CPO would hopefully be served by the end of 2016, the project appears to be at least 2 years behind schedule and one can therefore arguably push back the anticipated completion date from September 2018 back to September 2020, which would in turn delay housing completions. Furthermore, the envisaged delivery shows construction commencing in April 2016 – although initial clearance works have begun and are continuing, we are unaware of any actual road construction works being underway.

To further highlight the complications which will arise from the CPO process, one of the documents included within the Business Case for the SWAR is a list of landowners/tenants affected by the SWAR (see Appendix 3). This document shows there are 14 landowners listed (including 3 parcels of unregistered land) and 16 tenants; this means negotiations with up to 30 parties. It should be noted among the landowners listed are Network Rail; who are notoriously difficult to negotiate with given the complexities of their own infrastructure.. This provides an indication of the level of negotiations required in order to secure the land for the SWAR. This indicates a significant potential for slippage on the timescales should full CPO Inquiries be required and also additional costs which would cause further issues for the Council in terms of the funding shortfall for the SWAR.

It is worth noting at this juncture that it was stated by Network Rail during the Examination in Public (“EIP”) that any release of the assets they control (depot, sidings and bridge) would be post 2017, subject to agreement of a commercial ransom. St Modwen also made representations during the EIP Hearing Sessions and in response to Stafford County Council, stating their CPO powers, St Modwen outlined they would defend any and all attempts to compulsory purchase their investment in a vigorous manner through the Courts. This implies that at the very least one landowner will be defending their position through the CPO process which we would suggest is likely to add a delay to the whole process and further exacerbate the funding shortfall.

- **Key infrastructure works over the railway line will need to be carried out during a pre-arranged ‘blockade period’ with Network Rail – usually these only occur twice a year meaning limited scope in which this work can be carried out.**

As the infrastructure is planned to cross the railway line this work would most likely need to be carried out during a ‘blockade period’. In our experience Network Rail only closes rail lines for construction/maintenance activities in accordance with pre-agreed slots when a blockade can take place with minimum interruption to train services. Such blockade periods are agreed long in advance and developers have no option but to synchronise their construction to take place at the same time a blockade has been scheduled. It is noted that the Council suggest that these works will not present a major issue but if significant works are required to either implement a new bridge or upgrade the existing one, this will require closure of the line. Network Rail are highly unlikely to agree to such a closure (which would impact on their travel schedules) and would thus want the works carried out during a pre-agreed ‘blockade period’. These ‘blockade periods’ usually twice a year to allow for significant works to occur during periods of low travel on the route – needless to say, if the funding/design of the bridge/infrastructure is not ready for a scheduled ‘blockade period’ this can add 6 – 12 months for the next one to come around. In response to the question raised by the Inspector – *is there any [agreement] confirmed [with Network Rail]* – the answer is likely to be ‘no’ since the funding for the SWAR is still not finalised. It is highly unlikely that a time can have been arranged/confirmed for the works when the source of funding/land acquisition is not yet finalised.

### **3. Are there any other critical components of the infrastructure which will impact on the progress of any of the SDLs?**

On the **Northern Stafford SDL** the main piece of infrastructure required is the highway requirement for the SDL of a new road from Sandon Road to Stone Road running across the site (blue line). The

historic Masterplan in Appendix 4 outlines that for the early phase of development (0-5 years) the main points of access would be established with development focused on these locations; during this period the above infrastructure would take place. We do not believe that any of the above infrastructure requirements have been completed, nor are they underway on this site.

- **The remaining allocation is required to deliver all the key infrastructure within this SDL meaning increased costs which will reduce the land value impacting on a) promoters purchasing the site from landowner and b) subsequent sale of site to housebuilder**

The Taylor Wimpey element of this scheme is being bought forward separately from the rest of the SDL and as such is not required to assist with the above infrastructure delivery as far as we know. Therefore, the infrastructure will need to be delivered from the remaining allocation which in turn will have a negative impact on the viability of this part of the SDL (i.e. the whole SDL infrastructure being provided by only part of the site). It will also impact on negotiations for the purchase of the land by Maximus Strategic Land (who have significant control of land in the SDL) and their subsequent sale of the land to house builders. Onerous infrastructure requirements will reduce site value which may contrast with the landowners aspirations (and, perhaps Minimum Land Value in the Contract), all of which can lead to delays in obtaining the land and thus delivering the required infrastructure.

An insight into the complication and difficulties in delivering the required infrastructure can be found in the Meeting Notes 2012 – 13 for the Northern Stafford SDL (Appendix 5). If one refers to the latest meeting these notes cover (June 2013) there is reference to Mr Nick Dawson (of Staffordshire County Council) outlining that the preferred option would be an extended perimeter road from A34 to B5066 Sandon Road – this was considered necessary to ensure the scheme was integrated effectively into the wider Stafford road network.

In response, Mr John Hickton (of Maximus Strategic Land) stated that developers are not able to offer the longer perimeter road as an option at this stage because the land is not fully controlled; part of the route crosses Mr Lockley's landholding and there is no agreement in place. Later in the notes Mr Hickton raises concern that the cost of the new infrastructure is not yet known due to the situation with Mr Lockley's land and the amount being sought and would not be known until the outline application stage. Although the notes are now somewhat historic they do paint a picture of an unassembled site (plus a potential ransom strip) and also contrasting aspirations between developer/Council. The position some two and a half years on can be considered fairly similar and

therefore one can infer the required infrastructure for this SDL has not progressed as the Council would have anticipated.

Further evidence of the onerous infrastructure requirements can be found in Appendix D of the Local Plan. Within this the 'critical' Transport requirements (developer funded) and also the critical flood alleviation which '*must be in place prior to construction of each phase of development*' (again, developer funded). There are other developer funded infrastructure requirements listed such as telecommunications, nature conversation, biodiversity, electricity etc. It is reasonable to assess that in 2016, aside from the development of the Taylor Wimpey site, no works have been undertaken on the remaining allocation to progress these significant infrastructure requirements. Considering the anticipated phasing of this infrastructure appears to have mostly been prior to 2016 (with the transport works supposedly commencing this year) we believe it is reasonable to assert that progress is way behind schedule.

The onerous infrastructure obligations was something acknowledged by the Inspector in paragraph 148 of his report where he noted that there was "*...some concern about the viability implications for development as a result of the requirements of Policy I1<sup>1</sup>.*"

**5. The realism of the rates of delivery – these rates seems quite high in the adopted Plan's housing trajectory and there seems to be some slippage – e.g. Stafford West is programmed to start in 2014/15.**

- **We doubt the credibility of the Council's assumptions regarding achievable delivery**

With the benefit of hindsight, one can review the trajectory proposed in the Adopted Plan and observe the significant amount of slippage which has occurred. Stafford West is quoted above as a site which should have delivered 206 completions by April 2016, but has delivered none. East Stafford SDL was envisaged to deliver 200 completions by April 2016 but has only achieved 93 completions.

We are of the opinion that all of the above must cast some doubt over the credibility of the evidence and Trajectory proposed by the Council. Part of the issue with the reliability of the evidence used by the Council is that they are simply applying the evidence provided by (largely) consultants & promoters. Although these consultants may have an involvement in the site coming forward, in many cases they will not be directly involved in building the houses and as such are not in a position

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<sup>1</sup> The Plan for Stafford Borough 2011 – 2030, Policy I1, Page 114, Infrastructure Delivery Policy

to advise specifically on delivery rates. Furthermore, we do not believe the Council are considering the realistic achievability of the number of dwellings they have proposed as being delivered considering issues such as the onerous infrastructure, ongoing land acquisition and potential CPOs, lack of actual planning consents or named housebuilder involvement.

This shouldn't be unexpected as there is considerable research on delivery timescales for major schemes now available. For instance, the Hourigan Connolly Research published in 2014. The purpose of this research was to assist in benchmarking assumptions for housing delivery on sites that already benefit from planning permission. It is described as 'likely to be useful in cases where there is a dispute over the extent to which such sites might deliver housing over a given period'.

Within this research Hourigan Connolly sought to identify 100 greenfield sites of greater than 500 units. On presenting their analysis it was noted that (see page 10 Appendix 10):

*'Importantly, of all the case study proformas received in response to the study requests, none of the sites have been completed and all are yet to deliver the housing numbers originally forecast for the site in the timeframe originally forecast'<sup>2</sup>*

This is an extremely important piece of evidence given the majority of the Council's assumptions are based on information provided by the relevant developer/promoters/consultant. The Hourigan Connolly research indicates it to be most unwise simply to accept the assumptions of a developer/promoter who is not likely to be involved in the actual delivery or has limited experience of major schemes. Rather, one needs to test their assertions against a contextual backdrop and be aware of potential commercial implications including possible optimism bias, and if necessary, commission independent assessments.

### **North Stafford SDL**

The element of this SDL which has the detailed consent and is currently being built out is owned and being developed by Taylor Wimpey (TW). Our research suggests the assumptions from the Council in terms of completions are reasonable at a rate of 50 completions p.a. with TW waiting for each phase to be completed before starting on the next phase (so as not to over-saturate the market with the same product).

- **No Masterplan has been agreed or planning permission in place for remaining allocation of SDL**

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<sup>2</sup> Hourigan Connolly, *A Report into the Delivery of Urban Extensions*, February 2014, p. 55

On the remaining allocation one of the main issues holding up delivery was that the Council had not received and agreed a finalised Masterplan for the SDL and as such an outline application for 330 units (15/230500OUT) by Maximus was rejected at Planning Committee on 31<sup>st</sup> March 2016. The Decision Notice outlines that one of the main factors for refusal was that a Masterplan had neither been agreed nor submitted and as such ran contrary to Policy Stafford 2 of The Plan for Stafford Borough. In an article online on the Staffordshire Newsletter dated 22<sup>nd</sup> July 2016 it is confirmed that the refused application has been appealed (see Appendix 9).

The Council in their response advise a Masterplan was received 15<sup>th</sup> July 2016 for agreement which details phasing and associated timescales. We understand that although this has been submitted the Masterplan still needs to go to planning committee (no date confirmed) before any approval can be reached. As such, the statement by the Council - that an application for 700 units is being prepared - needs to be considered in the context that until a Masterplan is approved, no permission can be granted on this site.

Within the remaining allocation for Northern Stafford SDL there is no overall outline permission in place and what is fairly clear, is that there is potentially a significant length of time involved from an application to actual completions on site. Whilst the TW element of the scheme is consented and is currently being built out in phases, the remainder of the scheme is lacking any consent, or an approved Masterplan and has recently had an outline application refused. Based on this evidence one can assume completions are a significant way from being realised.

- **The Promoter does not own the land but controls under an Option – acquisition of the land will be required by the Promoter before selling on to a developer, all of which needs to occur before completions can be realised**

The two main land interests are controlled by Azko Nobel and Maximus Strategic Land. Both of whom, are promoting the site and then looking to sell of the land to house builders/developers. Furthermore, we understand Maximums Strategic Land do not actually own their land but control it under an Option, which suggests the scheme is some way from completion.

In considering a credible lead time, it would be realistic to assume that it could take up to and/or a year for a Masterplan to be agreed between the different interests, a new application to be developed, submitted and consented. Maximus will also then need to negotiate their purchase off the land from the landowner. From there, the parcels will likely be disposed to a housebuilder (meaning a sale will need to be negotiated) who once they have agreed a price will then mobilise on site and begin construction. Realistically, it will be at least another 3-4 years until completions are

realised and as such the assumption of the Council that completions will be realised in 2018/19 can be considered as optimistic.

It could even be suggested that there is some doubt in the remaining allocation delivering any completions in the 5 year period. In this context we refer to the Savills report on Urban Extensions contained as Appendix 6. On page 4 Section 3 of the report it can be observed that for the large developments sampled in their analysis, the average time from submission of the outline application to delivery of the first housing was 5 years. Furthermore, this is a shorter timescale than in a similar Gladman report (referred to in the Savills report) which accounted for preparation of the outline application (the stage at which we are currently in) and suggest 7 years was a realistic period before completions would be realised. With no outline permission on the remaining allocation, no Masterplan agreed, no named housebuilders involved and most of the land still only controlled under Option, we believe realistically completions are a long way from being realised.

#### **West Stafford SDL**

The 170 units consented at the Land South of Doxey Road (14/20425/FUL) are being delivered in line with the expectations of the Council.

- **No consent on the remaining land with no application imminently forthcoming suggests a significant time before the scheme is bought forward**

The remaining land within the SDL is due to be delivered by St Modwen & TW. St Modwen has a detailed consent (15/22595/REM) for 80 units. TW have no consent on their site but the Council advises that the lead developer has confirmed an application will be submitted towards the end of the year- this is illustrated in an email from Mark Hodgson of Savills contained as the Council's Appendix 1.

The advice received in the above email should be treated with some caution. Firstly, it does not outline any specifics of the application which suggests the detail is some way from being finalised. Secondly, it has come from the consultant rather than the developers themselves. Finally, it suggests that with an application submitted by the end of 2016 the Council's trajectory assumptions of 50 completions in 2017/18 are accurate (and 105, 110 and 115 in the following years). If one refers to the Savills contextual evidence referred to above, if the usual lead time for SDLs from submission of outline applications to completion of first dwellings is 5 years, the estimation of 50 completions within 12 months is simply not credible.

Inevitably, following submission of the outline application there would be a minimum determination period of 3 months, although for sites such as this it is likely the period would be longer. Once an outline application is achieved the developer(s) would then need to finalise their Reserved Matters applications for submission which would again need to be determined. If they were disposing of parcels to other housebuilders they would need to go through the process as well, all before mobilisation could occur allowing for site preparation and eventually the delivery of housing. To suggest all of the above could be completed within 12 months allowing for 50 completions to be achieved in the same year is an heroic assumption.

This is especially the case when one considers the Council have accepted in Northern Stafford a 'peak' delivery from TW of 50 completions p.a. with that project well underway. In this instance TW will have less than a year to realise completions as there is, as yet, no planning in place.

- **SWAR delivery is behind schedule which consequentially slows delivery of the site; this is limited to c. 400 completions before completion of the SWAR.**

This analysis is without even considering the complications involved with the SWAR (as explained above). The Masterplan for Western SDL clarifies that the final phase of the infrastructure (see Appendix 7) will need to be provided '*in conjunction with the early phases of housing, which will be available for traffic to use after the first 400 houses have been completed*' (Burleyfields Development Framework, Jan 2015, page 25, para 8.7). As such we believe it is reasonable to assess that development would be limited to 400 units on the Western SDL until the completion of the SWAR (it is also worth noting that the Masterplan assumes a completion date of 2018 for Sections A and B, meaning delivery of Section C is unlikely until 2019/20).

As Bellway are delivering their 170 completions as envisaged, this leaves only 230 completions which can be realised across the remainder of the site before the SWAR is in place. As such it is highly unlikely that either St Modwen or TW would look to deliver any completions without assurances that the SWAR would be delivered to a set schedule. The reason for this is that it would prove costly (both in a time and monetary sense) for the developers to start on site only to have to stop at 400 units to allow the SWAR to be completed. Once the project is commenced the developer will want to maintain continuity and as such will only realistically deliver units once the SWAR is nearly finished (optimistically c. 2019/20).

Therefore we believe the Council's assumption of delivery from the St Modwen land in 2018/19 and the remaining allocation in 2017/18 can be considered as overly optimistic. For St Modwen, this is especially apparent considering the CPO issue, which is yet to be ongoing through their land and

their stated determination to fight any CPO issued on their land (as referenced above). There have also been recent publications from St Modwens confirming that following 'Brexit' they will be adopting a 'more cautious approach' to projects during the ongoing period of uncertainty (see Appendix 8). We believe this sentiment can be applied to many housebuilders/promoters/landowners all of whom will be significantly more cautious about buying/selling land parcels during this period of economic uncertainty. This is an especially important consideration for the Stafford SDL's, as much of the land is 'controlled' under Option rather than owned by house builders and as such any land transactions are likely to be scrutinised in greater detail and will take longer during this period of economic uncertainty.

#### **East Stafford SDL**

From reviewing the Council's trajectory, contextual evidence and the information provided by developers we believe the assumptions on this site are reasonable and as such we have no comment to make.

**Turner Morum LLP**

**July 2016**

## **Response to Inspector's Questions MF1**

### **From Hallam Land Management Limited**

Hallam Land Management Limited are involved in numerous large-scale housing led-developments throughout the UK. We have a deep understanding of the complexities in bringing forward mixed-use developments, the processes and the timescales involved. We have been consistently concerned that the Council's has over-estimated the delivery timescales for the Stafford SDLs, and in particular the SDLs to the north and west, that both require major new infrastructure and are in mixed ownerships.

The SDLs in Stafford face specific issues and complications that affect the delivery timescales of the sites. The Council has repeatedly chosen to adopt the promoter's optimistic views on Stafford SDLs at face value, rather than critically reviewing the estimates against a contextual backdrop of achievable lead times and likely delivery rates. Promoters and landowners often apply an 'optimism bias' in providing delivery estimates and the Council has not challenged these timescales as far as we know, or tested them through independent advise, which it could have done. There is a considerable body of evidence now available on the actual experience of speed of delivery from major sites - the majority of which points towards caution rather than optimism. This lack of scrutiny is a surprise given the overall reliance the council continues to place on the Stafford SDLs for its overall housing delivery requirements.

The council relies on an accelerated outturn from the SDLs, and, we are again informed in their note that the Stafford SDLs are progressing well with practical completions imminent.

We asked Turner Morum, Chartered Surveyors, who are particularly experienced in managing the implementation of large-scale housing projects, to undertake an assessment for us of the Stafford SDLs and their report summary is attached in support of our submission. There are extensive appendices attached to the summary that we do not physically append but provide a 'Drop Box' link so they can be downloaded separately, and trust this is acceptable.

The Turner Morum report stresses that (inter alia) there are mixed ownerships, and a lack of certain ownerships in some cases, potential CPO inquiries, a lack of named builders and complex infrastructure to design and deliver, master plans to be agreed to, houses to be designed and reserved matters to be dealt with, all of which will take

time and most likely will incur delays, even by with an optimistic timescale. The results of this assessment are that the Council continues to be overly optimistic and their estimates should be reviewed.

Hallam Land Management Limited

July 2016

# Stafford Western Access Route

The Stafford Western Access Route will be a new road connecting the A518 Newport Road to the A34 Foregate Street, as part of a growth deal for Staffordshire and Stoke-on-Trent.

## The route

The chosen route for the Stafford Western Access Route from west to east will be as follows:

- From Timberfields Drive the route will go to the north of Doxey Road, to a new roundabout to the north of the existing one.
- The eastern end of Doxey Road and the entrance to Sainsbury's car park is going to be realigned into the new roundabout.
- The route will leave the roundabout, on a low viaduct above the River Sow flood plain, in a northerly direction.

 [Map of the chosen route](#) (229 KB)

 [Western Access Improvement Leaflet](#) (329 KB)

 [Detailed Technical Drawing of the Scheme Arrangements](#) (2Mb)

 [SWAR\\_Planning\\_05---Enhanced\\_General\\_Arrangement-18-06](#) (960kb)

## Frequently asked questions

[Frequently asked questions](#) about the Stafford Western Access Route are now available.

## Latest update December 2015

### Advanced Works

Prior to the main works commencing in 2016/7, there is a need to undertake trial test piling and specific vegetation clearance in the adjacent area.

Vegetation clearance is required to ensure that suitable bird nesting sites are removed prior to bird nesting season, so that disturbance to the significant bird population, as well as to local and native common species, is reduced. The works will be carried out in the area adjacent to the Sainsbury's car park entrance and will commence in January 2016 for a duration of approximately 3 weeks.

 [Plan of Tree Clearance Works](#) (970kb)

The trial test piling operation is required to determine the suitability of the permanent pile foundations for the Stafford Western Access Route scheme, and will be carried out within the existing Doxey Road Car Park. This will involve installing a number of piles, similar to those that will be used in the main scheme, in a small area. The works will commence in February 2016 for a duration of approximately 2 weeks.

 [Plan of Test Pile Works](#) (1000kb)

These works are unlikely to cause disruption.

## Latest update November 2015

Plans for a major highways scheme to support new homes and ease congestion in the heart of Stafford have now been approved.

Members of the county council's planning committee gave the scheme unanimous backing at a meeting on Thursday November 5.

The Stafford Western Access Route will connect the A518 Newport Road with the A34 Foregate Street, helping to reduce congestion in the town centre – particularly Newport Road east of Kingsway, Station Road, Chell Road, Gaol Square and the A34 Foregate Street south of the scheme.

## Background

The county council has submitted a planning application for the Stafford Western Access Route and you can [review the information on the Staffordshire Planning web pages](#) .

Funding for the scheme was announced by the Government in summer 2014 as part of an £82 million growth deal for Staffordshire and Stoke-on-Trent.

A public exhibition which detailed the plans was held in Stafford in October and November 2014.

If approved, the preferred route will connect A518 Newport Road with A34 Foregate Street, removing traffic from congested town centre roads, benefiting business and allowing better access to new housing.

Mark Winnington, Staffordshire County Council's Cabinet Member for Economy, Environment & Transport, said: "The Growth Deal will not only help boost our economy further but will help deliver better jobs and prospects for local people across the county.

"Here in Stafford, the investment in this relief road is long overdue and to get the funding confirmed in the summer was great news for everyone - who lives, works and visits the county town."

If the planning application is approved the major improvements would start in 2016.

## Business Case

The very latest version of the [business case](#), along with a [detailed technical drawing](#) of the proposed scheme and accompanying documents are [now available here](#)

There are no results that match your criteria.

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# Appendix 2.2

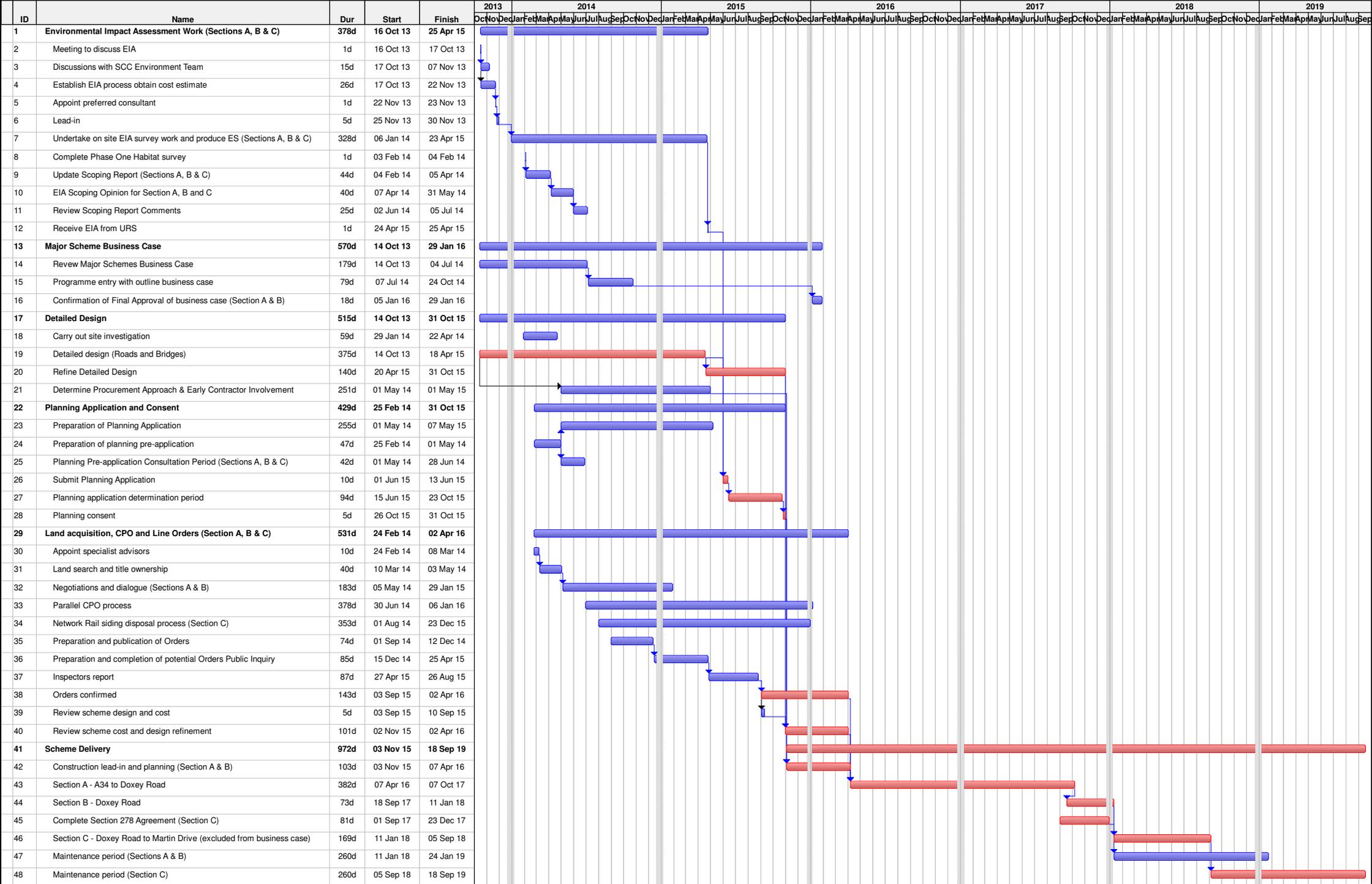
## Delivery Programme



**Stafford Western Access Route Environmental Statement  
Volume 3 – Technical Appendices  
Appendix 2.2: Delivery Programme**



# Stafford Western Access Route Project Plan



List of names and address of landowners/tenants affected by the SWAR

Plot No	Landowner	Tenant	Registered address	Contact name and address
1	Canada Life Ltd		Canada Life Place, Potters Bar, Hertfordshire EN6 5BA	Andrew McLaren, Asset Manager, Canada Life Investments, 1-6 Lombard St, London EC3V 9JU
1		Tenpin Ltd	3 <sup>rd</sup> Floor, 2+4 St Georges Rd, Wimbledon, London SW19 4DP	David Luckman, Senior Buildings Manager, Tenpin Ltd, Aragon House, University Way, Cranfield Tech Park, Cranfield MK43 0EQ
3	Friends Life Ltd		Pixham End, Dorking, Surrey RH4 1QA	Theo Hunter-Jones, Asset Management Analyst, Axa Real Estate Investment Managers Ltd, 8 <sup>th</sup> Floor, 155 Bishopsgate, London EC2M 3XJ
3		Wickes Building Supplies Ltd	Lodge Way House, Lodge Way, Harlestone Rd, Northampton. NN5 7UG	Gawsworth House, Westmere Drive, Crewe, Cheshire CW1 6XB
3		Lidl UK GMBH	Lidl UK, GMBH branch, Germany	Ed Whalley, Acquisitions Manager, Blackheath Lane, Manor Park, Runcorn. WA7 1SE
3		DSG Retail Ltd	3 Maylands Ave, Hemel Hempstead, Herts HP2 7TG	
3		Dean House PLC	Dean House Suthers, Off Featherstall Rd, Werneth, Oldham, Gtr Manchester OL9 7TH	
3		Penparc Pet Supplies Ltd	St Johns Court, Wiltell Rd, Lichfield, Staffs WS14 9DS	
3		Direct Spec Ltd	Eyecare House, Holies Court, 5 Hollies Park Rd, Cannock, Staffs. WA11 1DB	
3		The Shaw Trust	Shaw House, Epsom Square, White Horse Business Park, Trowbridge, Wilts. BA14 0XJ	

List of names and address of landowners/tenants affected by the SWAR

4	Stafford BC		Civic Offices, Riverside, Stafford ST16 3AQ	
4		Sainsburys Supermarkets Ltd	33 Holborn, London. EC1N 2HT	
10	Stafford and Rural Homes Ltd		The Rurals, 1 Parker Court, Dyson Way, Staffs Tech Park, Beaconside, Stafford ST18 0WP	Kirsty Wareham, Asset Management Officer, Stafford and Rural Homes, etc
11	Unknown ownership – possibly SBC			
13	Unregistered SCC ownership			
13		Staffordshire Wildlife Trust Ltd	The Wolseley Centre, Wolseley Bridge, Stafford ST17 0WT	Helen Dale, Head of People and Property, Staffs Wildlife Trust, etc
16	Unregistered and unknown ownership			Doxey Road Ltd in Administration Mark Whitehouse, Price Waterhouse Coopers LLP, Cornwall Court, 19 Cornwall St, B,ham B3 2DT
18	Stafford BC		Civic Offices, Riverside, Stafford ST16 3AQ	
19	George Wimpey North Midlands Ltd	Gate House, Turnpike Road, High Wycombe, Buicks HP12 3NR		James Bradshaw, Strategic Land Regional Director, Strategic Land, Unit 2, Tournament Court, Edgehill Drive, Warwick CV34 6LG
6	St Gobain Abrasives Ltd	Doxey Road, Stafford ST16 1EA		Catherine Roe, Head of Finance, St Gobain, Doxey Rd, Stafford ST16 1EA
14	Network Rail	Network Rail, 1 Eversholt St, London NW1 2DN		Rob Turner, Development Surveyor (North), 11 <sup>th</sup> Floor, The Mailbox, 100 Wharfside St, B'ham B1 1RT
7	Key Property Investments (St Modwen)	Sir Stanley Clark House, 7 Ridgeway, Quinton Business Park, B,ham B32 1AF		Ian Romano, 3 <sup>rd</sup> Floor, Park Point, 17 High Street, Longbridge, B,ham B31 2UQ

List of names and address of landowners/tenants affected by the SWAR

15	Rt Hon Francis Melfort William Baron Stafford	Swynnerton Park, Swynnerton, Stone, Staffs ST15 0QE		Russell Pole, Chartered Surveyor, Swynnerton Park, Swynnerton, Stone, Staffs ST15 0QE
n/a	Jim3 Ltd	Gatehouse, Turnpike Rd, High Wycombe, Bucks HP12 3NR		

# North of Stafford

## Strategic Development Location

Masterplan Framework





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# Executive Summary

The Plan for Stafford Borough ('PSB') represents the first part of the new Stafford Borough Local Plan covering the period 2011-2031. It sets out ambitious strategic policies that will see significant levels of development at the County Town of Stafford in recognition of its status as a Growth Point. The PSB provides the policy framework to enable Stafford to raise its national and regional profile through major new housing and employment developments that will assist in attracting significant inward investment. The vision, aims and objectives of the PSB have evolved over a number of years with a series of consultation exercises taking place at various stages of the Plan's preparation.

A key component of the PSB is the identification of four Strategic Development Locations ('SDL'), which collectively are envisaged to deliver a substantial amount of the housing required for the Borough, and Stafford town in particular. These SDLs include sites to the north, east and west of Stafford, the former of which (referred to within this masterplan as the 'North of Stafford SDL') is the subject of this document.

The North of Stafford SDL is located directly to the north of the urban area of Stafford town and is specifically identified in Policy Stafford 2 of the PSB for the delivery of 3,100 dwellings, 36ha of employment, education provision and local facilities. This masterplan framework document has been prepared by Akzo Nobel UK Ltd and Maximus Strategic Land, the developers/landowners that control the majority of the North of Stafford SDL, to satisfy the requirement of Policy Stafford 2 for a masterplan to be submitted to and agreed with Stafford Borough Council.

The vision for the North of Stafford SDL has evolved over a long period of time in partnership with Stafford Borough Council and Staffordshire County Council, specifically through preparation of the PSB. The site can provide approximately 3,100 new homes, up to 36 hectares of employment, local centres, primary and secondary school provision, along with green infrastructure, community facilities and highway capacity improvements. A wide range of house types, sizes and tenures, including affordable housing, will help to meet housing demand and deliver a socially inclusive community. Community consultation was undertaken on a draft masterplan for the North of Stafford SDL in January 2013, which resulted in further changes being made to the overall design, helping to reach the proposals discussed in this document.

Throughout the iterative design process of the North of Stafford SDL, the objective has been to create a well-designed, sustainable urban extension to the north of Stafford town, which provides a mixed and balanced community for all, whilst ensuring the natural environment is conserved and enhanced. This document identifies potential constraints and opportunities within the SDL and provides a strategic masterplan framework to guide future development proposals.

Policy Stafford 2 enables individual planning applications to come forward within the North of Stafford SDL, provided that they do not prejudice the delivery or design of the new neighbourhood. It is considered that, at this stage, the detail shown on the masterplan provides a reasonable indication of how the North of Stafford SDL could come forward in a consistent and coordinated manner, however inevitably there may be some variations as further information becomes available over the PSB period (2011-2031). Further consultation exercises will be carried out as the various planning applications come forward. These will provide an opportunity for people to comment on the final detail of the development.

# Introduction

This masterplan document has been prepared by Akzo Nobel UK Ltd and Maximus Strategic Land, the developers/landowners that control the majority of the site referred to as the 'North of Stafford Strategic Development Location'.

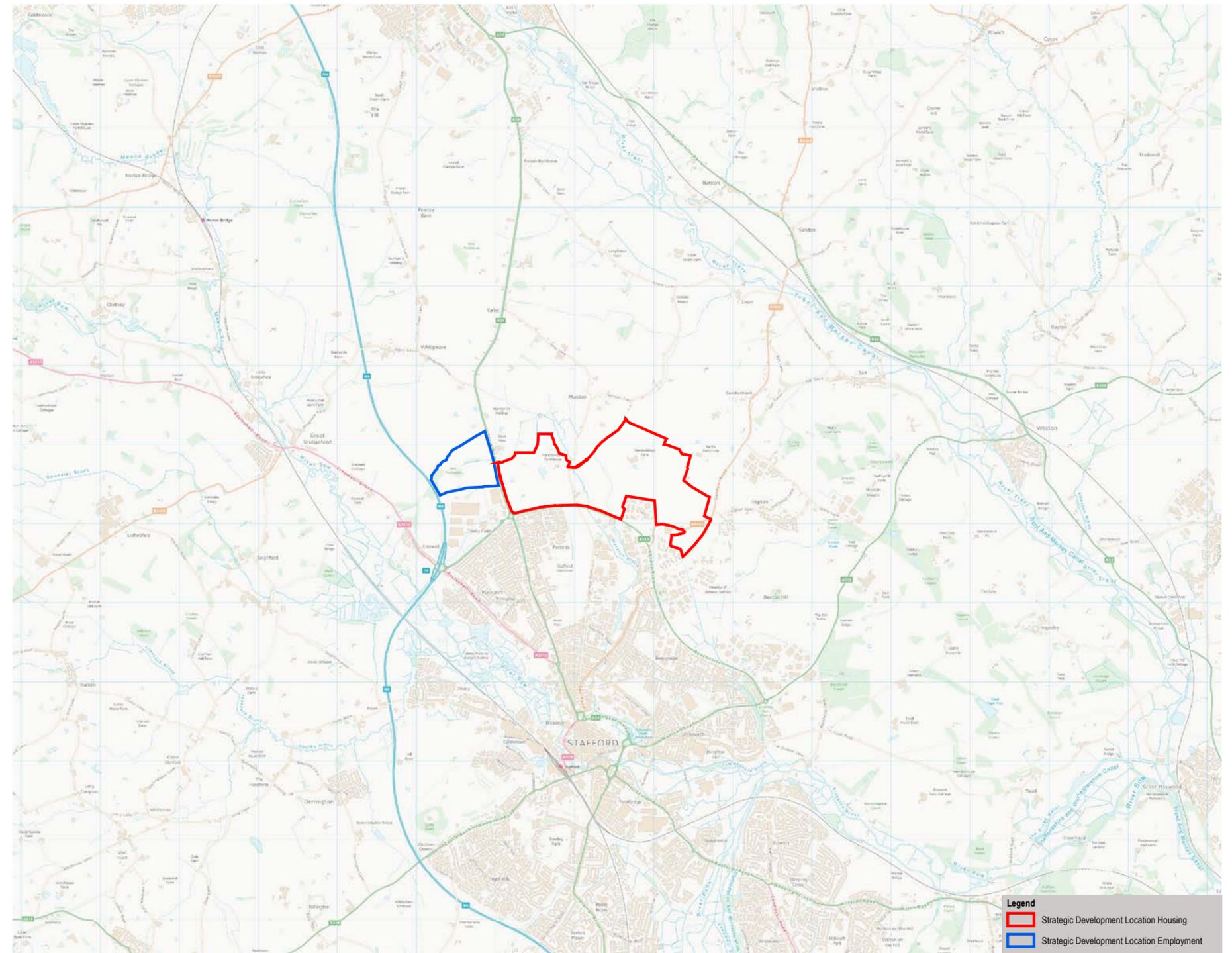
The adopted development plan for Stafford Borough is known as The Plan for Stafford Borough ('PSB') and sets out the local planning policy context for Stafford town. The PSB identifies four Strategic Development Locations ('SDL') which collectively are envisaged to deliver a substantial amount of housing required for the Borough, and Stafford town in particular. These SDLs include sites to the north, east and west of Stafford, the former of which is the subject of this document.

The North of Stafford SDL is specifically identified in Policy Stafford 2 of the adopted PSB for the delivery of 3,100 dwellings, 36 hectares of employment, education provision and local facilities. Parts of the SDL, namely land under the control of Staffordshire County Council and Taylor Wimpey, already have the benefit of planning permission and are now under construction.

Policy Stafford 2 does, however, require that a masterplan should be prepared by the developers involved in the development of the North of Stafford SDL and agreed by Stafford Borough Council, prior to any planning applications being made within the area.

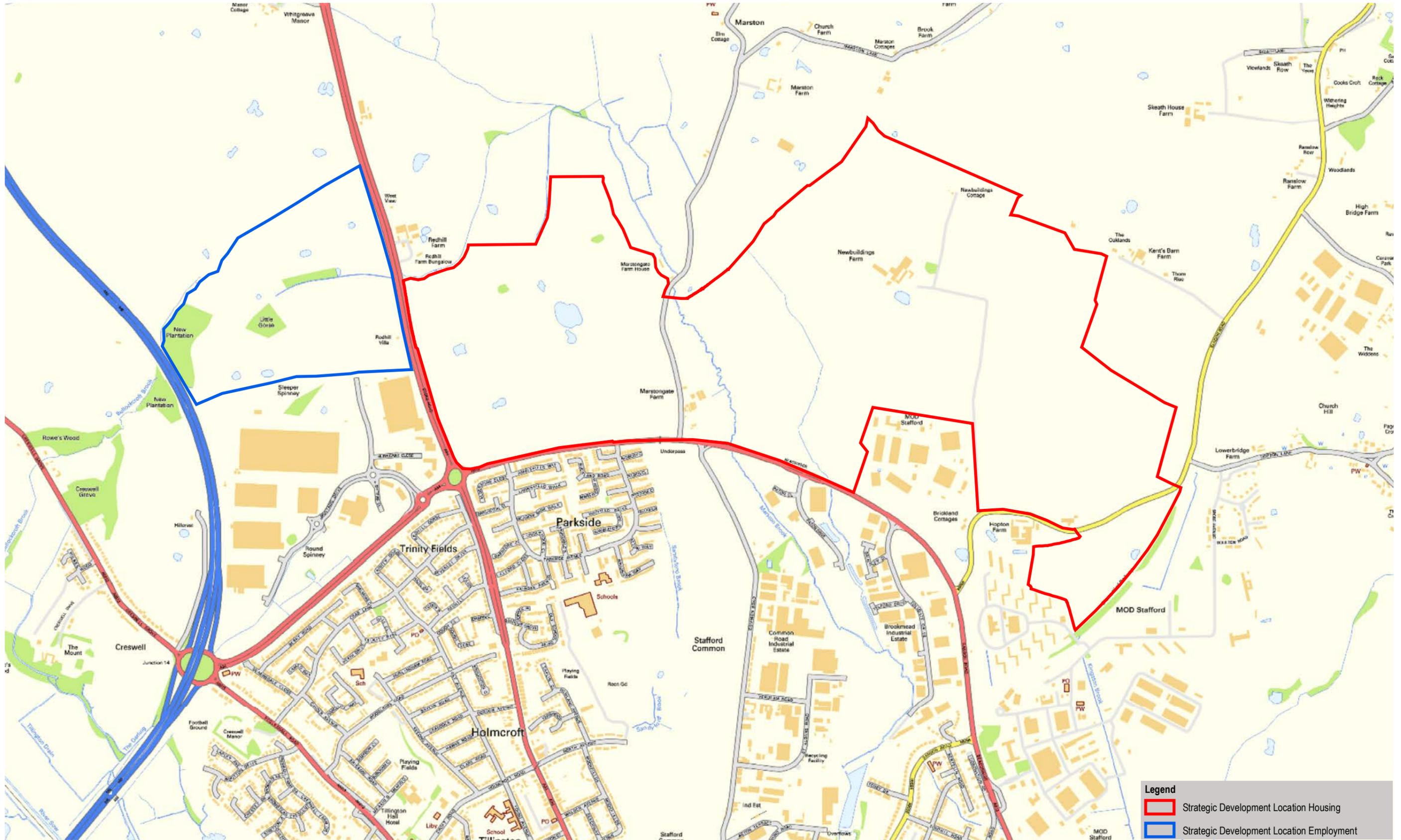
This document, therefore, addresses the need for a masterplan for the North of Stafford SDL and builds upon previous work by Akzo Nobel UK Ltd and Maximus Strategic Land, to promote the delivery of a comprehensive, sustainable, mixed-use development on the land. It should be noted that this document does not apply to those areas of the North of Stafford SDL which already have planning permission and are under construction, or are not shown for development in the PSB.

Wider Context Plan





Red Line Boundary Plan



Public consultation on a draft masterplan for the North of Stafford SDL was carried out by Akzo Nobel UK Ltd and Maximus Strategic Land, in January 2013. Changes to the masterplan were made, in light of the comments received, and these changes, along with details of the most recent consultation exercise carried out during July 2015, are described within separate Consultation Statements.

The current proposed masterplan for the North of Stafford SDL together with the information within this document, provides a framework for applicants and developers when making planning applications within the remaining areas of the North of Stafford SDL.





## Vision

*The vision for the North of Stafford SDL has evolved over a long period of time, in partnership with Stafford Borough Council and Staffordshire County Council, specifically through preparation of the PSB. Throughout the iterative design process of the North of Stafford SDL, the objective has been to create a well-designed sustainable urban extension to the north of Stafford, which provides a mixed and balanced community for all, whilst ensuring that the natural environment is conserved and enhanced.*

*The North of Stafford SDL will provide approximately 3,100 new homes, up to 36 hectares of employment, local centres and primary and secondary school provision, along with green infrastructure, community facilities and highway capacity improvements.*

*The development aims to create a new community, based on a 'neighbourhood' approach, which is well connected and easily navigated on foot, cycle and other sustainable modes of transport. There will be an interconnected network of streets serving the development, producing discernible and distinctive neighbourhoods, which integrate with existing communities and connecting a network of multi-functional spaces. Akzo Nobel UK Limited, Maximus Strategic Land and Staffordshire County Council will work together to provide highway capacity improvements through, or around the perimeter of the site, or along Beaconside that will allow residents to access frequent bus services, which connect them with the town, local schools and amenities. They will also help ensure that traffic impact is minimised on the surrounding highway network.*

*The North of Stafford SDL will provide high quality, sustainable homes that every generation can enjoy, from starter homes to family homes of all sizes, including affordable housing and extra-care provision, together with all the facilities needed to create and sustain a vibrant community. The design of the development will ensure that there is a strong sense of local identity, safety and belonging that takes account of the local characteristics and context of Stafford town.*

*Growth will be planned in a sustainable manner and have regard to the protection and enhancement of valuable built and natural resources, including the use of sustainable construction methods, measures to enhance biodiversity, flood attenuation and the use of sustainable urban drainage systems to manage on-site water.*

# Policy Context

The National Planning Policy Framework (NPPF) sets out the Government's objectives for the planning system, its planning policies and how they should be applied. It comprises of three main sections – Achieving Sustainable Development, Plan Making and Decision Taking.

The NPPF sets out that there are three dimensions to sustainable development, which should be pursued jointly and simultaneously through the planning system:

- an economic role – contributing to building a strong, responsive and competitive economy. Sufficient land of the right type should be available in the right places and at the right time to support growth and innovation. Development requirements, including the provision of infrastructure, should be identified and co-ordinated.
- a social role – supporting strong, vibrant and healthy communities. The supply of housing required to meet the needs of the present and future generations should be provided. A high quality built environment should be created with accessible local services that reflect the community's needs and support its health, social and well being.
- an environmental role – contributing to protecting and enhancing our natural, built and historic environment. As part of this, planning should help to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change.

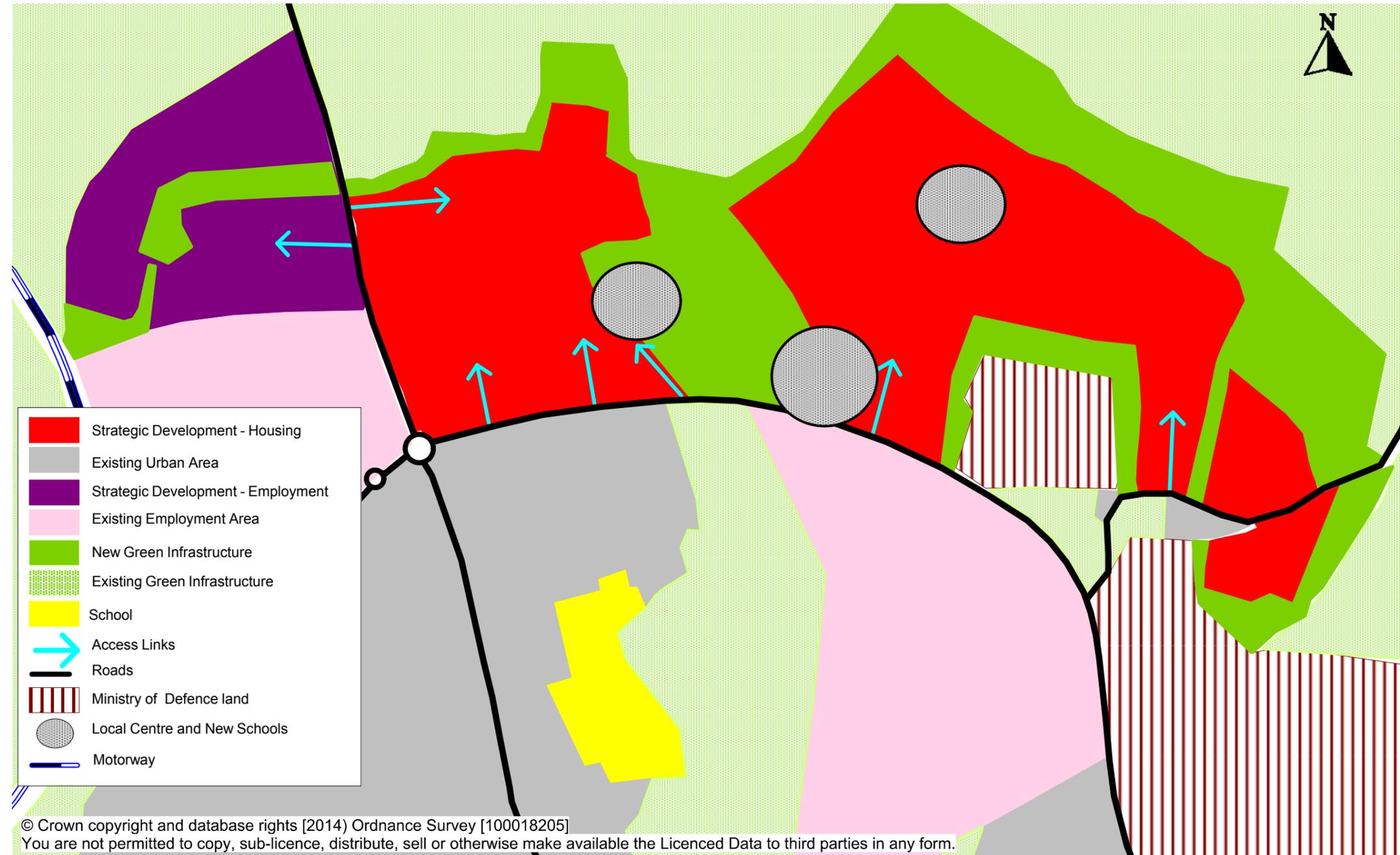
At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking. The NPPF (paragraph 17) contains a set of core land use principles, which state that planning should:

- *“be genuinely plan led with plans being kept up to date and based on joint working and co-operation to address larger than local issues. Plans should provide a practical framework within which applications can be decided;*
- *not simply be about scrutiny but instead should be an exercise in finding ways to enhance and improve places;*
- *proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet housing, business and other development needs, taking account of market signals and setting a clear strategy for allocating sufficient land;*
- *always seek to secure high quality design and a good standard of amenity;*
- *take account of the different roles and character of different areas, promoting the vitality of main urban areas, protecting the green belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;*
- *support the transition to a low carbon future, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, and encourage the use of renewable resources;*

- *contribute to conserving and enhancing the natural environment and reducing pollution;*
- *encourage the effective use of land by reusing land that has been previously developed provided it is not of high environment value;*
- *promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas;*
- *conserve heritage assets in a manner appropriate to their significance;*
- *actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable; and,*
- *take account of and support local strategies to improve health, social and cultural well being for all, and deliver sufficient community and cultural facilities and services to meet local needs.”*

This document serves to demonstrate how the relevant principles discussed above can be incorporated into the development of the North of Stafford SDL, specifically with input at the decision making stage. The NPPF provides further guidance on delivering sustainable development by reference to a number of sub headings including 'Building a strong, competitive economy', 'Promoting sustainable transport', 'Delivering a wide choice of high quality homes', 'Requiring good design', 'Promoting healthy communities', 'Meeting the challenge of climate change, flooding and coastal change',

Map 5 Stafford North Concept Diagram



‘Conserving and enhancing the natural environment’ and ‘Conserving and enhancing the historic environment’. These issues are discussed further in this document.

The PSB, adopted on 19th June 2014, sets out the local planning policy context for Stafford Borough. The PSB, identifies housing and employment requirements for the Borough as a whole within its ‘Spatial Policies’, which specifically identify Stafford town as the principal settlement or key sub regional centre. Policy Stafford 1 identifies three

specific SDLs in Stafford, which collectively are envisaged to deliver a substantial amount of the required growth for Stafford (a total of 7,000 new market and affordable homes). These SDLs include sites to the north, east and west of Stafford, the former of which is the subject of this document.

The North of Stafford SDL is specifically identified in Policy Stafford 2 for the delivery of 3,100 dwellings, 36ha of employment, education provision and local facilities. The full text of Policy Stafford 2 is provided within Appendix 1.

This policy also requires that a masterplan should be prepared by developers involved in the development of the North of Stafford SDL and agreed by Stafford Borough Council prior to any application being made. This document addresses the need for a masterplan for the North of Stafford SDL and provides an overall framework within which individual planning applications can come forward.

# Site Opportunities and Constraints

The PSB identifies the North of Stafford SDL as a suitable area for growth, due to the numerous opportunities the site location holds. Where housing is proposed, the SDL has been subject to detailed surveys and assessment, which have identified the site's opportunities and constraints, to inform and structure the development proposals.

The following sections summarise the findings of these extensive studies, before outlining the main opportunities and constraints.

## Landscape

The North of Stafford SDL is located directly to the north of the urban area of Stafford town, which is characterised by major highways infrastructure, large scale industrial, commercial and military development at MOD Stafford (Beacon Barracks), along with residential development. It is surrounded by open (non-developed) land to the north and east, with the highways infrastructure associated with the A34 and M6 comprising significant features in the landscape on the SDL's western boundary. Land directly to the east, whilst currently undeveloped, also includes a number of villages including Hopton, Weston and Sandon Bank.

The North of Stafford SDL is not covered by any landscape (planning) designations. In terms of its character, both the SDL and its context are generally consistent with both national and local landscape character studies, displaying tree belts, arable fields, and the influence of the urban area of Stafford. The SDL also retains an 'urban edge' character, being influenced by the A513 and A34 corridors (including light spill and glare from lighting columns and vehicle headlights), and large visually prominent development, including employment and MOD Stafford (Beacon Barracks).

The North of Stafford SDL itself, though largely linear in plan form, extends from the M6 (north of Junction 14) at the western end of the site, across Marston Lane and Stafford Common in the middle, to MOD Stafford (Beacon Barracks) at the eastern end. The overall SDL generally comprises a number

of agricultural fields formed by mature hedgerows, with hedgerow trees and scattered ponds and ditches.

Land across the entire North of Stafford SDL generally has rising topography to the north, such that the vast majority of it 'faces' Stafford, with its northern section retaining strong visual links with the wider landscape. The far western section (between the M6 and A34) has a high point of around 109m AOD, with the central section (between the A34 and Marston Lane) around 111 AOD at its highest point. The largest eastern section (between Marston Lane and Sandon Road) rises up eastwards from Marston Lane to a high point of around 114m AOD, just south of Kent's Barn Farm, near Sandon Road.

The smaller area of land in the south eastern corner of the North of Stafford SDL (south of Sandon Road) is much flatter and generally enclosed, with a mature landscape framework generated by a disused railway line, to the south-east and around the built form, to the south-west.

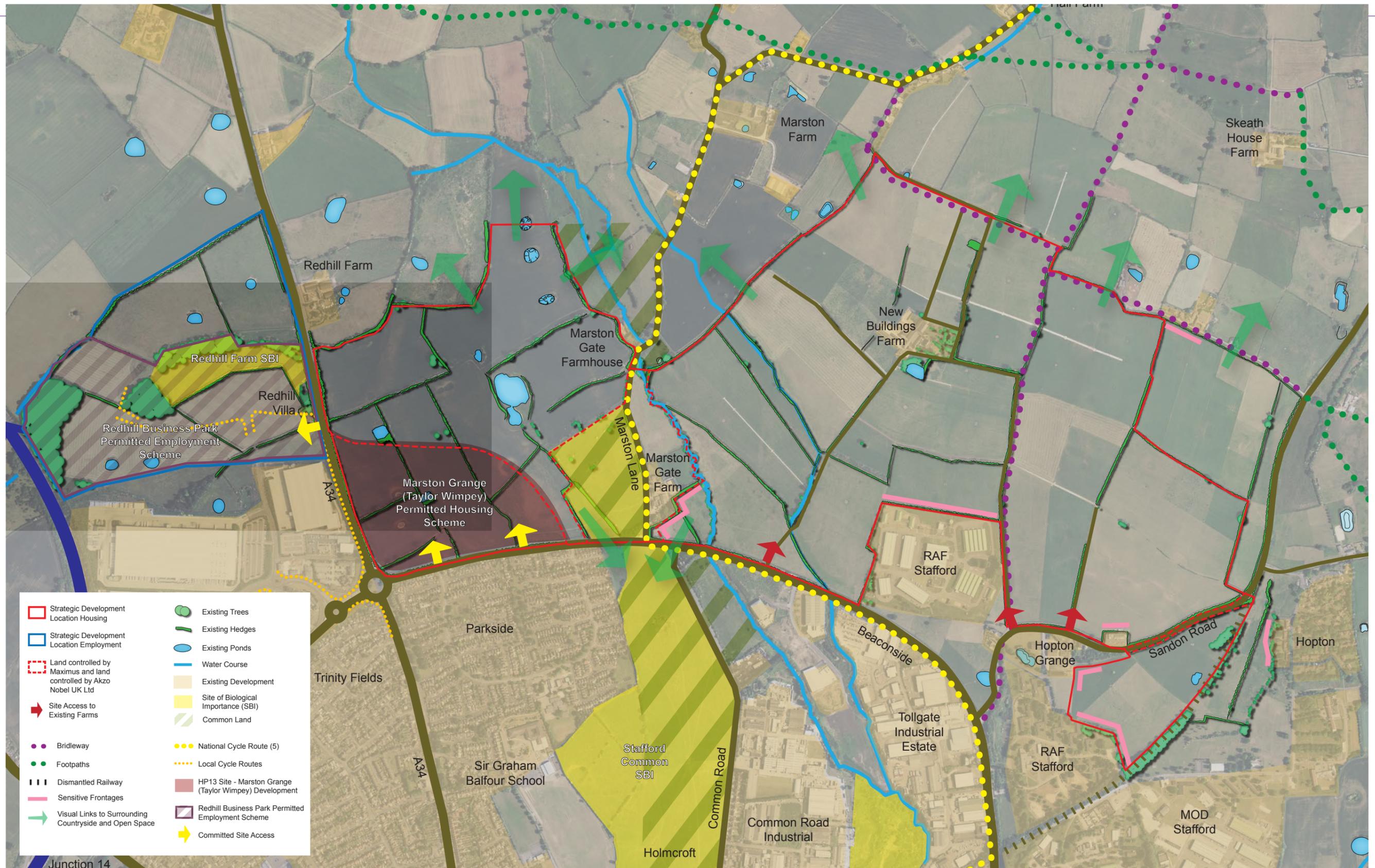
A public footpath/bridleway, to the west of Sandon Road, runs in a north-south alignment through the North of Stafford SDL, with a further bridleway connecting Sandon Road in the east, to Marston Lane and Enson Lane in the west. A Sustrans cycle route (National Route 5 Lichfield to Stoke) runs in a north-south alignment, along Marston Lane, from the A513 Beaconside. To the north of the SDL, a public footpath, which forms part of a wider recreational route (the 'Stones Circles Challenge'), runs in an east-west alignment, connecting to a wider network of footpaths.

Visually, the overall North of Stafford SDL is well contained by various different elements. These include the existing

and emerging urban form of Stafford town, to the south; and, where the eastern section of the SDL (between Marston Lane and Sandon Road) is concerned, the topographical ridge and localised plateau that extend along its northern boundary. In the longer term, the route of HS2 will influence the landscape and provide a definitive boundary to the north eastern edge of the SDL.

The central section of the North of Stafford SDL (between Marston Lane and the A34) is also strongly influenced and contained by the A34 and the existing employment development beyond. There are a number of short and (filtered) mid distance views of the SDL from the east and west, and from the Stones Circles Challenge footpath, to the north. Otherwise, the majority of views are from the SDL boundaries.

From this evidence, it has been demonstrated that the North of Stafford SDL retains many attributes, which provide good development potential. The topography, surrounding built form and vegetation of the SDL contain the site and there are opportunities to capitalise on the open views. The SDL has limited features of interest, however the hedgerow field network, vegetation, and key visual links will be incorporated into the proposals to help avoid and mitigate any significant impacts. The masterplan also provides an opportunity to preserve existing public rights of way and to provide new links across the SDL and to/from the surrounding area. Further information regarding the landscape strategy for the SDL, is considered later in this document.



## Ecology

The North of Stafford SDL predominantly consists of agricultural arable land and intensively managed grassland with hedgerows and watercourses along field boundaries, which overall provide limited ecological value. However, the SDL does exhibit some habitats of value, including hedgerows, which are a UKBAP priority habitat, associated mature trees, water courses and ponds. Habitats present within and bounding the SDL provide potential suitable habitat for great crested newt, roosting bats, breeding and wintering birds, and badgers, which have been taken into consideration within the proposals for the SDL.

In principle, the ecological findings do not pose constraints to the development of the SDL, although consideration will be given to the SDL's detailed layout and design in order to ensure that areas and species of value are not unacceptably impacted upon, and are retained and enhanced, where feasible. The masterplan seeks to retain hedgerows, vegetation and watercourses/ponds, where possible and desirable. The masterplan also provides potential for habitat creation, including new tree and shrub planting. As the proposals progress, consideration will be given to providing additional detailed enhancements, such as installation of bird and bat boxes. The provision of such enhancements would be in accordance with local and national planning policy.

There are no statutory designated wildlife or nature conservation sites within the North of Stafford SDL boundary. However, it is acknowledged that the West Midlands Mosses SAC/Midland Meres & Mosses Phase 1 Ramsar site is located within 10km of the SDL; that the Cannock Chase Special Area of Conservation (SAC) and Pasturefields Salt Marsh (SAC) are located within 8km of the SDL; and that the Doxey and Tillington Marshes Site of

Special Scientific Interest (SSSI) is located within 1.9km of the SDL. Any potential effects on these sites will be considered in all planning applications in the North of Stafford SDL and where appropriate, through Habitat Regulations Assessments by the competent authority. In initial discussions with Stafford Borough Council, it has been confirmed that Suitable Accessible Natural Green Space (SANGS) does not need to be provided on the North of Stafford SDL, however there is an opportunity to provide green infrastructure and open space throughout the development.

The non statutory Stafford Common Site of Biological Importance (SBI) and the Redhill Farm Wet Woodland SBI are located within the North of Stafford SDL boundary. The Astonfields Balancing Lakes Local Nature Reserve (LNR) is located within 1.4km of the SDL. These sites will be considered to ensure that development does not have any unacceptable adverse effects when the detailed design and layout of proposals for the SDL are progressed.

## Archaeology and Heritage

The nature and extent of the known and potential cultural heritage resource has been investigated within the majority of the North of Stafford SDL.

There are no World Heritage Sites, Scheduled Monuments, Registered Parks and Gardens, Registered Battlefields, Conservation Areas, or Listed Buildings within the North of Stafford SDL boundary.

No pre-medieval archaeological remains have been recorded within the areas of the North of Stafford SDL that have been investigated, although there is potential for previously

unrecorded remains. There is historic evidence of areas of ridge and furrow and a post-medieval water meadow; however these features are no longer visible on site inspection. A large number of marl pits are recorded, largely surviving as broad, shallow water-filled hollows. These are common across Staffordshire and Shropshire, and the surviving examples within the SDL are considered to be of negligible cultural heritage value.

Newbuildings Farm is located within the North of Stafford SDL land to the east of Marston Lane and, although unlisted, could be considered of some low cultural heritage value. The hedgerows within the SDL may also be considered of some cultural heritage interest. The masterplan is mindful of these features and has ensured that field patterns are retained where possible, and development surrounding the farm is appropriately designed. The now disused Stafford and Uttoxeter Railway also runs along the eastern boundary of the SDL, from Stafford town centre to the north-east and then along the Trent Valley, and survives as a substantial earth bank.

## Access and Movement

The North of Stafford SDL is located on the northern edge of Stafford and has good access to the town centre and railway station, approximately 3.5km from the proposed development, which provides routes both locally and nationally. The SDL also exhibits good access to the existing highway network, specifically the A513 and A34, and further afield the M6. Several local bus services currently operate along roads bounding the SDL and could serve the early phases of development. However, in the longer term new or improved frequent services will be required to connect residents to the town, employment at Redhill, local schools and amenities.

A Sustrans cycle route (National Route 5) is situated on Marston Lane and Beaconside, adjacent to the southern perimeter of the North of Stafford SDL, with National Route 55 to the east of the town centre. A number of other local cycle and pedestrian routes and crossings also offer opportunities to access local employment provision, services and the town centre. The SDL's location, in accordance with national and local policy, therefore exhibits the potential to utilise the existing infrastructure, whilst also facilitating the delivery of improvements, specifically interventions to enable residents to use sustainable modes of transport.

The primary access points to the North of Stafford SDL will be taken from the A34 Stone Road, various points along the A513 Beaconside and the B5066 Sandon Road. These roads are capable of facilitating the site access and egress of the associated traffic and will be subject to design at the planning application stage. The masterplan also makes provision for a local distributor road (linking the A34 Stone Road to the B5066 Sandon Road, through the proposed residential areas), together with junction and link improvements along Beaconside, where required. A local distributor road could also remove traffic from the A34 north of Redhill roundabout and along the northern section of Beaconside. New dedicated footway/cycleways will be provided to allow connectivity across the SDL and beyond, including the opportunity to create a footway/cycleway along Sandon Road, connecting to the Isabel Trail (off-road section of cycle route National Route 5) and Stafford town centre.

The transport and movement strategy will be developed to provide an integrated and strategic approach to infrastructure provision and highways improvements between all of the development parcels within the North of Stafford SDL. Travel Plans will be produced at the planning application stage to promote and incentivise the use of alternative and sustainable means of transport.

Local facilities will be provided that are appropriate to the scale of the housing development, and will be conveniently accessed by walking and cycling to internalise trips. High permeability within the North of Stafford SDL for such modes of transport is considered key in the design of the proposals, ensuring maximum connectivity to existing and future points of destination.

## Drainage and Flood Risk

National and local policy is directed at ensuring that new development is located in the most appropriate areas, according to the likelihood of flooding. Marston Brook runs through the centre of the North of Stafford SDL, although the majority of the SDL lies within Flood Zone 1, where flood risk is not a significant issue. Flood modelling has confirmed there are small areas of the SDL that lie within Flood Zones 2, 3a and 3b. However, these areas have been factored into the development design and could indeed provide an opportunity for enhancement, particularly in relation to biodiversity provision, green infrastructure and visual amenity.

Policy Stafford 2 includes a requirement for a comprehensive drainage scheme, which includes measures to alleviate flooding downstream on the Marston Brook and Sandyford Brook. These details will be provided following further engagement with the Environment Agency on scheme delivery, as part of the planning application process. Where feasible, the on-site drainage scheme will include the use of Sustainable Drainage Systems (SuDS), for example attenuation ponds and swales, which will control surface water run-off to less than greenfield rates, in addition to enhancing biodiversity. Based on preliminary information on ground conditions, infiltration measures such as soakaways are unlikely to be feasible, but this will be subject to further testing.

The main opportunities and constraints can be summarised as follows:

## OPPORTUNITIES

- Opportunity for a range of house types, sizes and tenures which will help meet local need;
- Opportunity to provide family homes within a high quality landscaped setting;
- Make efficient use of land through the application of appropriate density assumptions;
- Provision of a strong landscape character, based on retention of existing trees and hedgerows, including utilising the disused railway line, and provision of additional native species within new green infrastructure provision;
- Opportunity to capitalise on open views of the countryside, particularly to the north-east;
- Retention and enhancement of existing footpath links across the North of Stafford SDL and additional links to surrounding areas, including the opportunity to create a foot/cycleway along Sandon Road connecting to the Isabel Trail and Stafford town centre;
- Opportunity to utilise the existing highway network, whilst facilitating the delivery of transport infrastructure improvements, services and interventions to specifically encourage future and existing residents to use sustainable transport modes;
- Provision of a suitable drainage strategy to ensure that the proposed development does not increase the risk of flooding within the wider area, and to improve the existing situation in relation to Marston and Sandyford Brook; and

- Opportunity to provide linkages with the Marston Grange (Taylor Wimpey) housing development and the Parkside housing estate to the south of the A513 Beaconside, as well as the existing and new employment areas.

## CONSTRAINTS

- Existing topography, including the embankment which marks the course of the disused railway line, and general visual amenity with the surrounding countryside;
- The Initial Preferred Route for HS2 crosses the north east corner of the North of Stafford SDL and may influence the design of latter phases of development;
- Existing ecology and habitats in and around the North of Stafford SDL, including the potential impact of development on the Cannock Chase Special Area of Conservation (SAC);
- Stafford Common Site of Biological Importance (SBI) and Redhill Farm Wet Woodland SBI;
- Existing trees and hedgerows and other landscape features within the North of Stafford SDL, especially those of ecological interest and those that have potential to act as wildlife habitats;
- Interface of proposed development with existing development, including Newbuildings Farm, Marstongate Farm, and the MOD Depot on the southern boundary; and
- Marston Brook, Sandyford Brook and surrounding areas at risk of flooding.

# Development Concepts and Principles

Successful urban design is dependent upon achieving an appropriate relationship between community needs, market requirements, development principles, development form and a positive response to local (site) conditions.

The masterplan has therefore evolved to its present position by taking into account the planning policy context and baseline evidence (as discussed above) and through engagement with statutory and local stakeholders (including Stafford Borough Council, Staffordshire County Council and the local community).

This work has enabled firm principles to be developed to help steer the design of the new community and to ensure the delivery of a high quality development, which accords with the core land use principles set out within the NPPF. These issues are discussed in the sections below.

The landscape analysis of the North of Stafford SDL has, in particular, been fundamental in shaping the proposals, and the masterplan has been led by a clear landscape strategy. The proposed landscape strategy responds to matters of local landscape resources, character, visual amenity and the broader planning context within which the North of Stafford SDL lies. A hierarchy of central public spaces defines the structure / organisation of the masterplan. In turn, density is focused around these public spaces, softening as development radiates out towards the perimeters of the SDL. Areas that are well related to the wider landscape are retained as open space. The proposals have been developed inherently with this landscape strategy, in order to provide a balanced setting for the development.

The development principles borne from the analysis of the North of Stafford SDL, in line with the NPPF, include the following;

## Function and Quality

- New development provides the opportunity to establish a distinctive identity to a place which, whilst having its own character, integrates with the surrounding built form and landscape context;
- Retention of the existing landscape features on the North of Stafford SDL;
- Provision of a Sustainable Drainage System as part of the flood mitigation proposals;
- Establish a distinctive identity through well-designed spaces and built form;
- Make efficient use of land through proposing a development with an appropriate density;
- Minimise the impact of the development on the open countryside and surrounding context; and
- Protection of the existing floodplain in the vicinity of the North of Stafford SDL to ensure that the development does not increase the risk from flooding in the area.

## Quality of Public Realm

- Provision of a clear hierarchy of connected spaces and places, including streets, accessible by a variety of users, which consider the design of the space as well as its function as a movement corridor;
- Integration of existing and proposed landscape features in order to soften the built form, particularly towards the countryside edge of the development;
- Creation of a clearly defined public realm, through the provision of continuous building frontage lines and variations in enclosure of private spaces; and
- Provision of a variety of accessible public open spaces and recreation areas to meet the needs of the local community, whilst encouraging social activity.



## Accessibility

- Integration of the development into the existing movement network, including new public transport provision with bus stops located within easy walking distance of all the new dwellings;
- Convenient, safe and direct access for all residents to the existing and proposed local services and facilities including schools, retail, community uses and employment opportunities;
- Provision of new access points into the development forming part of a permeable network of streets, which assists in dispersing traffic (vehicular and pedestrian);
- Enhancement and extension of the existing public rights of way network as an integral part of the development, particularly facilitating access to the surrounding countryside and the existing urban areas;
- Maximisation of the opportunities for alternative modes of transport to the car, particularly walking, cycling and bus travel;
- Creation of a clear movement hierarchy providing easily recognisable routes which balances the street as a space alongside its function as a movement corridor; and
- Maximisation of the connections to Stafford town centre, via sustainable routes for pedestrians, cyclists and public transport users.

## Response to Context

- Integration of the development into the existing built fabric of north Stafford, particularly in relation to scale, height and massing;
- Respond to the existing North of Stafford SDL topography, including the consideration of views into and out of the SDL;
- Retention of the existing landscape features and habitats on the site, where possible; and
- Protection of existing and proposed residential amenity through the use of frontage development and seeking to enclose rear gardens.

## A Place for Everyone

- Provision of mix of housing, employment, retail, open space and local facilities to create and sustain a vibrant community life.
- Consideration of the proposals in relation to existing buildings and development in close proximity to the North of Stafford SDL.
- Consideration of the relationship between various uses and transport infrastructure, particularly recognising the needs of those with disabilities.

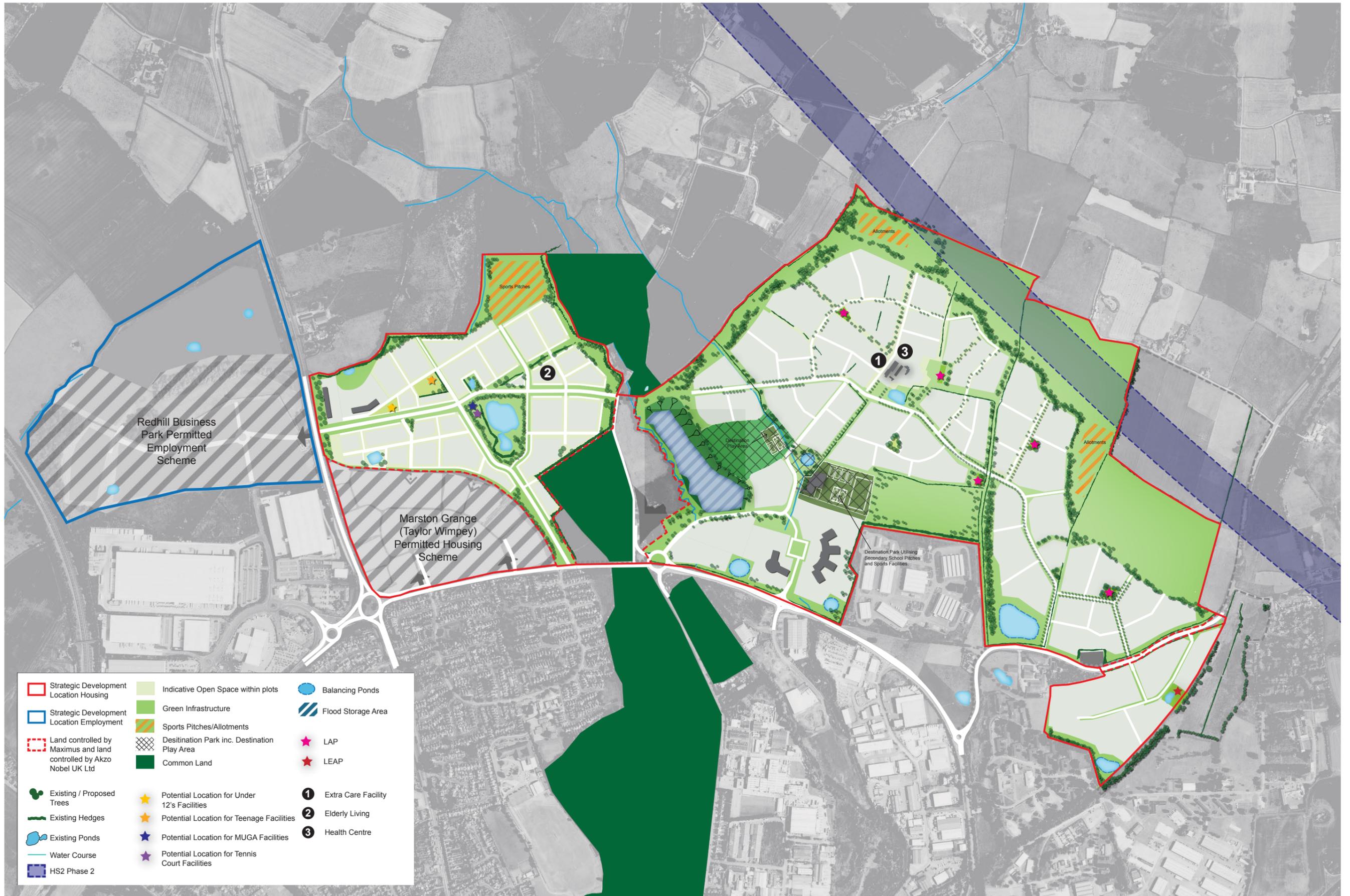


# Green Infrastructure Strategy

The SDL will make provision for Green Infrastructure to accord with the requirements of Stafford Policy 2 and where appropriate, having regard to advice contained in Stafford Borough Council's Green Infrastructure, Greenspace and Sport and Recreation Provision Strategy, produced by Kit Campbell Associates (June 2013). This will include an appropriate location for a new 'Destination Park' comprising play areas and multi-use games areas, in accordance with part xviii of Policy Stafford 2.

In addition to this provision, there will be a network of smaller equipped play areas, comprising of LEAPs, LAPs, and green infrastructure throughout the development.





# Masterplan Framework

The constraints and opportunities (discussed previously), along with the technical work have influenced the design process during the masterplanning stage. The masterplan for the North of Stafford SDL illustrates a new sustainable urban extension to Stafford that respects the landscape and natural features of the site.

The proposed development at the North of Stafford SDL will assist in achieving the vision and policy objectives for the area, specifically by:

- Delivering a large proportion of housing in an identified principal settlement, including a mix of types, tenures, sizes and styles. This will assist in meeting the need for both market and affordable homes;
- Providing new employment land which will ensure permeability to existing employment areas, with comprehensive links through a range of transport modes to the housing development areas;
- Delivering social and community facilities, including primary and secondary education facilities, local convenience services and sport and recreational provision to create a sustainable mix used development, which will meet the needs of future residents;
- Delivering transport infrastructure improvements and services and specifically encouraging a range of sustainable modes of transport, which can be utilised by future and existing residents in the area to make the North of Stafford SDL acceptable in transport terms and to accord with the Transport and Infrastructure requirements of Policy Stafford 2;
- Providing a range of accessible open space to cater for all ages, including sports pitches, children's play areas, new footpaths, cycleways and large areas of natural open space and green infrastructure, which will help assimilate the development into its surroundings; and
- Creating a well designed, interconnected and socially inclusive neighbourhood which will help create a sense of community, place and well-being.

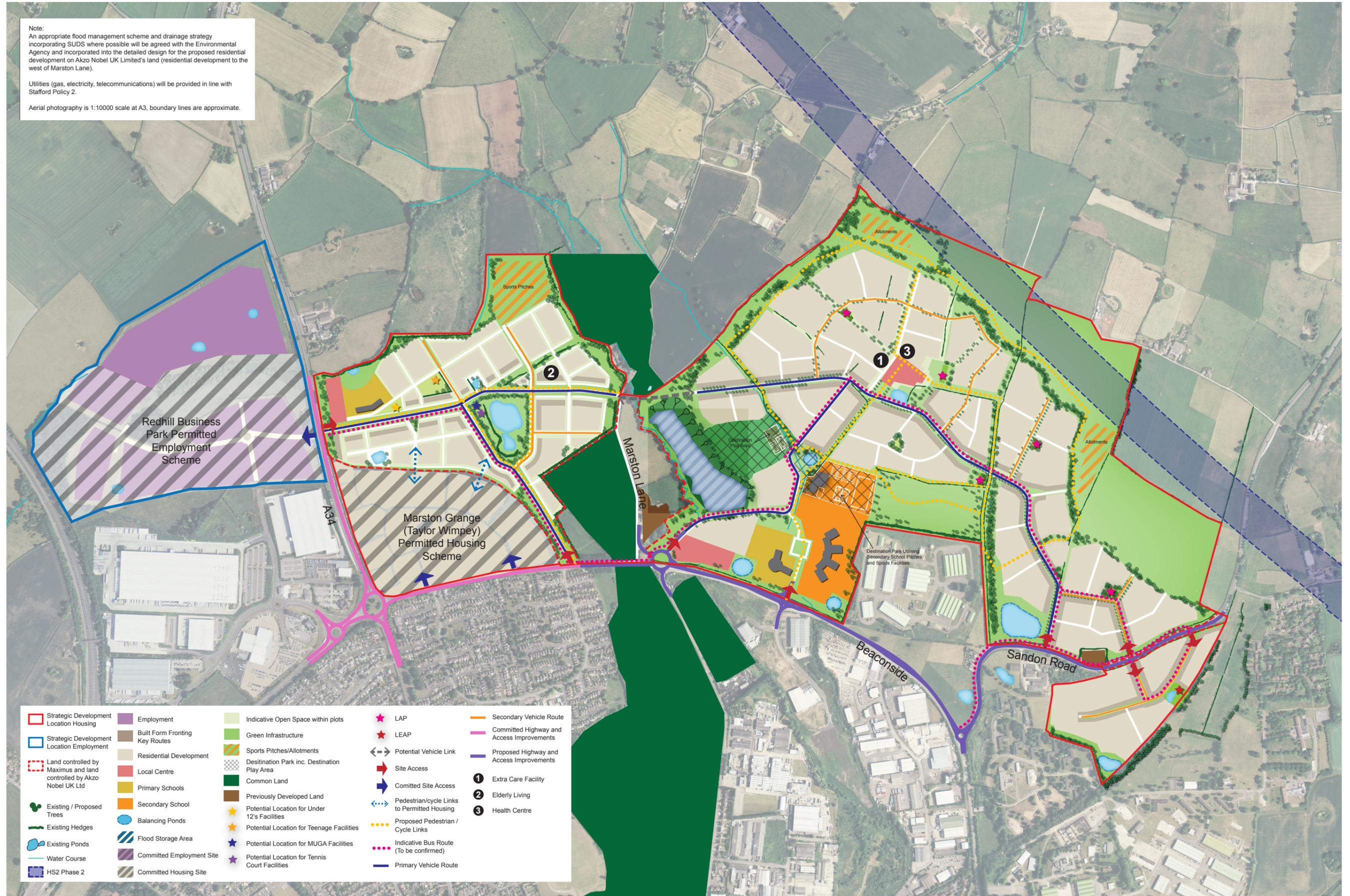


Illustrative Masterplan

Note:  
An appropriate flood management scheme and drainage strategy incorporating SUDS where possible will be agreed with the Environmental Agency and incorporated into the detailed design for the proposed residential development on Akzo Nobel UK Limited's land (residential development to the west of Marston Lane).

Utilities (gas, electricity, telecommunications) will be provided in line with Stafford Policy 2.

Aerial photography is 1:10000 scale at A3, boundary lines are approximate.



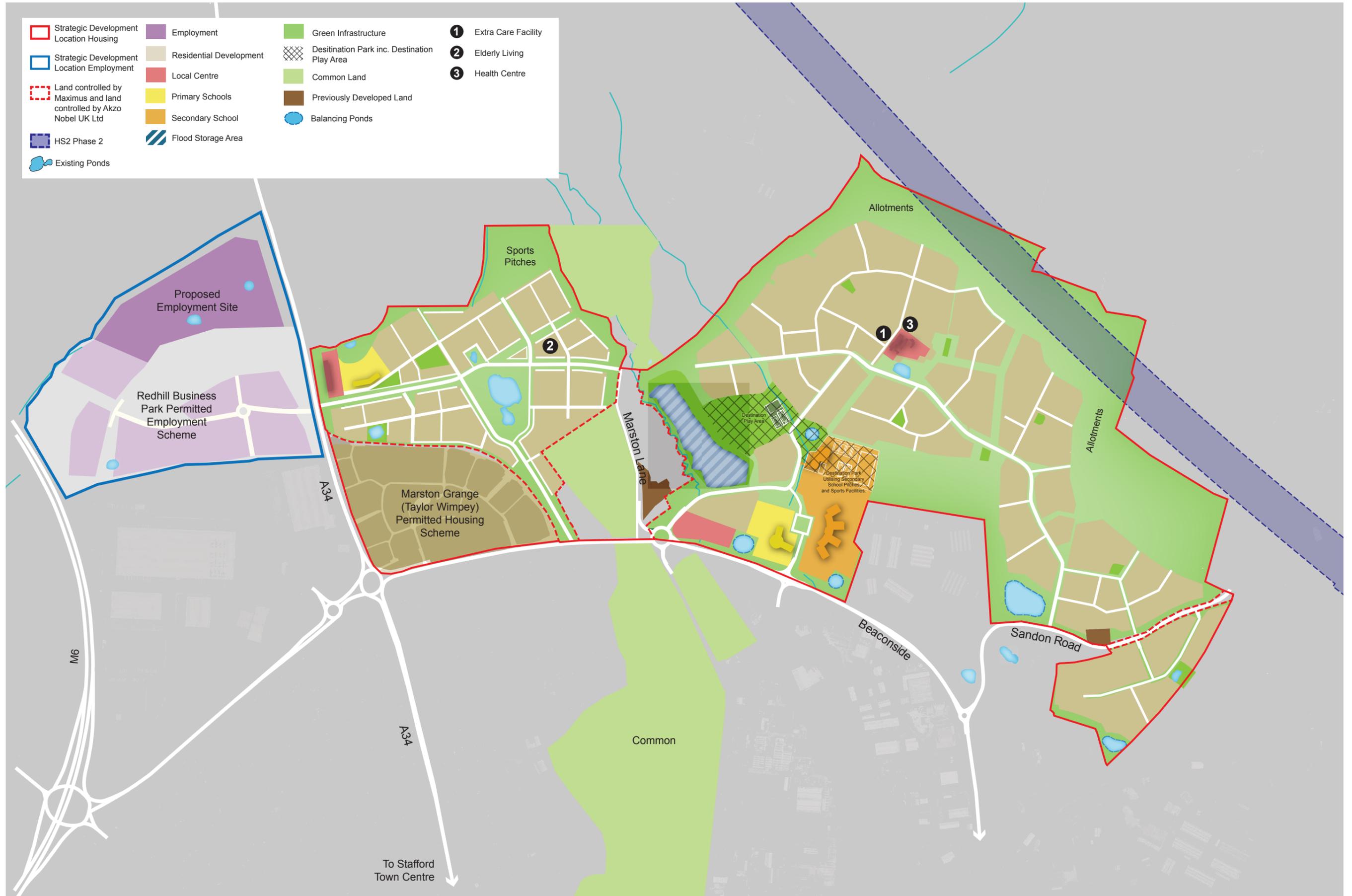
- |                                                                     |                                |                                                |                                             |                                           |
|---------------------------------------------------------------------|--------------------------------|------------------------------------------------|---------------------------------------------|-------------------------------------------|
| Strategic Development Location Housing                              | Employment                     | Indicative Open Space within plots             | LAP                                         | Secondary Vehicle Route                   |
| Strategic Development Location Employment                           | Built Form Fronting Key Routes | Green Infrastructure                           | LEAP                                        | Committed Highway and Access Improvements |
| Land controlled by Maximus and land controlled by Akzo Nobel UK Ltd | Residential Development        | Sports Pitches/Allotments                      | Potential Vehicle Link                      | Proposed Highway and Access Improvements  |
| Existing / Proposed Trees                                           | Local Centre                   | Destination Park inc. Destination Play Area    | Site Access                                 | Extra Care Facility                       |
| Existing Hedges                                                     | Primary Schools                | Common Land                                    | Committed Site Access                       | Elderly Living                            |
| Existing Ponds                                                      | Secondary School               | Previously Developed Land                      | Pedestrian/cycle Links to Permitted Housing | Health Centre                             |
| Water Course                                                        | Balancing Ponds                | Potential Location for Under 12's Facilities   | Proposed Pedestrian / Cycle Links           |                                           |
| HS2 Phase 2                                                         | Flood Storage Area             | Potential Location for Teenage Facilities      | Indicative Bus Route (To be confirmed)      |                                           |
|                                                                     | Committed Employment Site      | Potential Location for MUGA Facilities         | Primary Vehicle Route                       |                                           |
|                                                                     | Committed Housing Site         | Potential Location for Tennis Court Facilities |                                             |                                           |

# Land Use

In accordance with Policy Stafford 2, the following land uses are proposed to create a highly sustainable and well-designed new neighbourhood to Stafford:

- Approximately 3,100 new homes, including affordable housing, comprising of a mix of house types, tenures and sizes to respond to the identified needs of the community;
- Approximately 36 hectares of employment;
- Assisted living and extra care housing to meet the needs of older people;
- Two new primary schools, along with a new secondary school, which will act as an important community resource;
- Three new local centres providing groups of shops, as well as other community services and facilities, including health care provision;
- A Destination Park located in an accessible location in the heart of the development, as well as a range of children's play and multi-use game areas; and
- A flood storage area that will alleviate flooding downstream.





# Delivery Strategy

The North of Stafford SDL is currently planned to come forward over a 16 year timeframe (by 2031), with the necessary infrastructure delivered in a timely fashion, to support the development and ensure that a sustainable new neighbourhood is created.

The planning application process will determine the exact triggers for the delivery of infrastructure for each phase of development. At this stage the main infrastructure requirements are as follows:

## Highways

New junctions onto the A34 Stone Road, the A513 Beaconside, and the B5066 Sandon Road will enable the North of Stafford SDL to be brought forward in response to local and development generated demand in a phased manner (such phasing to be identified in detailed Transport Assessments at the planning application stage). Internal infrastructure will be developed in a phased manner, so that landholdings within the SDL can be interconnected to allow some development related traffic to access the network without impacting upon the A513 Beaconside and some wider, non-development related traffic movements to divert through the site to avoid sections of the A513 Beaconside. The final design (of off-site and on-site highway improvements), as well as phasing, will be considered / assessed at the application stage.

The access strategy to the North of Stafford SDL will ultimately extend the boulevard treatment, which will be delivered along the A513 Beaconside (from Parkside to the Common Lane junction) by the Marston Grange (Taylor Wimpey) development. The boulevard will provide segregated west and eastbound carriageways with a central median, together with foot and cycleways on either side. This will provide an attractive and consistent environment for all road users.

It is envisaged that for early phases of the development (0-5 years) the main points of access would be established with development focused on these locations. During this stage:

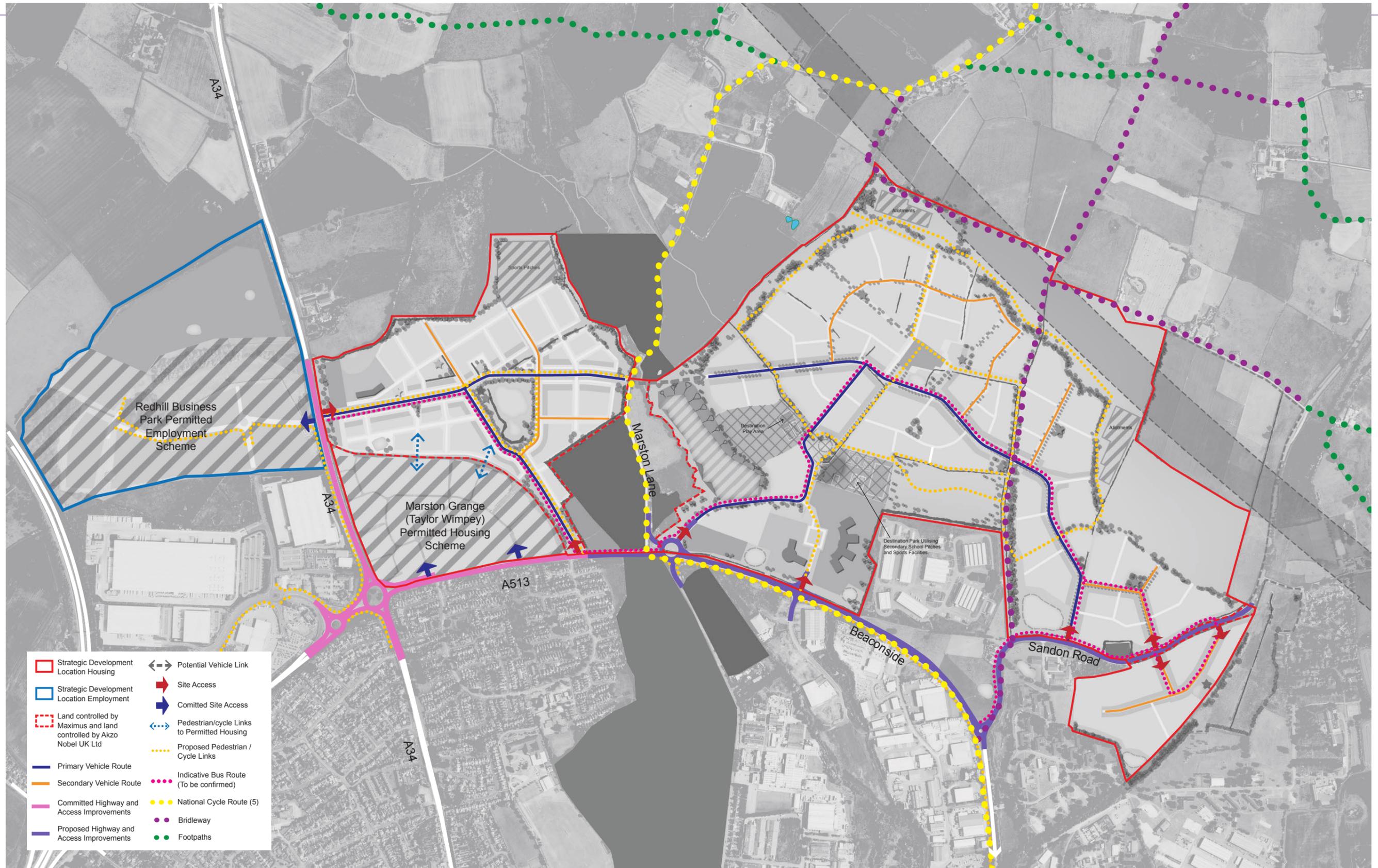
- Development at Sandon Road would deliver a new roundabout at the junction of the B5066 Sandon Road and the A513 Beaconside, together with localised improvements for pedestrians on Sandon Road.
- Development on the eastern section of the site (between Marston Lane and Sandon Road), adjacent to Beaconside would deliver:
  - o Improvements to the Beaconside – Common Road junction, combined with a site access and alterations to the Marston Lane junction;
  - o A new a pedestrian and cycling access point in the vicinity of Patton Drive to serve the local centre; and
  - o A new access to Sandon Road.
- Development on the central section of the site (between the A34 Stone Road and Marston Lane) would deliver:
  - o An access onto the A34 Stone Road, integrated with the, now completed, Staffordshire County Council Redhill Business Park junction works; and
  - o A new signal junction, integrated with the Marston Grange (Taylor Wimpey) highway works, onto the A513 Beaconside, to south east of the development site.
- The upgrading of Beaconside to an urban boulevard would be delivered in conjunction with the Beaconside access works, which would also incorporate Toucan and Pelican crossings to create a connected sustainable transport network.

The establishment of a link through the central section of the North of Stafford SDL (the land between the A34 Stone Road and Marston Lane) from the A34 Stone Road to the A513 Beaconside will provide a short north to east route for traffic to avoid the Redhill roundabout and Beaconside, which borders the residential area of Parkside. This link responds to Staffordshire County Council highlighting a need for additional capacity to relieve the Redhill roundabout junction at peak times and to provide interconnectivity for bus services. In any event, it is anticipated (subject to feasibility/viability considerations) that the link would be provided at completion of around 30% of the development on the central section of the SDL, in order to facilitate the introduction of the overall public transport routing, rather than being triggered based on capacity considerations.

The masterplan provides for flexibility in the routing of bus services to serve the North of Stafford SDL from the B5066 Sandon Road, or A34 Stone Road corridors. The establishment of the link roads through the central and eastern sections of the SDL will provide a route through, benefiting the local community within the Beaconside corridor and the SDL as a whole.

Any other off-site highway works required will be identified at the planning application stages through the appropriate Transport Assessment work.

The internal design of the North of Stafford SDL's road network will facilitate the ability to provide a future direct link between the central and eastern sections, via a connection to Marston Lane, thus avoiding the A513 Beaconside, if it were found to be necessary. However, at this time the land to provide this direct connection is not available.



## Education

Land will be made available for a 5 FE Secondary School (7 ha in size) along with two primary schools (one 1 FE circa 1.1 ha in size and one 2 FE circa 2 ha in size).

The developers and landowners within the North of Stafford SDL will work with Staffordshire County Council to facilitate early transfer of land to enable them (the County Council) to deliver the schools.

A proportionate financial contribution towards the new primary schools and secondary school will also be made in appropriate circumstances. 1 FE (of the 2 FE primary school) will be available for use on the occupation of the 250th dwelling on the North of Stafford SDL land to the east of Marston Lane. The remaining 1FE (of the 2FE primary school) will be available for use on the commencement of the 1,000th dwelling on the SDL land east of Marston Lane.

The 1 FE primary school will be available for use on the occupation of the 250th dwelling on the North of Stafford SDL land between the A34 and Marston Lane.

It is anticipated (subject, inter alia, to Stafford Borough Council's Housing Trajectory) that the new secondary school will be available for use by 2019.

## Public Open Space

With regard to open space, sport and recreation provision, a 'Destination Park' of a maximum of 10 ha will be made available for community use on the occupation of the 1,000th dwelling (on the North of Stafford SDL land to the east of Marston Lane).

A new Destination Play area of a maximum 3,000 sqm in size will form part of the Destination Park. Land for the 'Destination Park' will be provided on land to the east of Marston Lane. Contributions for the laying out of the area will be sought as necessary, taking into account the extent of on-site provision. Any contributions which are sought would need to satisfy the relevant policy and legal tests (e.g. NPPF (para 204) and the Community Infrastructure Levy Regulations 2010 (Reg 122).

Sports pitches, including an artificial turf pitch (TP) and tennis courts will be provided as part of the secondary school sports provision and these facilities will contribute towards the 'Destination Park' requirement, available from 2019 onwards.

A range of accessible open space to cater for all ages, including sports pitches, children's play areas, new footpaths, cycleways and large areas of natural open space and green infrastructure will be provided across the North of Stafford SDL. Details of on site public open space provision will be established through the planning application process as each development parcel comes forward.

## Flood Management and Drainage

The North of Stafford SDL will provide a flood storage area(s) to control flooding of Marston Brook on-site to help reduce the risk of properties further down-stream from flooding. The flood storage area(s) will be designed and provided to the satisfaction of the Environment Agency and could be functioning by 2020-2024.

In terms of drainage for the development itself, the development will incorporate Sustainable Drainage Systems (SuDs) and, where possible, these will be introduced as part of the North

of Stafford SDL's Green Infrastructure. The details of the SDL drainage will become apparent at the application stage.

## Local Centre

It is envisaged that at least two local centres will be required to support the development and provide the day to day facilities to support the new communities. The Local Centres will provide a range of shops (e.g. convenience stores and pharmacy) as well as other neighbourhood and community facilities, including health care provision. A Local Centre will be available for use on the North of Stafford SDL land to the east of Marston Lane when 1,000 new houses have been completed on this part of the SDL.

Discussions have taken place with Stafford & Surrounds Clinical Commissioning Group (CCG) regarding the North of Stafford SDL. It is understood that Primary Care is well catered for in the north of Stafford town in the short to medium term. However, this position may change, therefore dialogue will need to continue to take place to ensure health care needs are met and provided to the satisfaction of the Stafford & Surrounds CCG.

## Other Infrastructure

Specific triggers for the timing of the delivery of infrastructure will be established through the planning application process and infrastructure will be phased with the delivery of new homes and businesses. Statutory undertakers and universal service providers, in conjunction with landowners/developers, Stafford Borough Council and Staffordshire County Council will be responsible for delivering adequate infrastructure to serve the development.



# Planning Applications

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Planning applications will be guided by the principles and issues identified in this Masterplan document. It is considered that, at this stage, the detail shown on the masterplan provides a reasonable indication of how the North of Stafford SDL could come forward. However, inevitably there may be some variations as further information becomes available over the PSB period (2011-2031).

Planning applications will need to be accompanied by a number of supporting technical reports, in accordance with Stafford Borough Council's Local Validation Checklist, or as otherwise agreed with Stafford Borough Council officers.



Redhill Business Park Permitted Employment Scheme

Marston Grange (Taylor Wimpey) Permitted Housing Scheme

Destination Park Utilising Secondary School Pitches and Sports Facilities

Sports Pitches

Allotments

Allotments

A34

Marston Lane

Beaconside

Sandon Road

2

1

3



# Appendix 1

## 7 Stafford

## Stafford - Strategic Development Locations

**POLICY STAFFORD 2 – NORTH OF STAFFORD**

Within the area North of Stafford identified on the Policies Map a sustainable, well designed mixed use development will be delivered by 2031. Any application for development on a part or the whole of the area should be consistent with a master plan for the whole Strategic Development Location. The master plan for the whole site should be produced by all developers involved in the development of the site and agreed by the Council prior to applications being submitted. Any application for a component of the whole site must be accompanied by a specific master plan which shows the relationship of the application area to the wider Strategic Development Location. The design of the application should not prejudice the delivery or design of the wider Strategic Development Location. Development must deliver the following key requirements:

**Housing**

i. Delivery of approximately 3,100 new homes with 30% being affordable housing in the context of Policy C2 through a mix of housing types, tenures, sizes and styles with proportions of 2, 3 and 4 bedroomed properties in the context of Policy C1;

ii. Provision to meet the needs of an ageing population through new extra care and specialist housing;

**Employment**

iii. At least 36 hectares of new employment land with comprehensive links for a range of transport modes across the A34 to housing development areas;

**Environment**

iv. A comprehensive drainage scheme will be delivered to enable development of the Strategic Development Location which will include measures to alleviate flooding downstream on the Marston Brook and Sandyford Brook;

v. The development will provide on-site renewable or low carbon energy solutions including associated infrastructure to facilitate site-wide renewable energy solutions in the context of Policy N2;

vi. Necessary measures to avoid and mitigate the impact of development on the Cannock Chase Special Area of Conservation including Suitable Alternative Natural Greenspace will be provided;

vii. Existing hedgerows and tree lines to be retained and enhanced to support the provision of a network of green infrastructure including wetlands and water corridors, play areas, green corridors allowing wildlife movement and access to open space;

**Transport**

viii. An access, transport and travel plan strategy for the Strategic Development Location that maximises travel and accessibility by non-car transport modes via safe, attractive and conveniently designed street, pedestrian and cycling connections within the development and to Stafford town centre, nearby existing and new employment areas. The strategy shall identify road access points to the site and between the site and the existing settlement. It shall also identify construction access arrangements that do not disrupt existing residents and improvements to transport capacity along the A34, A513 Beaconside Road and the Redhill roundabout;

ix. There will be an interconnected network of streets serving the development producing discernible and distinctive neighbourhoods and places integrated and linked to existing areas;

## Stafford 7

**Design**

x. The development takes place on a 'neighbourhood' approach with the provision of a mix of uses including local retail facilities, social and physical infrastructure, a primary school, secondary education provision, a library service, health facilities and public open space;

xi. The development will be based on using sustainable construction methods in the context of Policy N2;

**Infrastructure**

xii. Highway capacity improvements, either through or around the perimeter of the site, or along Beaconside, will be required North of Stafford. Enhanced bus services and improved bus reliability, through bus priority, will be required along the A34 between the site and the town centre as well as real time bus passenger information, increased frequency of existing and new bus services;

xiii. Suitable Alternative Natural Greenspace (SANGS) required through on-site / off-site provision / management at Cannock Chase;

xiv. Gas infrastructure serving the employment land north of Primepoint will be re-inforced. Gas infrastructure up-grading not required for the housing development other than standard connections into the system. Part of the North of Stafford Strategic Development Location extends over a National Grid high pressure gas pipeline (FM21 Audley to Alrewas). Development within the zone of influence must address the presence of the pipeline and not affect the functioning of this installation;

xv. Flood management scheme and less than greenfield surface water run-off to Sandyford Brook and Marston Brook through open water storage solutions, maximising opportunities for multi-functional open space provision;

xvi. Electricity connections and sewage capacity improvements required to meet additional housing development;

xvii. New primary school provision required as well as a new secondary school or extensions to existing secondary schools;

xviii. A new Destination Park including children's play areas and multi-use games areas in association with SANGs requirement if provided on-site;

xix. Standard telecommunication connections will be provided to link to the Stafford exchange enabled with Superfast Fibre Access Broadband;

xx. Primary health care provision delivered by increased capacity at existing facilities.

Developer contributions will be required to provide the strategic infrastructure needed to achieve a comprehensive sustainable development at this Strategic Development Location.

**Context**

**7.25** Development to the north of Stafford is located beyond the main residential areas to the north of the town and the Primepoint employment area, with the MOD Beacon Barracks to the east. The key housing areas are to be located north of the A513 Beaconside road with the key employment area north of Primepoint and west of the A34 leading north towards Stone. The area will have implications for the Cannock Chase Special Area of Conservation which will require mitigation measures to address the recreational impacts of the new housing development.

## 7 Stafford

### **Proposed Development**

**7.26** The land north of Stafford will comprise two housing sites delivering a total of approximately 3,100 new homes and an employment site delivering 36 hectares as an extension to the existing Primepoint employment area next to Junction 14 of M6. Primary and secondary schools are within 20-30 minutes walking distance of some areas of the development, although the GP surgery on Holmcroft Road is further away. It should be noted that part of the area has outline planning permission for 400 new houses.

### **Development Requirements and Implementation**

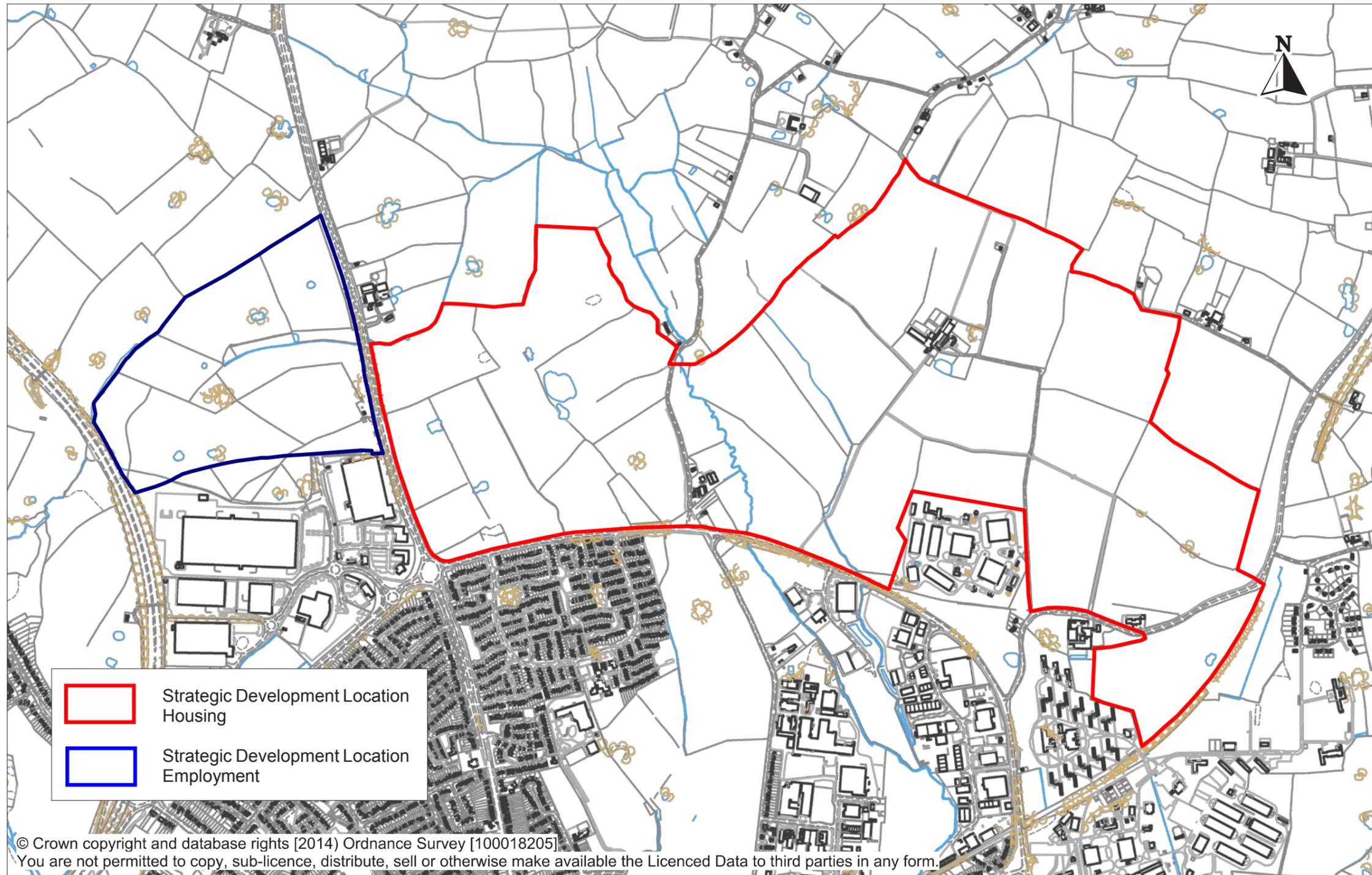
**7.27** Infrastructure requirements are listed in the Policy, and further details are provided in Appendix D. Of these requirements the following have been identified as critical to the delivery of the Strategic Development Location:

- Highway capacity improvements along the A513 Beaconside as well as transport improvements with new or enhanced bus routes as well as cycling & walking links to existing routes to the town centre and other key destinations. This infrastructure will overcome severance issues along the A513 Beaconside road to integrate the existing community of Parkside with the new developments to the north.
- Suitable Alternative Natural Greenspace (SANGS) required through on-site / off-site provision / management at Cannock Chase to provide recreational areas for communities to use rather than using the Cannock Chase Special Area of Conservation.
- Planned electricity reinforcement works and connection to the grid in order to meet the needs of the new communities.
- Flood management scheme and less than greenfield surface water run-off to Sandyford Brook and Marston Brook through open water storage solutions, maximising opportunities for multi-functional open space provision. This infrastructure will address surface water run-off issues and contribute to new green infrastructure north of Stafford.

**7.28** Based on current information from the Infrastructure Delivery Plan, and working in partnership with developers for the land north of Stafford, it has been established that the scale of development is capable of delivering the infrastructure requirements listed.

# Map 4 Development to the North of Stafford Town

## Development North of Stafford



# Map 5 Stafford North Concept Diagram

## Stafford North Concept Diagram





# THE PLAN FOR STAFFORD BOROUGH

## LAND NORTH OF STAFFORD

### STRATEGIC DEVELOPMENT LOCATION

#### MEETING NOTES 2012 – 2013

Meetings Held:      2 March 2012  
                             23 April 2012  
                             15 October 2012  
                             15 January 2013  
                             5 March 2013  
                             20 June 2013



## STAFFORD BOROUGH LOCAL DEVELOPMENT FRAMEWORK

### LAND NORTH OF STAFFORD - ENGAGEMENT STRATEGY MEETING

DATE OF MEETING: 2 MARCH 2012

*In Attendance:*

Ted Manders (TM)	- Head of Planning & Regeneration, Stafford Borough Council
Chris May (CM)	- Director, Pegasus Planning Group
Jon Hickton (JH)	- Director, Maximus Strategic
Fraser Sandwith (FS)	- Associate Director, Jones Lang LaSalle
Iain Miller (IM)	- Director, Cameron Rose Associates
John Flynn (JF)	- Regeneration Group Manager, Staffordshire County Council
Alex Yendole (AY)	- Planning Policy Manager, Stafford Borough Council

- Following a brief round of introductions TM introduced the purpose of the meeting in order to establish progress to date and the position for future collaborative working on land north of Stafford.
- AY provided an update on the Plan for Stafford Borough (Local Development Framework Core Strategy) and the consultation exercise which took place on the 'preferred options' stage during September and October 2011. The Plan for Stafford Borough identifies site boundaries for Strategic Development Locations including land north of Stafford as well as detailed policies and reflects changes in the Government's approach through the Draft National Planning Policy Framework. The Council is keen to deliver growth based on local needs with key transport schemes to the west and north as well as significant town centre developments coming forward in the near future.
- CM asked about the LDF timetable and Duty to Co-operate. AY stated that progress is continuing in the context of Regional Spatial Strategy revocation and anticipation of the final National Planning Policy Framework. TM explained that the adopted Regional Spatial Strategy and its evidence base will be considered in progressing the Plan for Stafford Borough. The Duty to Co-operate and impact on neighbouring authorities is an important requirement of the new planning system but the Council considers that development north of Stafford is not unreasonable in the context of the North Staffordshire area. CM asked about work on the Western Direction of Growth (Burleyfields) and it was explained that a strategic framework is being progressed based on evidence from the developers and through a series of community engagement events. In addition sub-groups are being progressed to address location specific issues, with a deliverable transport solution from Martin Drive to Doxey Road.
- CM queried progress of transport evidence for land north of Stafford with IM contacting Staffordshire County Council on latest evidence. Preparing the evidence base needs to be progressed and AY to contact SCC for timescales. TM emphasised that infrastructure is a key component of new development. A brief discussion took place regarding the latest position on new employment sites at Beacon Business Park and Redhill as well as housing development at Ministry

of Defence land in the near future. TM raised the issues of further Highway Agency modelling work on Junctions 13 & 14, M6. JF explained that in preparing the planning application for Redhill the Environment Agency had raised significant concerns about drainage on Marston Brook and reducing run-off by a factor of 16, which have had to be addressed. This issue would also have an impact on other development sites in the area. Early dialogue with the Environment Agency was advised. JF explained that traffic modelling work had been completed to support new development at Redhill with FS asking for co-operation and sharing of information. SCC has raised issues of education provision in the area. The Government is being asked to support increased growth at Stafford. FS stated the developers were keen on collaborative working through on-going discussions with the Council.

- AY introduced an interim report recently prepared following an internal officer meeting between Staffordshire County Council and Stafford Borough Council representatives setting out a draft vision and key objectives for the land north of Stafford and asked for reactions / amendments from those present. Furthermore the potential for a future community engagement event was introduced in order to gain local support for new development and objectives for a strategic framework to guide future planning applications.
- Representatives from the developer organisations gave a positive response to working in partnership with Stafford Borough Council on this project and providing the necessary resources to deliver a robust project. CM expressed support for a joint master plan / strategic framework approach. FS wished further discussion on phasing and delivery approach for new development sites in the context of employment land at Redhill anticipated in coming forward. CM raised the issue of delivery in advance of the adopted Local Plan.
- AY agreed to circulate the Council's evidence base to those present in order for the developers to consolidate the latest information and surveys before progressing to the community engagement exercise. There was support for a meeting of key community stakeholders in the near future to begin discussion on key issues and matters of concern including establishing a shared vision.
- All the representatives at the meeting agreed to work in partnership on this project and committed to active engagement leading towards delivery through an effective project management approach. It was agreed that other key parties should be included in future meetings including Staffordshire County Council.
- It was agreed that a definitive ownership plan of the site and any relevant adjacent land should be formulated and circulated to all, co-ordinated by CM.
- Date of Next Meeting – 10.00 a.m. on 19 April 2012 (TBC) at Stafford Borough Council's offices to update on the evidenced based work, approach for community engagement and progressing the strategic framework.

Note prepared by Alex Yendole

Date last revised: 14/08/2013

Forward Planning Section, Stafford Borough Council

## STAFFORD BOROUGH LOCAL DEVELOPMENT FRAMEWORK

### LAND NORTH OF STAFFORD – PROJECT STEERING GROUP MEETING

DATE OF MEETING: 23 APRIL 2012

*In Attendance:*

Ted Manders (TM)	- Stafford Borough Council
Chris May (CM)	- Pegasus Planning Group
Mark Dauncey (MD)	- Pegasus Planning Group
Jon Hickton (JH)	- Maximus Strategic
John Aspery (JA)	- Jones Lang LaSalle
Fraser Sandwith (FS)	- Jones Lang LaSalle
Naomi Kellett (NK)	- Jones Lang LaSalle
Iain Miller (IM)	- Director, Cameron Rose Associates
Nick Dawson (ND)	- Staffordshire County Council
John Flynn (JF)	- Staffordshire County Council
Phil Atkins (PA)	- Stafford Borough Council
Alex Yendole (AY)	- Stafford Borough Council

- Following a brief round of introductions, including PA from the Development Management team of Stafford Borough Council, TM introduced the purpose of the meeting to update on the evidenced based work, approach for community engagement and progressing the strategic framework. The notes of the previous meeting were agreed with no amendments or matters arising raised.
- AY provided an update on the Plan for Stafford Borough informing that meeting that a Strategic Policy Choices document is being considered by Cabinet on 10 May 2012 for public consultation. The Strategic Policy Choices document will set out the Council's position, taking into account the National Planning Policy Framework and revocation of the West Midlands Regional Spatial Strategy. AY stated that an Infrastructure Delivery Plan (IDP) is nearing completion, which will be useful for on-going discussions concerning infrastructure for the land north of Stafford. The IDP will be a 'living' document and will be subject to updating for phasing, revised costs and assumptions. Other evidence based work is taking place on the Strategic Housing Land Availability Assessment and year end monitoring. TM highlighted that the Strategic Housing Market Assessment and the Gypsy & Traveller Accommodation Assessment are also being updated.
- Following a query from FS it was confirmed that a wide range of infrastructure had been considered through the IDP. CM asked about the timetable for the new Plan and AY confirmed that following the Strategic Policy Choices consultation during June & July 2012 the Plan would be reach Publication stage in Autumn 2012 followed by Submission and Examination in Spring / Summer 2013 and adoption by the end of 2013. FS raised concern about land north of Stafford not being delayed due to Council resources being focused on land west of Stafford. TM welcomed the progress being made on land to the north of Stafford and the Council's support for preparing a strategic framework for this area.

- CM asked about the Duty to Co-operate. AY stated that after the Strategic Policy Choices document has been published and the IDP specific dialogue with key stakeholders will take place during Summer 2012 concerning the Duty to Co-operate including terms of agreements etc... TM re-iterated the Council's commitment to land north of Stafford in light concerns from the City of Stoke-on-Trent about development north of Stafford and at Stone. CM stated that the 2010 population projections had recently been published, but awaiting the 2010 household projections. CM agreed to circulate relevant information.
- CM agreed to circulate a map showing the land ownerships north of Stafford. CM agreed to prepare an up-to-date report summarising the evidence based studies for land north of Stafford including timescales for any updates this year. JH stated that further work is being prepared, based on Ordnance Survey data, for river modelling and transport modelling. CM confirmed that the land owners had agreed levels of co-operation but no formal legal agreements. The parties have agreed to progress a strategic framework, work jointly on public engagement and support development objectives but reserve the right to act independently in the future if necessary. ND stated the County Council's wish to have a shared vision for transport north of Stafford which proves deliverability and is evidence based.
- JF confirmed that a planning application has been submitted for employment land at Redhill by Staffordshire County Council, including flood modelling information based on discussions with the Environment Agency. There is a wetland as part of this site and therefore the requirements for Factor 16 reductions in surface water run-off had been revised. FS asked about the Council's position concerning this planning application but TM stated that it is yet to be determined. CM asked for the planning application to be made available electronically. AY to action.
- CM introduced a paper on public engagement and consultation prepared for both Pegasus Planning and Jones Lang LaSalle for land north of Stafford. The paper emphasises a series of steps to enable discussion and dialogue rather than a public exhibition providing a final answer. It will be important to access key contacts, establish a Reference Group and engage discussion, with support from the Council. Experience from the planning application at HP13 will be used.
- TM raised concerns about an apparent lack of response from Hopton & Coton Parish Council but CM confirmed that only an initial approach had been made. It is important to engage with all parties for a dialogue about land north of Stafford. AY suggested making contact with Stafford town Ward Councillors at the same time as Parish Councils. In response to TM asking about the nature of public engagement events CM stated that this work is still progressing but the objective is to not only engage communities in the local area but also across the Borough due to the significance of the land north of Stafford. A wider engagement process is important together with early meetings with key stakeholders such as the Environment Agency, Natural England and Staffordshire County Council education. CM stated that a strategic framework should be produced without any pre-conceived ideas on the location's development to enable true community engagement. FS stated his client's support for this approach for a strategic framework established on this basis.

- TM emphasised that engagement must meet the new requirements of the National Planning Policy Framework for pre-application discussions through an effective methodology and re-iterated that the Council will not accept a planning application in advance of a strategic framework or the Development Plan. CM stated that the public engagement work must be capable of use to support a planning application and the Development Plan must keep to its timetable. A detailed timetable for the public engagement process will be prepared by Pegasus Planning with Council officers to be involved in the reference and topic groups as well as Councillors actively involved. A viable position must be established before the Plan's independent Examination. TM offered to involve Councillors in the project at the appropriate time. AY agreed to prepare a Draft Project Plan for land north of Stafford for discussion at the next meeting, based on similar work for land west of Stafford. At this stage the public engagement and consultation paper prepared by Pegasus should not be widely circulated.
- JH confirmed that Maximus had control over Mr Butter's land between the two proposed housing sites as well as the Brandon family's farm. In addition there are on-going discussions with Mr Lockley about land being made available, if needed. JA confirmed that a co-ordination plan between the adjacent landowners is needed. JF stated that the community had raised transport and visual impact concerns with the Redhill employment development.
- ND confirmed that more work is scheduled to assess the transport implications for land north of Stafford, including transport modelling. Work on land to the west of Stafford is nearing completion and land north of Stafford will be progressed in the next two months. The transport model has been updated with the new housing proposals and it is apparent that some key issues around highway capacity need to be addressed including a new perimeter road verses widening Beaconside which could cause severance issues. Walking and cycling links also need to be considered providing appropriate alternative modes of movement. IM stated that the boulevard approach had been applied through the HP13 planning application but ND emphasised that there had been community opposition. CM asked for the County Council model to use current development provision, with ND confirmed that the SATURN model was being used but also reference to the wider Stafford Town Transport Strategy and public transport. No specific methodology was being used but traffic impacts had to be minimised. It is important to work together on traffic modelling to produce an effective outcome and keep to relevant timescales, whilst considering the strategic allocations. JH supported that two month timescale as this would link in with the public engagement process and TM confirmed the importance of development being delivered north and west of Stafford town on the Development Plan's strategy. ND stated that increasing the number of traffic controls along Beaconside may not be an acceptable solution. CM asked about the Redhill transport solutions. TM confirmed that the Highways Agency has asked for further modelling to take place for M6 Junctions 13 & 14. This work is based on the following brief:
  - Base 2012 VISSIM model produced for M6 Junction 13. Flows for 2031 from the 2007 SATURN model used to factor up background growth. Two model runs (AM and PM) for all projected plan development in 2031.

- Latest development flows for M6 Junction 14 from Jon Jarvis at SCC to evaluate net change in flows compared to original Stafford growth plan for land north of Stafford, as a comparison. The magnitude of the change can be assessed to determine if the net change warrants any further testing, along similar lines to that being carried out for M6 Junction 13.
- JH confirmed that on-going discussions with the Environment Agency are taking place regarding flood modelling and Marston Brook with FS stating that the developers were working together to feed information into the strategic framework. It was emphasised that further work is needed on open space provision and the mitigation approach, with land requirements, for Suitable Accessible Natural Greenspace and discussions with Natural England. TM emphasis that this work needs to link into the Council's PPG17 Assessment. In addition school capacity needs to be established together with primary and secondary provision. Discussions are also needed with Severn Trent Water in terms of clean water and waste water provision for land north of Stafford. This will need to link into Severn Trent Water's strategic plan for the next 10-15 years.
- TM updated the meeting on the Ministry of Defence BORONA project. 1,100 MOD personnel together with dependants are due to return from Germany to Stafford in Summer 2015. Despite the Defence Review commitment for this initiative has been maintained by Government. Minor amendments have been made to the planning permission for the MOD headquarters site at Stafford. Staffordshire County Council is due to sign the Armed Forces Covenant shortly. There is a need for 390 new family homes for MOD personnel at Stafford as well as 160 rented accommodation in the first 5 year period. MOD 1 site is currently being assessed for asbestos which may mean an alternative site is needed. MOD procurement division has confirmed new build or purchase rather than rental. There is an issue with primary education provision to be resolved. Opportunities for grant aid are being considered. Planning permission has been granted for employment development at Beacon Business Park with support from the Local Enterprise Partnership and the Growing Places Fund bidding process.
- Date of Next Meeting – 10.00 a.m. on 21 June 2012 (TBC) at Stafford Borough Council's offices.

Note prepared by Alex Yendole

Date last revised: 14/08/2013

Forward Planning Section, Stafford Borough Council

## STAFFORD BOROUGH LOCAL DEVELOPMENT FRAMEWORK

### LAND NORTH OF STAFFORD – PROJECT STEERING GROUP MEETING

DATE OF MEETING: 15 OCTOBER 2012

*In Attendance:*

Ted Manders (TM)	- Stafford Borough Council
Chris May (CM)	- Pegasus Planning Group
Mark Dauncey (MD)	- Pegasus Planning Group
Jon Hickton (JH)	- Maximus Strategic
John Aspery (JA)	- Jones Lang LaSalle
Fraser Sandwith (FS)	- Jones Lang LaSalle
Naomi Kellett (NK)	- Jones Lang LaSalle
Simon Tucker	- DTA
Iain Miller (IM)	- Director, Cameron Rose Associates
Nick Dawson (ND)	- Staffordshire County Council
Jon Jarvis (JJ)	- Staffordshire County Council
Phil Atkins (PA)	- Stafford Borough Council
Alex Yendole (AY)	- Stafford Borough Council

- TM welcomed attendees to the meeting and a brief round of introductions took place. The notes of the previous meeting were agreed with no amendments or matters arising raised.
- AY provided an update on the Plan for Stafford Borough informing the meeting that significant progress had been made since April 2012. The Plan for Stafford Borough - Strategic Policy Choices document was subject to a consultation stage during June and July 2012, taking into account the National Planning Policy Framework and revocation of the West Midlands Regional Spatial Strategy. A number of responses were received to the Strategic Policy Choices document, which have guided preparation of the Plan for Stafford Borough – Publication.
- AY reported that the Plan for Stafford Borough – Publication has now been made public and considered by a Special Meeting of Stafford Borough Councillors on 26 September 2012. The Publication (pre-submission stage) will begin following Full Council approval of the document on 27 November 2012. CM asked about timescales and AY stated that progress would be made on the pre-submission stage as soon as possible after Full Council. CM stated that Pegasus Planning would take the opportunity to make formal representations at the next stage.
- AY also reported that significant progress had been made in terms of the evidence base with the Infrastructure Delivery Plan finalised in July 2012, the Strategic Housing Market Assessment due to be published shortly, as well as annual monitoring information including the Strategic Housing Land Availability Assessment and work on updating the Employment Land Review. The IDP will be a 'living' evidence base and will be subject to updating for phasing, revised costs and assumptions.

- TM stated that Councillors had raised a number of key issues at their recent meeting, including critical transport infrastructure. Planning permission has now been given for employment development at Redhill, following a deferred decision due to highway design changes. TM stated that both Staffordshire County and Stafford Borough Councillors were in dialogue regarding transport infrastructure.
- TM stated the importance of resolving key issues and establishing the deliverability of the northern Strategic Development Location as soon as possible in order to reach the Submission stage of the Plan for Stafford Borough. A concept plan had been prepared for inclusion in the Publication document to illustrate deliverability of the site. TM invited the developers to provide changes to the concept plan by Friday 9 November 2012 prior to Full Council. It is vitally important for key questions to be resolved and timescales for delivery given. FS stated that Akzo Nobel were seeking a larger allocation of housing than currently in the Publication version and that the concept plan should reflect master planning work being progressed by the developer consortium. CM stated that master planning work and a public consultation exercise is due to take place at the end of November 2012.
- CM reported that master planning work had been commissioned. JH stated that detailed discussions had been taking place with the Environment Agency and full flood risk modelling investigations were complete, with positive outcomes for establishing the developable area and acceptable run-off rates of 4 litres per second. Conclusions will enable a mixed-use frontage scheme to be delivered onto Beaconside together with a neighbourhood centre and extra care scheme. AY stated that the Council supported on-going work with the Environment Agency to address on-site mitigation measures as well as positive benefits to address downstream issues on Sandyford Brook through a collective deployment of resources, including funding from the Environment Agency. Existing river modelling linked to the 2D approach. TM stated that it was vital for engagement with Natural England to resolve mitigation measures for the Cannock Chase Special Area of Conservation including Suitable Accessible Natural Greenspace. Such measures had led to issues for other Strategic Development Locations in terms of land use, resources and confirming deliverability.
- FS stated that infrastructure set out in the IDP would be incorporated into the master planning exercise but it is important to understand highway issues. Concern was also expressed about the extent of open space required but delivery of the developer's approach is on schedule for end of November 2012. TM stated it is vital to establish the number of new houses that will be delivered. CM confirmed that the number of houses could be delivered within their landholding including green infrastructure requirements. AY stated the importance of progressing with viability work for land north of Stafford, taking into account the infrastructure costs and other plan requirements
- FS stated that the current planning permission at Beaconside has been marketed and preferred house builder identified. Subject to completion of the sale on 10 December 2012 it is anticipated that new houses will be built in the coming year. FS asked about progress on land west of Stafford, which has yet to engage with the public.

- MD stated that discussions had been held with the Ministry of Defence. The Publication version of the Local Plan identified a separate provision for military housing. It was confirmed that 1 Site was being used to deliver new housing, having sorted asbestos issues. TM had asked the MoD regarding the future of 4 Site next to Beaconside, offset distances and incorporation into the overall area. A response is awaited.
- ND gave a presentation on transport modelling work and options assessed for delivering new highway infrastructure for land north of Stafford including access points, new road links, Do Minimum and Do Something options. Although development to the north of Stafford is deliverable in highway terms it will require new infrastructure. ND stated that clarification will be sought from Atkins consultants this Friday 19 October 2012 as traffic flows were predicted to be lower than anticipated by the scale of development envisaged. It was noted that Do Something 1 option would lead to severance of communities whilst Do Something 2 & 3 options would improve community cohesion but lead to new road links. Other options changed to number of new junctions required along Beaconside. ND stated that a draft report would be produced by December 2012 setting out the detailed evidence based work, options assessment and preferred solution, although it was emphasised that this would have to be agreed by Staffordshire County Council members before sign off. ND invited the developers to provide feedback by Friday 2 November 2012 on their preferred transport solution and any other options to be tested before the draft report is finalised.
- IM asked for confirmation that access arrangement for HP13 were included in the modelling, together with a new access for Redhill employment site north of Redhill Villa. ND confirmed this was the case. IM stated that some filtering of traffic through the Akzo Nobel sites may not be appropriate, although bus gates and other connections were being considered. Public transport initiatives need to be included as part of a fully designed transport scheme. A common understanding needs to be established with the transport modelling numbers.
- ST raised concern about landownerships in order to deliver the transport options identified. A number of alternative options need to be considered including with and without signal controls. TM expressed Councillors' concerns about increased number of signal controls along Beaconside. ST stated that other uses of land north of Stafford would also have implications such as new primary school provision, a potential new secondary school, extra care schemes etc... TM stated that further engagement is needed with Staffordshire County Council Education to establish the precise school provision for this area, at primary and secondary level. IM queried the position of the Highways Agency and it was confirmed that a report was being finalised setting out that there were no major concerns about the impact of development on M6 Jcts 13 & 14. AY to check current position.
- CM stated that public consultation and engagement events would take place over weekends 23 & 24 November as well as 30 November & 1 December 2012 at Stafford town centre and a local school to share draft vision and design layouts with the public through exhibition style events. Information would include opportunities and constraints as well as transport access options for the area.

The public would be encouraged to provide comments and feedback for further consideration to guide the development, to be delivered through the Pegasus consultation team. TM emphasised the importance of briefing Stafford Borough Councillors in advance of the events.

- AY stated that it was important to make progress due to the Submission stage and it was agreed that the next meeting should take place before Christmas. Due to the transport study being progressed in the next few weeks it was agreed that ND and JJ would meet with the developers' transport specialists week commencing 5 November 2012 to finalise options in advance of the public consultation and engagement event at the end of November 2012. This work would include an interim report setting out the Do Minimum position and a selective Options approach.
- Date of Next Meeting – 14.00 on Tuesday 18 December 2012 (TBC) at Stafford Borough Council's offices.

Note prepared by Alex Yendole

Date last revised: 14/08/2013

Forward Planning Section, Stafford Borough Council

## STAFFORD BOROUGH NEW LOCAL PLAN

### LAND NORTH OF STAFFORD – PROJECT STEERING GROUP MEETING

DATE OF MEETING: 15<sup>th</sup> JANUARY 2013

#### *In Attendance:*

Chris May (CM)	- Pegasus Planning Group
Mark Dauncey (MD)	- Pegasus Planning Group
Fraser Sandwith (FS)	- Jones Lang LaSalle
Naomi Perry (NP)	- Stafford Borough Council
Iain Miller (IM)	- Director, Cameron Rose Associates
Jon Jarvis (JJ)	- Staffordshire County Council
Nick Dawson (ND)	- Staffordshire County Council
Richard McCulloch (RM)	- DTA
Phil Atkins (PA)	- Stafford Borough Council
Alex Yendole (AY)	- Stafford Borough Council

#### **Apologies**

Ted Manders (TM) - Stafford Borough Council

- AY provided an update on the Plan for Stafford Borough informing the meeting that the statutory consultation had begun on the Publication (Pre-submission) with representations to be submitted before 12 noon on Thursday 28 February 2013. The Strategic Housing Market Assessment update has now been completed along with an Employment Land Review which has been published on the Council's website. The Gypsy & Traveller Accommodation Assessment is also being updated, to be published in February 2013.
- CM queried how modifications would occur to the Plan for Stafford Borough through the Examination process. AY set out the approach to changes, with major modifications such as alterations to the 'red line' or developable area of the Strategic Development Location being considered through the Examination. Following a meeting with PINS in November 2012, Stafford Borough Council (SBC) had been advised to get the Plan submitted for the Examination as soon as possible. CM asked whether SBC are open to agreeing modifications and AY responded saying that SBC will be asking the Inspector to make modifications, although the Plan is considered to meet the tests of soundness in its current form. Any areas of disagreement identified in the statement of common ground can be addressed through the Examination process, subject to representations received. CM stated that the site boundary could be an area of disagreement outstanding.
- MD provided an update on the public consultation event being organised by the developers and currently taking place including an initial summary of the key issues and comments received. The issues raised related to the need for infrastructure, including transport, rather than objections to housing development

per se. MD stated that following completion of the events comments will be summarised and presented in a formalised statement. This will then be provided to SBC either as part of a planning application and / or to support representations on the Plan for Stafford Borough – Publication. In terms of the number of people visiting community exhibitions so far this was approximately 180 including SBC ward members. AY stated that SBC will be submitting a response to the master plan subject to public consultation. CM stated that this wasn't expected but comments would still be welcomed. In response to AY asking about timescales MD stated that there would not be a strict timetable for responses so long as it was received within a reasonable timeframe. AY stated that it would be a coordinated response on behalf of the Council and SBC members. PA agreed to provide detailed comments from Development Management. ND also stated that a response from Staffordshire County Council (SCC) may also be provided.

**Action AY to submit a Council response to the current public consultation, including a detailed response from Development Management.  
ND to consider providing a response from SCC**

### **Transport**

- The SCC Transport Overview presentation has previously been finalised and circulated to the group. ND summarised the current position with the model having been re-calibrated, the assessment based on 3,100 new houses and three distinct options tested and considered. The report demonstrates that the perimeter road is the best solution for the area with a development of this size delivering significant transport solutions for the locality.
- IM stated that the results between the options did not show significant differences in transport solutions which might be expected. JJ confirmed that the perimeter road is still the best solution. IM enquired whether COBRA details had been included and JJ confirmed that these were not tested as part of the options. Nevertheless the perimeter road option would still be the best solution. CM summarised the developers concerns relating to this option which included cost, ownership issues, Stafford Common land issues and concluded that other options would be pursued. ND stated that all options would require third party land agreements to be delivered. CM stated that the perimeter road option would have deliverability issues for the Plan. Following a discussion it was concluded that the perimeter road would not cross Stafford Common and in any event ND stated the specific road location is only indicative at this time. RM and IM enquired where traffic movements were coming from / going to in terms of the model. JJ and ND confirmed that traffic movements were generated in combination from housing growth locations, journeys to town and growth based on existing traffic distribution.

**Action: JJ to provide traffic movement data to RM and IM.**

- ND confirmed that 3<sup>rd</sup> party land may be an issue along the length of Beaconside if other solutions were pursued. CM stated that there was other land in the consortium's ownership so this isn't a significant issue along Beaconside.

- CM asked about the impact of the Ministry of Defence housing site along Beaconside. It was concluded that this was not a comparable site in terms of traffic issues due to significantly different journey to work patterns.
- RM enquired why the traffic modelling showed increased movements east to west direction across Stafford town. JJ stated that further information would be available through the traffic data to be provided.
- The issue of community severance by the Beaconside road needs to be addressed in both the design of the master plan and transport solutions. Severance is an issue raised by local communities as well as multiple traffic signals on Beaconside frustrating residents and leading to traffic diverting through Stafford town centre. Although there are engineering solutions, AY emphasised that the Council's aspiration was for a sustainable vibrant community, well integrated to the town and this needs to be acknowledged by the consortium through any master plan and future planning application. A development of this size should not deliver the cheapest solutions available.
- CM stated that a transport assessment had been provided to SCC some time ago and no response had been received to date. SCC acknowledged that a report had been received but only provided do minimum solutions rather than reasonable alternative transport options. ND stated that SCC had been pro-active in presenting traffic data, running a model and will now be producing a report which offers a solution to development growth in this area by the end of January 2013.

**Action: ND & JJ to produce a draft report for end of January 2013 setting out transport solutions for land north of Stafford.**

- IM confirmed that once relevant traffic data had been received, a response to the SCC report would be provided and this will contribute to a representation on the Plan for Stafford Borough – Publication. The objective of the Project Group was agreed to demonstrate transport issues and show that all traffic solutions have been considered in an amended Statement of Common Ground for Submission.
- FS enquired as to whether the solution to development to the west is in the public domain. AY said the report has been signed off and will be available as part of the evidence for the Examination.

**Action: AY to progress with an amended Statement of Common Ground following the Plan for Stafford Borough – Publication deadline.**

### Flooding and Drainage

- MD confirmed that work with the Environment Agency (EA) was on-going. A flood storage area has been identified in the draft master plan although discussions with EA were indicating a larger area may be required.

### Green Infrastructure / Open Space

- NP gave an update the work relating to Cannock Chase SAC. The Habitat Regulations Assessment (HRA) reports will be published soon. The Council will be meeting with Natural England soon to discuss SANGS guidance and requirements for large developments. The Special Area of Conservation (SAC) Partnership is meeting shortly to discuss a strategic approach to SANGS.

**Action: CM to arrange a meeting with Natural England to progress SANGS  
NP to report Partnership outcomes to the next meeting.**

### Next steps

- The issue of inviting statutory consultees to the next meeting was discussed and it was agreed that this be arranged by AY. The developers agreed that there had been limited contact with statutory consultees to date and there are key areas requiring detailed discussions and solutions to progress the project. AY stated it will be useful to have all groups present as there may be solutions to issues which have multiple benefits. EA, Natural England, SBC Leisure and SCC education to be invited to the next meeting.

**Action: AY to co-ordinate statutory consultees attendance at next meeting.**

- CM confirmed that the consortium was progressing with submitting a planning application, but not necessarily before the Examination. CM stated that feedback on the public consultation event will inform the process and be provided to SBC as soon as possible. AY asked about further details being provided to the community in terms of transport options and alternative options for delivery as part of a feedback process. CM stated that there will not be a feedback event as the developers consider planning to be part of a continuous process. Where possible, there will be efforts to demonstrate how comments have been addressed.
- AY asked if there the developers had prepared any viability assessments or had any concerns about deliverability. FS confirmed that the developers were not yet in a position to assess viability because this depends on the costings of the 'big ticket' infrastructure items. Nevertheless there was no indication at this time that the site is unviable at the moment.
- Date of Next Meeting – March 2013.

Note prepared by Naomi Perry

Date last revised: 14/08/2013

Forward Planning Section, Stafford Borough Council

## PLAN FOR STAFFORD BOROUGH

### LAND NORTH OF STAFFORD MEETING

DATE OF MEETING: 5 MARCH 2013

In Attendance:

Fraser Sandwith (FS)	-	Jones Lang LaSalle
Chris May (CM)	-	Pegasus Planning Group
Jon Jarvis (JJ)	-	Staffordshire County Council
Nick Dawson (ND)	-	Staffordshire County Council
Mark Dauncey (MD)	-	Pegasus Planning Group
Richard McCulloch (RM)	-	DTA
Jon Hickton (JH)	-	Maximus Strategic
Lucy Smith (LS)	-	Environment Agency
John Dingley (JD)	-	Environment Agency
Anthony Muller (AM)	-	Natural England
Val Evans (VE)	-	Stafford Borough Council - Planning
Alex Yendole (AY)	-	Stafford Borough Council - Planning
Phil Atkins (PA)	-	Stafford Borough Council - Planning
Roger Leverett (RL)	-	Stafford Borough Council - Leisure

- AY welcomed everyone to the meeting and a round of introductions took place. AY provided an update on the Plan for Stafford Borough – Publication with the statutory period of seeking representations on soundness and legal compliance having closed at 12 noon on 28th February 2013. The Council is currently processing the representations submitted including a number of representations received from local groups, developers and Environment Agency with regard to the land North of Stafford. Key issues raised included queries on viability, deliverability, transport pressures, new services and facilities, scale of new development, design and the number of houses. AY stated that the Council was aiming to submit the Plan for independent Examination in May / June 2013 with the Examination anticipated in September / October 2013.
- MD reported that the developer's public consultation events had taken place during January and February 2013 with over 800 people attending on 15th /16th February with over 800 people. A report of the comments received is currently being produced although MD stated that there were no major objections raised. The main issues raised were concerning transport, design and access to services but generally there was a positive reaction to the new developments. In line with good practice through the Statement of Community Involvement the report and linked information will be shared to provide feedback. MD stated that since the public consultation events the proposed scheme had been changed to reflect the initial alignment of the HS2 route.

- FS stated that a comprehensive consultation exercise had taken place with all responses being considered to develop the master plan and address specific issues through site delivery. The objective is to complete this work by May / June 2013 to correspond with the Submission of the new Local Plan.
- AY stated that it is important to discuss deliverability of the Strategic Development Locations around Stafford in the context of viability and infrastructure requirements. A joint meeting / summit is being planned for April / May 2013 to achieve common consensus on viability evidence and delivery.
- PA provided initial development management comments based on the latest plans presented by the developers for the public consultation events. PA welcomed the variety of street patterns and built form but emphasised that existing features such as trees, ponds and hedgerows should be retained and incorporated into the overall scheme. It was noted that significant landscaping and open space provided a buffer between the built development and adjoining open countryside. PA asked if prominent views into and out of the site had been considered along with the essential constraints. Furthermore it is important that sustainable modes of transport such as foot and cycle ways are incorporated into the scheme. PA mentioned the potential impact of the proposed HS2 route on the site as well as the requirement to meet Suitable Alternative Natural Greenspace (SANGs) provision to mitigate the Cannock Chase Special Area of Conservation. It was agreed that a further discussion would be welcomed. FS stated that comments from PA would be welcomed on Akzo Nobel's land. AY informed the meeting that the area of land being promoted by the developer / landowner representatives was greater than the allocation shown in Plan for Stafford Borough. Furthermore a representation had been received from a Mr Lockley seeking his land to be included within the new Local Plan. AY stated that any amendments to the site boundary would be considered through the Examination process.

## **Transport**

- RM introduced key messages from a transport report prepared by the developers and provided to Staffordshire County Council (SCC) on 1 March 2013 in the context of a number of solutions being identified by SCC. A number of deliverable access strategies were being assessed to correspond with delivery of new housing north of Stafford, to be reflected, in detail, through subsequent master plans to be produced. AY asked what recommendations were being presented by the transport report. RM replied that the report puts forward access strategies but no recommendations on the strategic road infrastructure for the area. RM stated that the new community would be incorporated into transport networks of a radial nature for Stafford. It was emphasised that further work would be needed to identify compatibility with public transport, walking to bus stops etc... ND stated that SCC were progressing with a report for land north of Stafford to assess

strategic transport infrastructure requirements in the context of an audit of available transport issues. This report is scheduled to be completed by April 2013. FS stated that transport evidence prepared by Cameron Rose had clarified that new development is deliverable north of Stafford, including the 1<sup>st</sup> phase of 400 new homes without prejudicing wider transport solutions. ND suggested a further meeting would be useful when the transport evidence is available.

## **Education**

- AY stated that SCC Education has recently provided evidence and information on education requirements at primary and secondary school provision to developer representatives. As a result no-one was attending this meeting from SCC Education but the Borough Council will continue to work closely with the County. Currently a plan wide study is being prepared concerning future education requirements, scheduled to be completed by May 2013 including key requirements for Strategic Development Locations. AY to provide feedback when the report is completed.

## **Flooding**

- LS stated the positive discussions had taken place with the developers on flooding issues and site drainage, with a number of solutions modelled and final recommendations with the final report now being sought from Environment Agency Regional Office. Calibration between the previous and new model has been completed. Solutions will focus on attenuation, to be finalised, together with existing flooding areas. A study of flood risk management for the whole of Stafford town was being prepared and will be consulted upon regarding general principles to accommodate extra flood area to accommodate new development, with plenty of opportunity for attenuation. FS stated that Flood Risk modelling should be shared but the developers had confidence that flood attenuation can be accommodated. FS queried whether new wetland areas could be incorporated into SANGS requirement. RL asked how flood attenuation would impact on Astonfields Local Nature Reserve and if reduction of water flows downstream would impact on reed beds. LS confirmed that impacts on Astonfields would be assessed once the general study was completed. AY asked for timescales and LS confirmed that the reports would be completed by April 2013 setting out initial scoping and gains assessed. FS stated the developers would share information and evidence on flood risk work. RL asked for an update on the Sustainable Drainage System Approval Board to be taken over by Staffordshire County Council in 2014.

## **Green Infrastructure / Open Space**

- AM stated that a holistic approach was required to deliver new Suitable Alternative Natural Greenspace (SANGs) as mitigation for the Cannock Chase SAC. RL welcomed the general approach to new open space as part of the development but emphasised that play areas should be

incorporated into wider neighbourhood facilities on-site. Formal sports pitches should be delivered in one location on-site and aligned with the new primary school through new artificial pitches and 3G multi-pitch provision. Housing mix should be linked to open space standards, which had previously been sent to the developers. There was not further update on the relocation of Stafford Rangers. RL stated that the two development sites should be linked together for joint sport's provision rather than increasing internal trips. FS asked about the open space requirement of 34m<sup>2</sup> per person versus the latest quantity of open space required. The Plan for Stafford Borough includes the standards as an appendix.

- AM introduced the general principles of SANGS and explained that the new areas to be identified would have to provide multi functions and take into account existing site designations. It is important to understand the open space / recreation pressures on existing pieces of land with a holistic approach required. AM provided an update on the Footprint Ecology evidence-based reports published demonstrating the typical characteristics required for SANGs, information on visitors travelling from further afield versus local residents and the zone of influence set at 75% population. The zone of influence for new development was identified at 15 kilometres and needed to be reflected through site specific mitigation measures. Further recommendations will be considered for application regarding the Cannock Chase SAC as new development comes forward. The Cannock Chase SAC Partnership need to sign up and agree interim arrangements.
- FS asked whether SANGS provision could be made off site and confirmed that the developers were considering contributes from elsewhere. What scale of demand for recreation needs to be offset by the people relationship – new residents of land and usability of site. AM stated that SANGs provision should be made as close to the new development as possible to provide the alternative for local residents. Provision could be incorporated into the design of the new proposal of this scale with 3 -5 kilometre walks. RL asked if Sport England had been introduced to the scheme, AY stated this had not occurred to date. It was emphasised that SANGs provision was different to new open space requirements. Furthermore the extensive areas of open space bisected by the proposed HS2 route would have an impact on the quality and usability of SANGs / green infrastructure in this location.

### **Next steps**

- AY encouraged further work to progress the strategy including the developers to provide a timetable for further master planning work, viability evidence and completing transport studies. AM stated that further discussion would be required on SANGs delivery with AM to assess linkages with the evidence base. AY asked if there had been any engagement with HS2 from the developers. MD stated that the HS2 route may change following consultation in Summer 2013 and at this stage it is difficult to quantify noise impacts and land take

implications. AY informed the meeting that the local authority was having a meeting with HS2 Ltd and would provide feedback with regards to construction details in due course.

Date of next meeting to be arranged – May 2013



## PLAN FOR STAFFORD BOROUGH

### LAND NORTH OF STAFFORD MEETING

DATE OF MEETING: 20 JUNE 2013

In Attendance:

Ted Manders (TM)	-	Stafford Borough Council - Planning
Fraser Sandwith (FS)	-	Jones Lang LaSalle
Kieran McLaughlin	-	Jones Lang LaSalle
Alexandra Alarcon	-	Jones Lang LaSalle
Chris May (CM)	-	Pegasus Planning Group
Jon Jarvis (JJ)	-	Staffordshire County Council
Nick Dawson (ND)	-	Staffordshire County Council
Mark Dauncey (MD)	-	Pegasus Planning Group
Richard McCulloch (RM)	-	DTA
Jon Hickton (JH)	-	Maximus Strategic
Alex Yendole (AY)	-	Stafford Borough Council - Planning
Phil Atkins (PA)	-	Stafford Borough Council - Planning

- TM welcomed everyone to the meeting and a round of introductions took place. AY provided an update on the Plan for Stafford Borough – Publication. In April & May 2013 a further consultation took place to address strategic locations not previously considered by the Sustainability Appraisal process. Less than 50 representations were received to this consultation exercise, which closed on 31<sup>st</sup> May 2013. All representations are available to view on the Council's website, including an alternative strategic allocation at Clarke's Farm, Stafford, which challenges land north of Stafford. AY stated that the Council was aiming to submit the Plan for independent Examination in July 2013 with the Examination anticipated in October 2013.

#### Transport

- JH stated that the red line area within the Plan for Stafford Borough – Publication is different than the area under control of the developers. TM confirmed that this issue would be considered as part of the Examination process regarding viability and deliverability.
- ND briefly introduced the Staffordshire County Council report regarding the assessment of future transport infrastructure for land north of Stafford, with a preferred option identified as an extended perimeter road from A34 to B5066 Sandon Road. RM stated that the report did not present any fundamental constraints to developing the two sites north of Stafford, with new road infrastructure to be accommodated together with sustainable transport solutions. It was stated that a significant number of trips would be contained within the sites to access services and facilities, rather than requiring movements to other parts of Stafford. RM stated that there were no significant differences between the longer and shorter perimeter road options, although

integration of the two developer sites should be considered. ND stated that the transport infrastructure requirement was necessary to ensure the scheme was integrated effectively into the wider Stafford road network. TM emphasised that the transport report needed to be agreed at this stage of the process rather than details being addressed at the planning application stage. The master plan work needs to incorporate the new road layout to demonstrate delivery and viability. There was concern that the developers should be working collaboratively to deliver the land north of Stafford and there would be linked trips to other locations across Stafford particularly due to education requirements and connectivity.

- RM stated that 90% of people will use local facilities, therefore taking pressure of traffic movements off the Beaconside road. Sustainable communities will access facilities by walking and cycling rather than the car, with the road network constructed as the development is built out.
- JH stated that the developers are not able to offer the longer perimeter road as an option at this stage because the land is not fully controlled. Part of the route crosses Mr Lockley's landholding and there is no agreement in place. Furthermore Mr Lockley is seeking to exchange some of his land south of Beaconside next to Stafford Common for another parcel of Common Land north of Beaconside. This is leading to complications in completing a deal on the land. JH stated that there are on-going negotiations, and agreement is being sought urgently. Therefore two separate scenarios are being considered for delivering the new road, based on the process of securing agreement. TM stated that the Plan for Stafford Borough's Examination will be taking place shortly and these issues need to be addressed to demonstrate viability and deliverability. ND stated that Staffordshire County Council preferred the longer perimeter road with bus integration, demonstrated by modelling to address traffic pressures on Beaconside and increased capacity. ND confirmed that some access to frontages could be made from the new perimeter road, which would be approximately 6.5 – 7.3 metres in width, provided bus services could be accommodated.
- CM stated that neither the short or long perimeter road was accepted across the Maximus landholding, with dualling of Beaconside being their preference. However, the short perimeter road across Akzo Nobel's land from A34 to Beaconside, as shown in the Stafford Borough Local Plan 2001, to link with Common Road / Marston Lane junction, was (subject to confirmation from Akzo Nobel) acceptable. CM asked for confirmation that the road network could integrate with the new development proposal rather than being a definitive perimeter road similar to the Stafford Western Access Route. This was accepted by ND. The function of the new road infrastructure is to mitigate the development's impact on Beaconside, primarily, although there may be some through traffic to provide capacity on Beaconside. JJ stated that there would be local transport impacts between the shorter and longer perimeter road but not significant differences. However TM stated the Stafford Borough Members supported the longer perimeter road and

this should be explored as a priority. A shorter route may have to be accepted if the land is not made available. It was confirmed that Stafford Borough Council would publish the Staffordshire County Council report as soon as possible.

- CM stated that Taylor Wimpey should be engaged in a phasing approach and delivery of transport infrastructure to address capacity at Redhill and along Beaconside opposite the Parkside area. FS noted that the County Council was currently carrying out work on the A34 to access the employment site via a new signalised junction. Despite the works, he noted that the County Council's transport report was suggesting that there might be potential to deliver a roundabout for access to the housing area east of A34 in the future to replace new signals.
- FS reiterated the difficulties of land ownership to deliver the longer perimeter road but confirmed that Akzo Nobel's land would take access from Beaconside and the A34. It was accepted that this approach should be reflected in the Staffordshire County Council report regarding junction improvements (Figure 7.6). It is important to ensure sufficient capacity is provided to reduce pressure on existing road junctions. FS confirmed that the road infrastructure would not be a showstopper for delivering land north of Stafford.
- AY stated that the Council had recently engaged Levvel consultants to prepare viability evidence for the Strategic Development Locations at Stafford for the Examination, with the work to be completed by mid July 2013. Therefore it was encouraged that meetings should take place in the next couple of weeks to discuss viability assumptions, establish infrastructure costs and identify any differences in approach. CM confirmed that viability consultants had been engaged and would progress with this work to consider key infrastructure, affordable housing, education and roads. JH raised concern about the cost of new road infrastructure not being known due to Mr Lockley's land and the amounts being sought. ND stated that Staffordshire County Council had not costed the options set out in the transport report, nor the dualling of Beaconside approach. FS stated that until an outline application was being processed with a Section 106 agreement the detailed infrastructure costs would not be known. CM confirmed that further negotiations would be needed on some infrastructure costs and flexibility to be applied. AY emphasised that the policy in the new Local Plan had to demonstrate deliverability to the Examination so therefore this work is vital. It was agreed that some high level viability assumptions on costs could be established to support the work being progressed by Levvel. EC Harris (developer's viability consultants) would be able to provide alternative scenarios.

## **Education**

- TM stated that Staffordshire County Council and Stafford Borough Council had commissioned an education report, which will provide

information about the level of education provision required and the location of new facilities across Stafford town, including for the Strategic Development Locations. This report will be shared as soon as it is available in July. MD stated that Sir Graham Balfour secondary school could be extended to provide more education capacity. TM emphasised that a new secondary school on land north of Stafford may be needed later in the Plan period, costing £20 million excluding land. JH stated that a new secondary school would have a fundamental impact on delivery of the scheme, noting that there is adequate provision in the existing system. CM confirmed that new primary schools would be developed as part of the scheme together with appropriate secondary school financial contributions. However any change to this approach would have significant impacts on viability.

### **Flooding**

- AY updated the meeting following a discussion with the Environment Agency. Evidence prepared by the developers was welcomed in terms of flooding and drainage issues within the land north of Stafford. The Environment Agency are currently securing funding to produce a report, based on modelling impacts for Marston Brook and Sandyford Brook. It is anticipated that this work will be completed in Autumn 2013 and will be presented to a future meeting.

### **Green Infrastructure / Open Space**

- AY updated the meeting following a discussion with Stafford Borough Council's Leisure Department. Detailed open space requirements, based on 3,100 new homes north of Stafford, will be prepared in the next few weeks, taking account of the master plans produced in December 2012. This work will correspond to an update of the Open Space, Sport and Recreation strategy which is currently being finalised and will be made available in July 2013. It was noted that the evidence base and strategy report has specific requirements for Strategic Development Locations. FS stated that costs needed to be established to support the viability work.
- MD stated that discussions were on-going with Natural England about the Suitable Alternative Natural Greenspace (SANGs) requirements. It was noted that Footprint Ecology had produced a mitigation report earlier this year but specific costs and off-site provision were still to be confirmed. CM stated that land north east of the proposed HS2 line was not necessarily to be used for green space provision but rather links to Stafford Common and existing green infrastructure. JH stated that public consultation will be taking place in July 2013 on the HS2 preferred route.

### **Next steps**

- AY stated that following the viability work, a Statement of Common Ground would need to be revisited, in August 2013, prior to the

Examination. CM agreed to provide evidence for any matters raised by the Inspector concerning land north of Stafford to support the Council.

- TM asked about the 5 year housing land supply position and housing delivery before 2018 on land north of Stafford. A delivery approach was sought. JH stated that housing delivery would be sought as soon as possible, subject to the market and willing house builders. In essence the market will phase the development depending on willing buyers and therefore a phasing approach would be difficult to justify in the new Local Plan. JH agreed to provide AY with updates in terms of discussions with Mr Lockley.
- Date of next meeting to be arranged – September 2013



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# Urban Extensions

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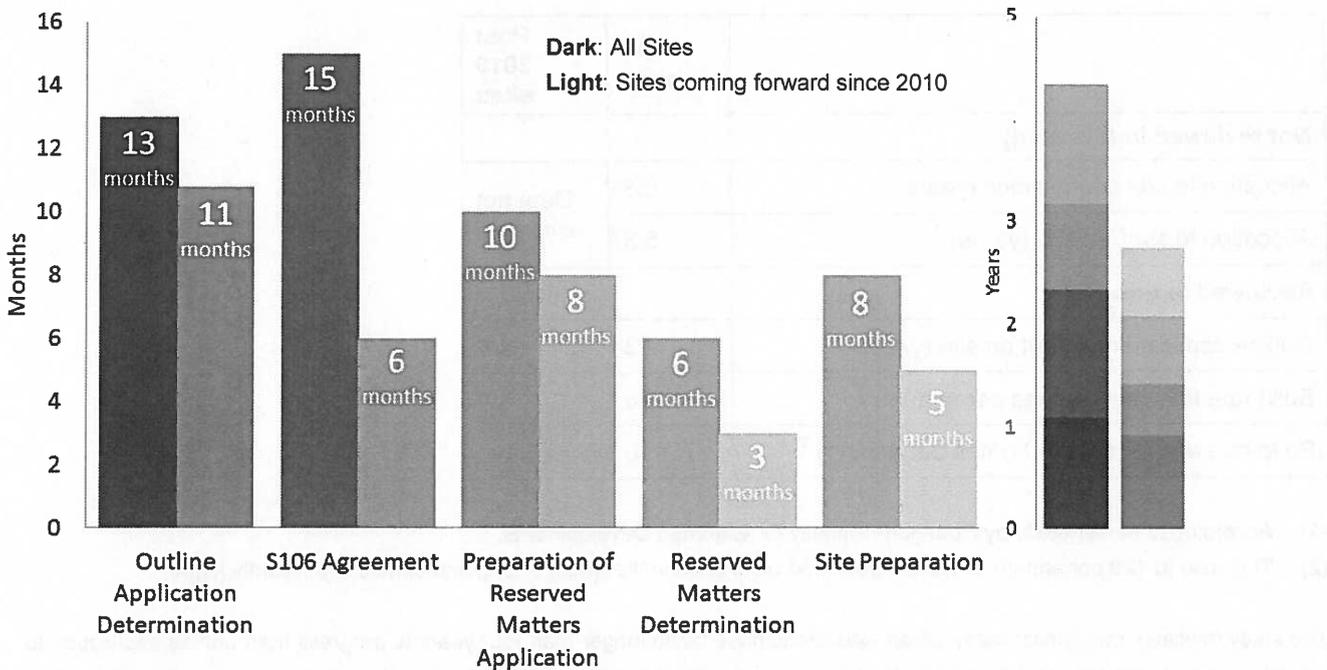
## Assessment of Delivery Rates



### 1. Summary and Conclusions

This report assesses the pace of delivery of large scale development in order to establish how these sites contribute to five year housing land supply and the implementation of development plans. It considers firstly how long it takes for an urban extension to progress through the planning system, and once construction has started, the rate at which new housing units are delivered.

The report tracks the progress of 84 urban extensions through the planning system over the last 25 years. On average across all sites analysed, an urban extension site starts construction on **the first phase of housing more than four years after the submission of an outline application**. There are however many exceptions to this timescale. Whilst it is **not unusual for sites to take much longer**, in recent years urban extension sites have tended to progress more quickly. Considering only sites coming forward **since 2010**, the average time taken to start on **site drops to under three years after the submission of an outline application**.



Nevertheless, there are clearly significant risks of longer timeframes on these large complex sites. Delays can occur at any stage of the process, and can be due to many factors such as problems with funding, infrastructure requirements or local objections. However, the individual nature of these sites means it is difficult to identify absolute trends.

Some urban extensions have progressed through the planning process **more quickly in established growth areas**, suggesting that the appetite of the local authority for development and the resource available for progressing major planning applications plays a crucial role. Analysis of the the sites in the sample indicates that, once construction starts and in a strong market, annual delivery can be anticipated to be **around 60 units in first year of construction, picking up to more than 100 units per annum in subsequent years and increasing to around 120 units**. The build out rate of each site will depend on the disposal strategy of each developer, but the presence of multiple developers on site helps to drive higher annual completion

# Urban Extensions

## Assessment of Delivery Rates



rates. We are aware of many urban extensions in the south of England where recent delivery rates have been substantially in excess of 120 units per annum.

It should be noted that the above timescales do not take into account:

- a) Time taken between the allocation of the site and starting preparation of the planning application
- b) Pre application discussions/negotiations and preparation of the outline planning application
- c) The period between starting construction and delivering the first residential unit.

This study has not provided evidence in relation to these time periods. **Whilst previous research estimated b) and c) at 2.5 years, it is also the case that outline applications can be made very soon after allocation**, where local planning authorities and a developer are working together to bring forward sites, allowing processes to run in parallel.

In simple terms the data reviewed for the study points to the following indicative timescales.

	All sites	Post 2010 sites
<b>Not reviewed in this study</b>		
Allocation to first completions (years) <sup>1</sup>	6.8	Data not available
Allocation to start on site (years) <sup>1</sup>	5.3	
<b>Reviewed in this study</b>		
Outline application to start on site (years)	4.3	2.8
Build rate first year (homes per annum)	65	Not analysed separately
Build rate after first year (homes per annum) <sup>2</sup>	110	

(1) According to earlier study by Hourigan Connelly for Gladman Developments.

(2) This rose to 120 per annum in 2013. Observed build rates in the south of England can be significantly higher.

The study indicates that, whilst many urban extensions have taken longer than four years to progress from outline application to a start on site, it appears that these timeframes have compressed more recently, to less than three years on average. This suggests that, if pre-application timeframes can be accelerated, it has become more likely that these sites can start to deliver housing within the lifetime of a five year housing land supply plan.

## 2. Introduction

Barratt Homes are seeking to understand the pace of delivery of large scale development in order to establish how these sites contribute to five year housing land supply and the implementation of development plans. This report will be used as evidence for planning applications and Development Plan submissions.

The report references a study by Hourigan Connolly on behalf of Gladman Developments Limited, *A Report into the Delivery of Urban Extensions*, published in February 2014, to provide case studies of sites of over 500 units that have been brought forward in the last 25 years. These case studies have been analysed to determine the timescales involved for these sites to progress through the planning system and start on site, and thereafter the rate at which housing units are delivered.

### 2.1. Methodology

The Gladman study was supported by evidence provided by local authorities on 78 sites via a site specific proforma. We have updated the study by reviewing recent planning activity recorded by Glenigan, adding in a further six sites for which an application has been made since 2010. All sites in the sample are urban extensions, predominantly on greenfield land. For the most part, the responses did not include sites on previously developed land which may require extensive remediation before houses are completed, new settlements which may require significant infrastructure work, or sites which have received government funding.

The regional spread of the sites is as follows:

Region	Number of Sites
South East	27
South West	12
East of England	6
East Midlands	14
West Midlands	5
Yorkshire and Humber	6
North East	1
Scotland	11
Wales	2

Of the sites in the sample, 64% are under construction, 6% have been built out, and 30% are yet to commence on site.

This data has been analysed in two stages. Firstly, we have examined how long it takes for a site to progress through each stage of the planning system, from the submission of an outline application to beginning construction of the first housing units, and sought to establish whether the size or location of the site influences this process.

The second part of the study examines the rate of delivery of units once construction has started, assesses how many units are deliverable from these sites per annum, and investigates the relationship between delivery and housing market strength.

### 3. The Planning Process

To establish the length of time for a site to progress through planning, we have broken down the process into 5 stages: submission of outline application to resolution to grant, negotiation of section 106 leading to the grant of outline permission, preparation of first reserved matters application, consideration of reserved matters application, and discharging the pre commencement conditions prior to the start on the first housing units. This study does not account for time spent on pre application discussions.

We have used the dates provided for each stage in the site proforma, supplemented by data from Glenigan Planning Database and local authority planning archives to establish when applications were submitted and determined for each site, and calculated the time period between each month. Taking the median time period for each stage indicates that **commencement on the first phase of housing delivery is likely to be in the fifth year following the submission of the outline application.** This is shorter timescale than the seven years detailed in the Gladman report, which accounts for additional stages, such as the preparation of the outline application (1 year) and the period between starting on site and delivering the first residential units (1.5 years). We do not have data covering these stages so have relied on the elapsed times of the schemes in question.

**Table 1 – Median time taken from submission of outline application to start on site**

	Year 1				Year 2				Year 3				Year 4				Year 5	
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	
Outline Application Consideration	█	█	█	█														
Section 106 Negotiations			█	█	█	█	█	█	█									
Preparation of 1 <sup>st</sup> Reserved Matters Application										█	█	█						
Reserved Matters Consideration													█	█				
Site Preparation including discharging pre commencement conditions										█	█	█	█	█	█	█		
Start on Site (Housing)																	█	

Source: Savills using data from Gladman, Hourigan Connolly, Glenigan and local authorities

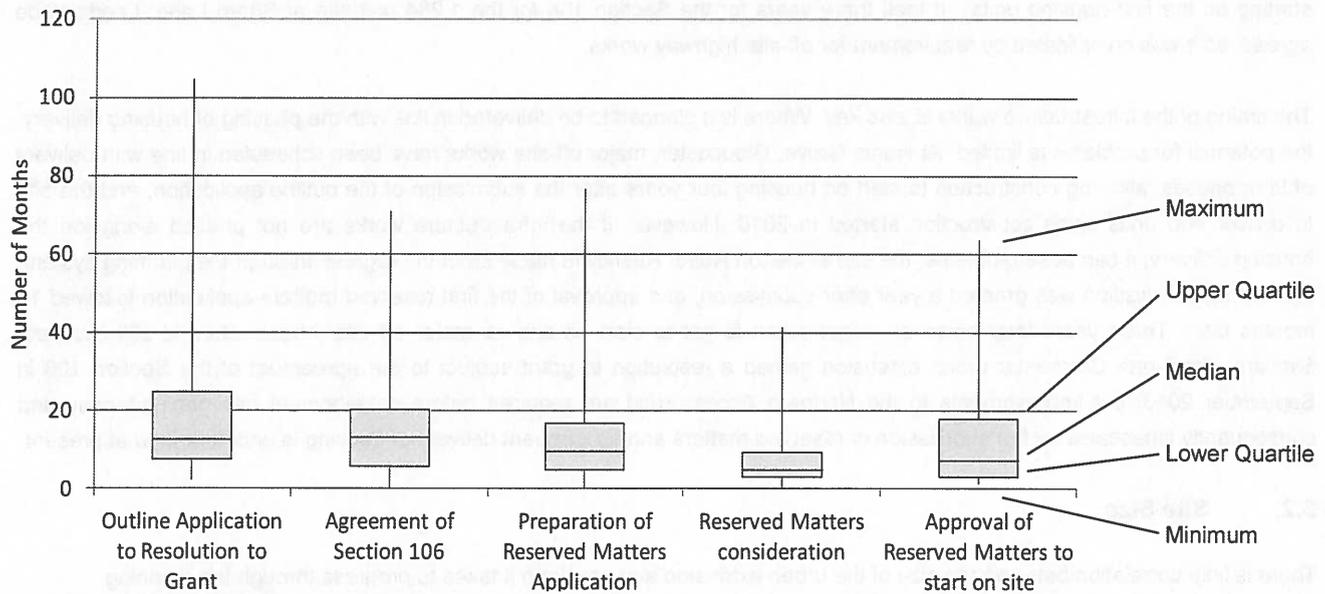
# Urban Extensions

## Assessment of Delivery Rates



Within the sample however, there are significant variations from this timescale. Figure 1 shows the maximum, minimum, median and lower and upper quartiles of the time taken to progress through each stage.

Figure 1 – Range of timescales for urban extensions to pass through planning process



Source: Gladman & Hourigan Connolly

There are outliers over long time periods at each stage of the process, which highlights the complexity of bringing this type of site forward. The **median time for a site to gain a resolution to grant permission is just over one year**, but the sample also includes eight sites which took over 3 years to reach the same stage. Within each category there are also sites which are yet to reach the end of that stage. Among these sites are Bronham Road in Bedford, Ladygrove East in South Oxfordshire and Shawfair in Midlothian. All these sites are at the Agreement of Section 106 stage, having gained a resolution to grant in 2003, 2005 and 2006 respectively. The amount of time taken to agree the Section 106 or Section 75 agreement on these sites has already far exceeded the current maximum in the sample of 71 months, likely due to the changing housing market affecting viability following the economic downturn in 2008.

Each site has unique circumstances that may hamper its progress, from local opposition, statutory challenges, a call in for determination by central government, to the strength of local housing market. This can be simply due to the complexity of the application, as the size of these schemes often means there are multiple development partners involved. At Cranbrook in Devon, the Section 106 took over 64 months to agree, well above the median time of 14 months, as multi-agency agreements and clawback clauses, combined with difficult market conditions caused significant delay. Initial delays can also result in further complications; Outline Permission was granted in 1991 for the 660 unit site at Branston, East Staffordshire, and although several reserved matters applications were approved between 1994 and 2004, only 50 units were ever built. The site was sold in 2010, and rather than continue to submit reserved matters applications for the 1991 permission, the new developer instead submitted a revised outline application to reflect the changed housing market conditions in October 2011. The new application has progressed much more quickly, gaining Outline Permission in 2013.

# Urban Extensions

## Assessment of Delivery Rates

### 3.1. Infrastructure Requirements

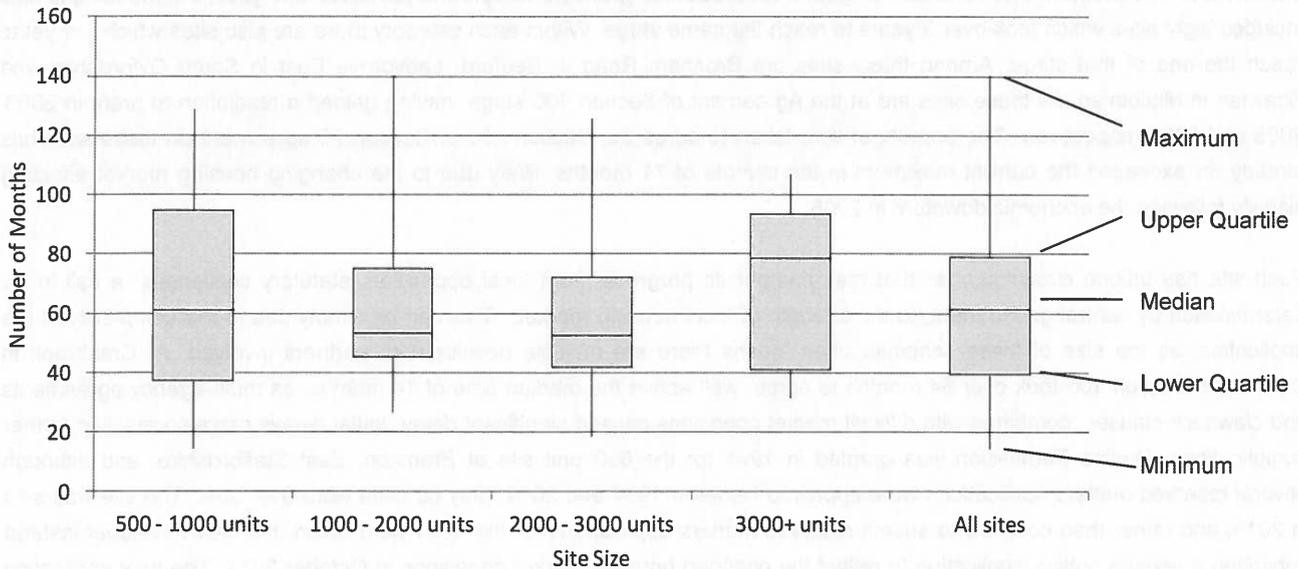
A recurring hindrance to quick progress is the provision of infrastructure. This tends to slow down the delivery of urban extensions at two key points, firstly in agreeing the Section 106, and secondly between approval of reserved matters and starting on the first housing units. It took three years for the Section 106 for the 1,284 unit site at Sharp Lane, Leeds to be agreed, as it was complicated by requirement for off-site highway works.

The timing of the infrastructure works is also key. Where it is planned to be delivered in line with the phasing of housing delivery, the potential for problems is limited. At Hunts Grove, Gloucester, major off-site works have been scheduled in line with delivery of later phases, allowing construction to start on housing four years after the submission of the outline application, and the site to deliver 400 units since construction started in 2010. However, if the infrastructure works are not phased alongside the housing delivery, it can pose problems; the site at Melton Road, Rushcliffe made smooth progress through the planning system. The outline permission was granted a year after submission, and approval of the first reserved matters application followed 18 months later. Three years later however, construction is yet to start on site as major off site infrastructure is still required. Similarly, the North Colchester urban extension gained a resolution to grant subject to the agreement of the Section 106 in September 2013, but improvements to the Northern Access road are required before development can get underway and consequently timescales for the submission of reserved matters and subsequent delivery of housing is undetermined at present.

### 3.2. Site Size

There is little correlation between the size of the urban extension and how long it takes to progress through the planning process. **The median for 3000+ unit sites is slightly higher at 79 months compared to 50 – 60 months for the other size bands.** However, the maximum time taken for the 3000+ unit sites is lower than the maximum in all other site size bands. .

Figure 2 – Time taken from submission of outline application to start on site by site size



Source: Gladman & Hourigan Connolly

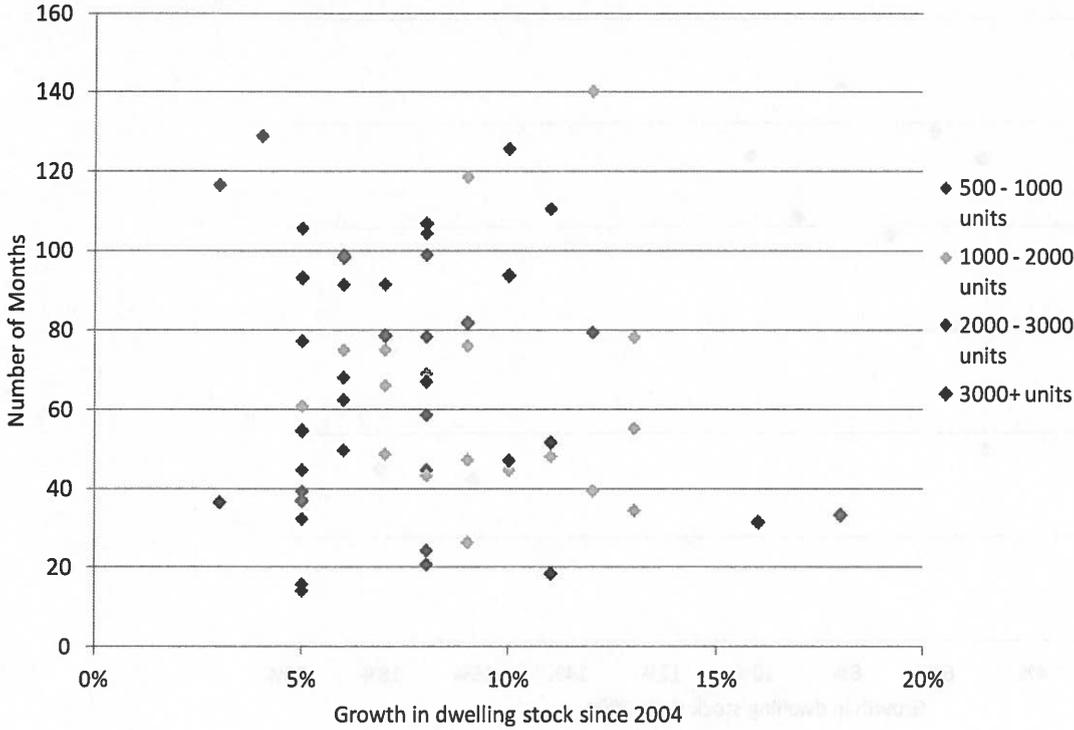
# Urban Extensions

## Assessment of Delivery Rates



There is however some indication that sites are more likely to progress quickly through the system in local authorities with high housing growth. Plotting the total time taken for construction to begin from the submission of an outline application against the increase in dwelling stock in each local authority over the last decade shows rapid progression of sites of over 3000 units in the established growth areas of Milton Keynes and Corby.

**Figure 3 – Time taken from submission of outline application to start on site by authority delivery rates**



Source: Savills using DCLG, Scottish Neighbourhood Statistics, Gladman & Hourigan Connolly

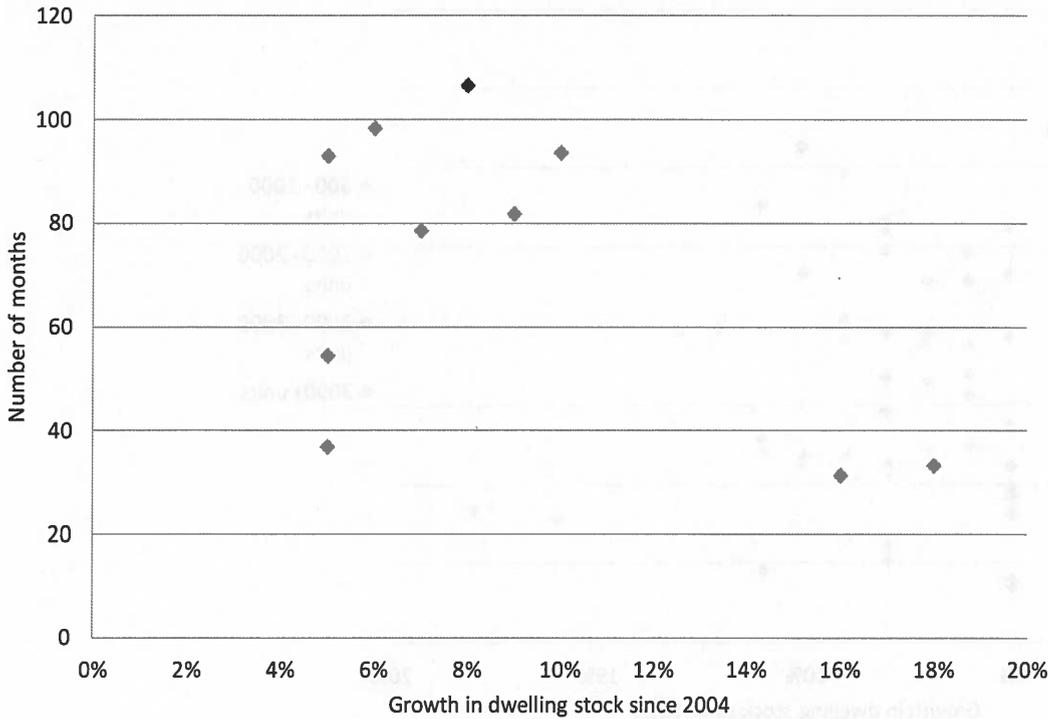
# Urban Extensions

## Assessment of Delivery Rates



In these two local authorities, which have respectively seen a 16% and 18% growth in dwellings since 2004, construction began within three years of an outline application being submitted. Conversely in the local authorities which have seen less than 10% growth, all but two of the 3000+ unit sites took longer than the 5 year average outlined in Table 1.

**Figure 4 – Time taken from submission of outline application to start on site by authority delivery rates: 3000+ unit sites**



Source: Savills using DCLG, Scottish Neighbourhood Statistics, Gladman & Hourigan Connolly

The rapid progress of these sites through the planning process in local authorities which were already delivering high numbers of new dwellings suggests that the appetite for development and resource for dealing with major applications within the local authority plays just as important role in bringing forward urban extensions as the characteristics of the site itself. Corby and Milton Keynes were both recipients of funding through the 2003 Sustainable Communities Plan, which included grants totalling £350 million across the country for Planning Delivery, enabling them to progress major development sites more rapidly.

# Urban Extensions

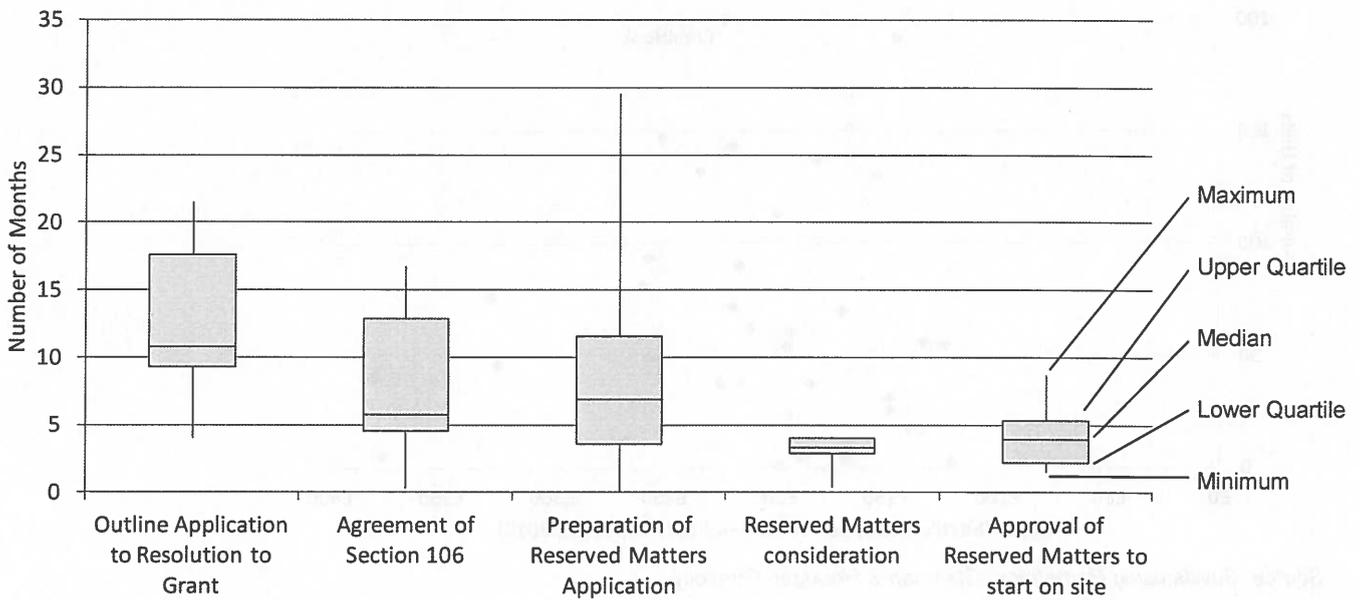
## Assessment of Delivery Rates



### 3.3. Recent Trends

The sites sampled in Gladman's report have come forward over a thirty year period, reflecting a variety of market conditions. To gain a clearer understanding of the progression of urban extension sites in the current climate, we have identified 24 sites for which an outline application was submitted after 2010, 18 of which were identified in the original Gladman report. Compared with the overall sample, these sites have progressed much more quickly, taking an **average of 33 months from the submission of the outline application to start on site, against the average of the whole sample of 60 months.** This suggests that it has become more likely that large sites will progress through the planning system quickly enough to begin delivering housing units within the lifetime of a five year housing land supply plan.

Figure 5 – Progression of urban extension applications submitted since 2010



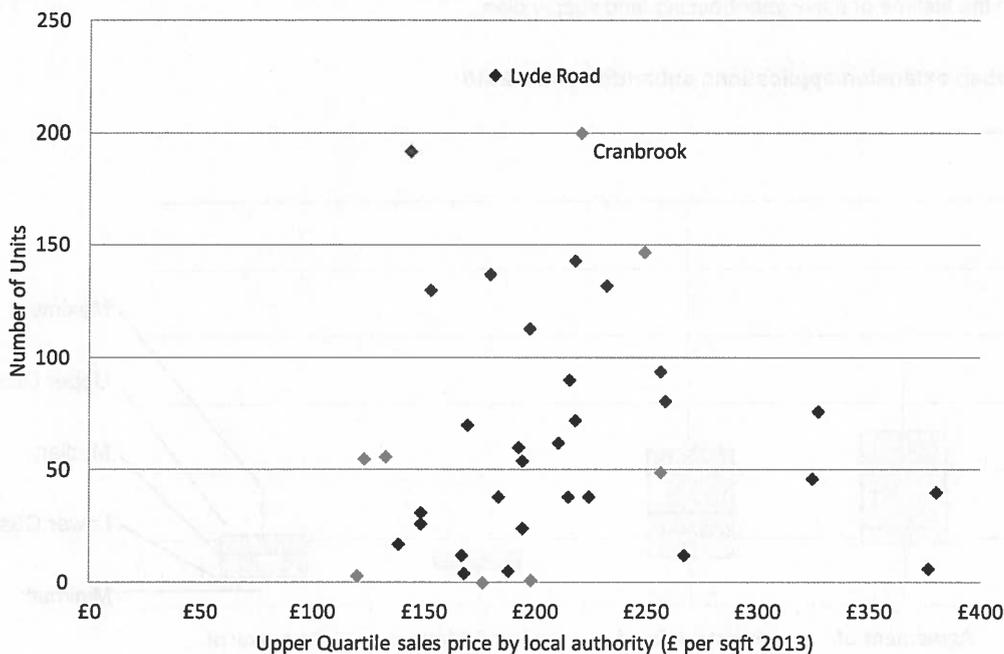
Source: Savills plus Gladman & Hourigan Connolly



## 4. Housing Delivery Rates

The site proforma in the Gladman study detail the number of units delivered per annum on sites where construction has started. Data is provided for 43 sites. **On average, sites delivered 65 units in the first year of construction**, although again there is a wide variation in the numbers delivered.

Figure 6 – Delivery of housing in the first year of construction



Source: Savills using Hometrack, Gladman & Hourigan Connolly

The sites which delivered high numbers in the first year generally did so due to their funding arrangements. The Lyde Road site in Yeovil which delivered 226 units had a high completion rate as the majority of the units were affordable homes and had to be completed within that financial year as a condition of government funding. The second highest delivery in the first year of construction was 200 units at Cranbrook in Devon. This site benefitted from strategic restrictions on development elsewhere in the borough, creating a positive climate for investment in the scheme, and competition between multiple developers on the site has led to high build rates.

After the first year of completions, the number of houses delivered by a site **rises to an average of 110 units, and remains at or above that level until year six of delivery**. After that point, delivery rates on sites in the 500 – 1000 unit band taper as they near completion. We do not have sufficient data to comment on delivery rates on larger sites in the later years of development.

# Urban Extensions

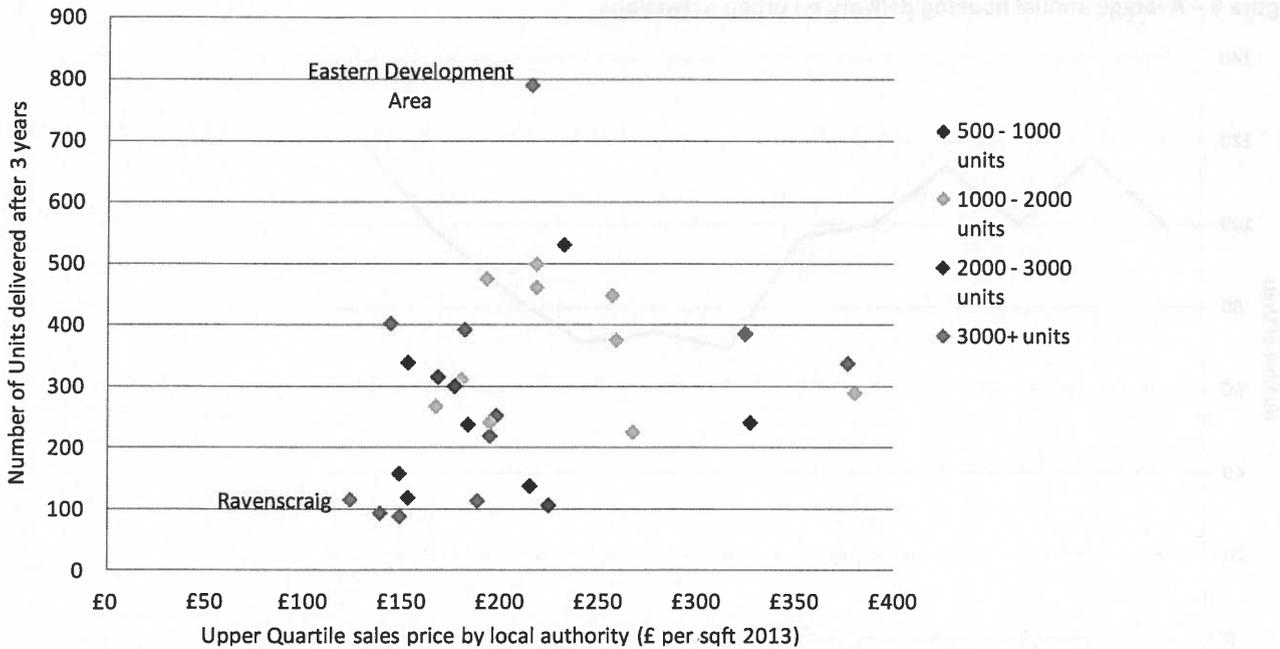
## Assessment of Delivery Rates



### 4.1. Housing Market Strength

To study the relationship between delivery rates and housing market strength, we have plotted the number of units delivered three years after construction commenced against Hometrack house price data for the site's local authority.

Figure 7 – Impact of site size and housing market strength on rates of delivery in three years following start on site



Source: Savills using Hometrack, Gladman & Hourigan Connolly

This demonstrates that sites that struggle to deliver at high volumes tend to be in lower value areas. Every site that had not delivered 200 units or more after three years of construction is located in a local authority where the upper quartile sales value was less than £250 per sqft in 2013.

**There is no overall trend of higher levels of delivery on the larger sites.** There are very high rates on Eastern Development Area at Milton Keynes (capacity 4,000 units) where 791 units were delivered after three years of construction. This is in an established growth area, and was associated with high levels of competition between multiple developers on site. However, volumes have been much lower on other sites of a similar size. Conversely, the Ravenscraig site (capacity 3,500 units) has only delivered 116 units over the same period. Factors contributing to this include a weaker housing market, with upper quartile sales values of £126 per sq ft, and only having one developer active on site.

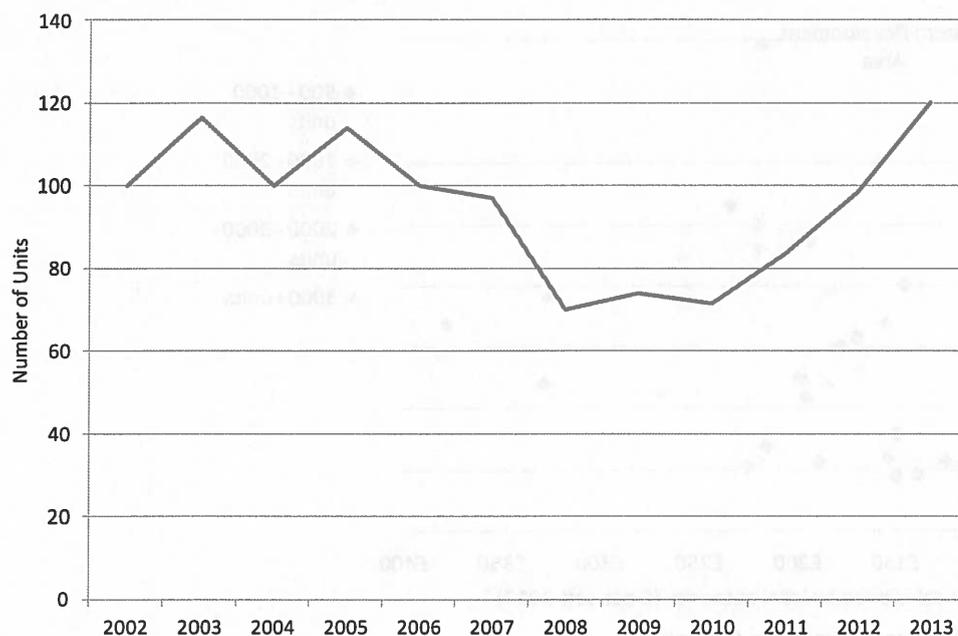
## Urban Extensions

### Assessment of Delivery Rates

savills

The influence of the strength of the housing market on delivery from urban extensions is further shown by looking at the average total number of units, including affordable, delivered from the sites in the sample each year since 2002. In the years prior to the economic downturn, average delivery never dropped below 100 units a year. The weaker market from 2008 resulted in reduced delivery of fewer than 80 units a year from 2008 to 2011. As the housing market has strengthened in the last two years, delivery from the sites in the sample has increased sharply to an average of 120 units in 2013.

Figure 8 – Average annual housing delivery on urban extensions



Source: Gladman & Hourigan Connolly

At these rates, it takes a significant period to build out an urban extension to reach site capacity, but will see steady supply and high numbers of delivery, over the build out period, especially when building out in a robust housing market. The sites in the sample that have reached their first allocated capacity are:

- Cortonwood Colliery, Rotherham – 529 units, eight years from construction start, 17 years from submission of the outline application
- Former Brymbo Steelworks, Wrexham – 700 units, seven years from construction start, 17 years from the submission of the outline application
- Marks Farm, Braintree – 1000 units, twelve years from construction start, 14 years from submission of the outline application
- North East Caterton, West Oxfordshire – 1500 units, twelve years from construction start, 15 years from submission of the outline application
- Queen Elizabeth Park, Guildford – 500 units, seven years from construction start, 8 years from the submission of the outline application.

We are aware of many urban extensions in the south of England where recent delivery rates have been substantially in excess of the 120 units per annum shown in the chart for 2013.



## Important Note

Finally, in accordance with our normal practice, we would state that this report is for general informative purposes only and does not constitute a formal valuation, appraisal or recommendation. It is only for the use of the persons to whom it is addressed and no responsibility can be accepted to any third party for the whole or any part of its contents. It may not be published, reproduced or quoted in part or in whole, nor may it be used as a basis for any contract, prospectus, agreement or other document without prior consent, which will not be unreasonably withheld.

Our findings are based on the assumptions given. As is customary with market studies, our findings should be regarded as valid for a limited period of time and should be subject to examination at regular intervals.

Whilst every effort has been made to ensure that the data contained in it is correct, no responsibility can be taken for omissions or erroneous data provided by a third party or due to information being unavailable or inaccessible during the research period. The estimates and conclusions contained in this report have been conscientiously prepared in the light of our experience in the property market and information that we were able to collect, but their accuracy is in no way guaranteed.



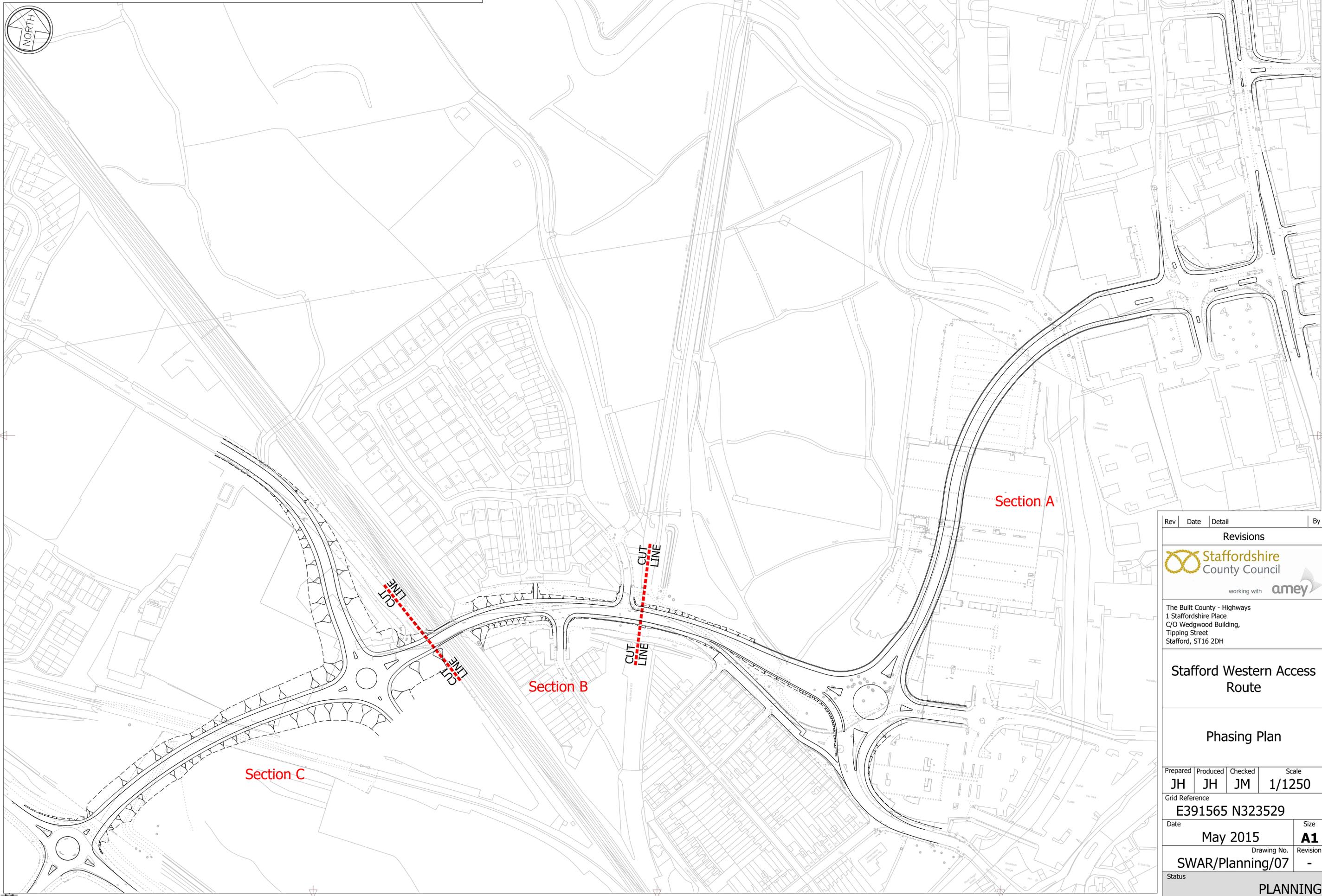
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Layout Name: A1

SWAR/Planning/07  
Drawing No  
Revision

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Rev	Date	Detail	By
Revisions			
 working with 			
The Built County - Highways 1 Staffordshire Place C/O Wedgwood Building, Tipping Street Stafford, ST16 2DH			
<b>Stafford Western Access Route</b>			
<b>Phasing Plan</b>			
Prepared	Produced	Checked	Scale
JH	JH	JM	1/1250
Grid Reference			
E391565 N323529			
Date	May 2015		Size
			<b>A1</b>
Drawing No.			Revision
<b>SWAR/Planning/07</b>			-
Status			
<b>PLANNING</b>			

PUBLISHED: July 5, 2016 8:56 am

## St Modwen warns of 'period of uncertainty' after Brexit vote

Half year profits have fallen sharply as regeneration developer St Modwen warned it is taking a 'more cautious approach' to projects as it operates in a 'period of uncertainty' in the wake of the Brexit vote.



St Modwen has been hit by a drop in the valuation of the New Covent Garden Market redevelopment site in London

The West Midlands-based group, which focuses on regenerating brownfield sites, saw pre-tax profits drop back to £30 million for the first six months, down from £206m a year ago when it was boosted by a £128m increase in the [value](#) of its New Covent Garden Market property.

This time it was hit by a one-off £13m hike in UK [stamp](#) duty and a £21m cut in valuation of the New Covent Garden Market site.

But the developer said underlying trading profits were in line with last year's record levels after a 'strong first half of the year' boosted by its core commercial and housebuilding businesses.

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Overall revenue was up to £159.7m from £135.7m a year ago and St Modwen said it was increasing its interim dividend payout to shareholders by 2%, to 1.94p per share, as many of its major projects were reaching "important milestones with further long-term development potential".

Chief executive Bill Oliver said: "Following the Referendum held on 23rd June 2016, we are now operating in a period of uncertainty in relation to many factors that impact the property market.

"Whilst it is too early to accurately predict how the UK property market will respond, until we have more clarity we believe it is appropriate to take a more cautious approach to the delivery of our development strategy."

The company, which has redeveloped the Longbridge site in Birmingham and Goodyear in Wolverhampton, said it now had a land bank of 6,000 acres with a £1.7bn portfolio of more than 100 projects.

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APPEAL... Plans for 330 homes in Stafford will be decided by an inspector.

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PLANS to build 330 homes in the north of Stafford will be decided by a government inspector.

The proposals for a 30-acre site in Sandon Road were refused last month by planners who said the site needed a masterplan covering transport and schools among other factors.

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A row broke out at the meeting as members of Stafford's planning committee were told by developer Maximus Strategic Land UK's agent that the authority's chief planner was misleading the panel.

The Worcestershire-based company has appealed, saying it submitted a masterplan with the application.

They added: "The council's housing trajectory anticipates delivery of housing from the north of Stafford strategic development location (SDL) and therefore the council envisage that the SDL will contribute towards the five-year housing land supply."

Hopton Parish Council objected to the plans saying it would "damage the interests of local residents" who were already affected by HS2.

Staffordshire County Council's highways and education departments recommended refusal because of the lack of a masterplan and transport plan.

The borough council's refusal said: "A masterplan for the whole strategic development location has not been submitted to or agreed by the council."

Representing the company, Pegasus Group said: "The appeal proposal represents sustainable development in sustainable location.

"In particular, development would contribute to meeting the council's five-year housing supply, as well as meeting affordable housing needs. On balance this, and the other identified benefits of the scheme, significantly outweigh any alleged conflict with the local plan and any harm identified."

No date has been set for the appeal hearing but an inspector has been allocated.

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# Birmingham City Council



## Sutton Coldfield Green Belt sites, Phase 2 Report of Study

**Peter Brett Associates**

June 2014



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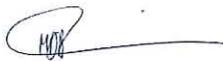
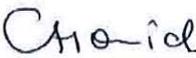
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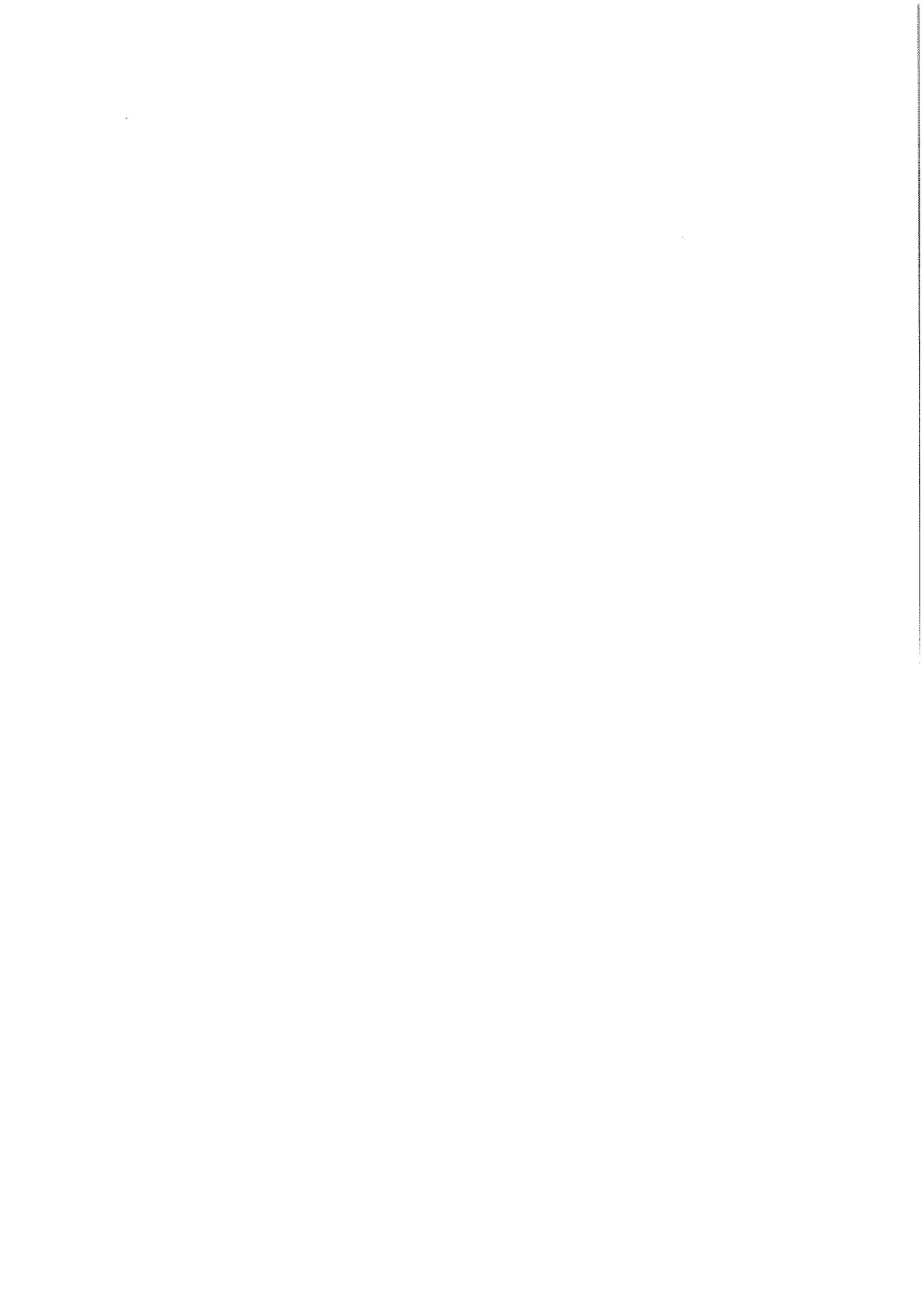
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## APPENDICES

APPENDIX A DETAILED ANALYSIS OF DELIVERY AT SELECT SUSTAINABLE URBAN  
EXTENSIONS

APPENDIX B SUSTAINABLE URBAN EXTENSIONS SUGGESTED FOR COMPARISON



# 1 INTRODUCTION

## Background to the Commission

- 1.1 In 2012, Peter Brett Associates LLP, in conjunction with HDH Planning & Development, was commissioned to advise Birmingham City on the numbers of homes that the market might be willing and able to provide on development areas within Birmingham's Green Belt. The Final Report was published in January 2013<sup>1</sup>.
- 1.2 The study looked at a number of potential development areas in the Birmingham Green Belt on the outskirts of Sutton Coldfield. Each prospective development area was broken down into potential outlets (each outlet representing one housebuilder) and the total possible number of units calculated for each outlet.
- 1.3 The study considered that 5-6 outlets within one of the options (development areas) would be deliverable but that "... *release of a second site (option) irrespective of size would only increase overall delivery of housing by a relatively small amount, even if it were geographically distinct from the primary option site.*"<sup>2</sup>
- 1.4 The study concluded that under a weak market scenario 20 year output might range from 3,135 to 3,779 total units; under a stronger market scenario the output might be from 3,135 to 4,985 total units.

## The response by Savills

- 1.5 On behalf of Richborough Estates and Taylor Wimpey, Savills produced a response<sup>3</sup> to our earlier work. In it, Savills argued that the size of the Green Belt arc in the Sutton Coldfield area, ie the areas covered by the Options we considered, was so large and the housing market so suited to the delivery by volume housing developers, that up to three of the Options could proceed independently of each other.
- 1.6 Under these circumstances, Savills argued that delivery could be significantly increased in this area. The "... *Savills estimate of potential market delivery up to 2031 is **conservatively and comfortably 9,360 to 11,700 homes**; based on simultaneous development on three Areas for say 13 years of delivery up to 2031. **Upper potential credibly could be 12,000 to 15,600.***" (Savills emphasis).
- 1.7 Savills have not included upside capacity from starts earlier than 2018. Hence, delivery pa under their conservative scenario would be between 668 and 836 units pa. Under the more optimistic scenario it would be between 857 and 1114 units pa.

---

<sup>1</sup> PBA Roger Tym & HDH Planning & Development, January 2013, Housing delivery on greenbelt options, study commissioned by Birmingham City Council.

<sup>2</sup> *ibid*, para 10.15 pp32-33.

<sup>3</sup> Savills, Final Report, Birmingham Strategic Growth Review, January 2013.

## This Commission

- 1.8 We (PBA and HDH) have again been commissioned by Birmingham City Council to advise them on these issues. In our view, the principal differences between our work and Savill's response are as follows:
- i. For each area (A-D) Savills considered that there could be eight outlets, whilst our view was five or six;
  - ii. Savills considered that three of the areas could be developed in parallel. As stated at paragraph 1.3 above, we consider that the market would only bear one area whilst release of a second site, even if it were geographically distinct, would not deliver significant additional numbers of dwellings when set in the overall context of growth.
- 1.9 These disagreements are about what the market can bear, as opposed to supply-side constraints. Our original views on this were based on judgment, as are Savill's views now. There is some historic evidence about delivery on sites released from the Green Belt in Sutton Coldfield, and this is presented in the following section of this report. However, the kind of development by the private developer market that Savills appear to be advocating is unprecedented there and perhaps nationwide.
- 1.10 Given this context, our research has now focused on examples of delivery rates in Sustainable Urban Extensions (SUEs) and other large developments in the last 15 years or so. We have researched the largest schemes across the country, showing how many homes they delivered over the years from a standing start. We have sought to identify the duration of different phases to completion. We consider how long it might take to deliver the 12,000 or so homes proposed by Savills for Sutton Coldfield on the basis of this evidence.
- 1.11 We also consider the implications for infrastructure delivery of more than one option proceeding at once and finally draw conclusions on the likely response of the market to the release of more than one development area in Sutton Coldfield.
- 1.12 This study report is set out in the following way:
- 1.13 In **Section 2** we present the evidence of the delivery track record of three sites released from the Green Belt in the Sutton Coldfield area since the turn of this century.
- 1.14 In **Section 3** we look the delivery of Sustainable Urban Extensions across the country and draw out some conclusions of relevance to the Birmingham context.
- 1.15 **Section 4** sets out a market commentary on the delivery of SUEs, in particular the relationship between competition and delivery.
- 1.16 In **Section 5** we consider the implications for the delivery of infrastructure if development is provided across up to three option areas.

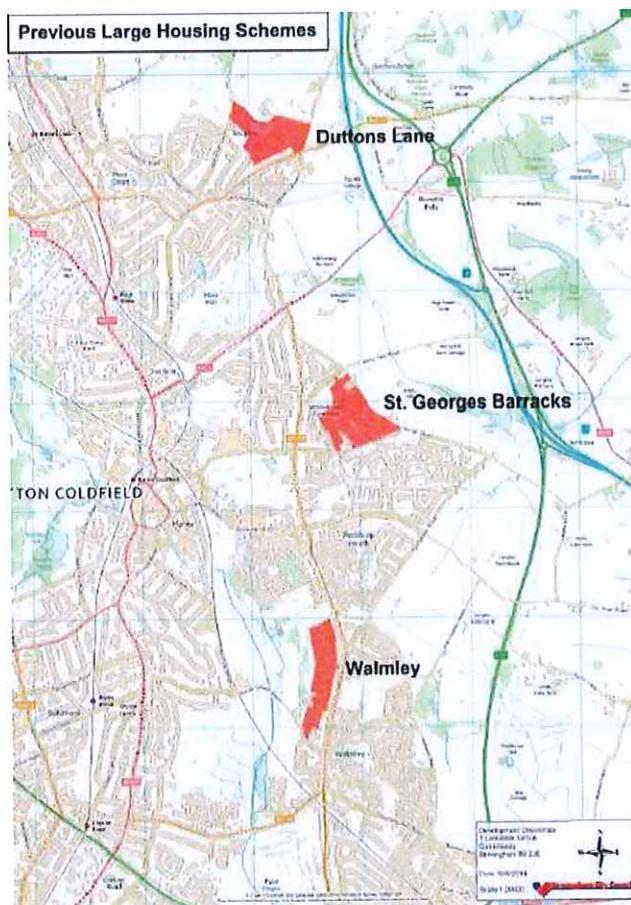
1.17 And in **Section 6** we give some overall conclusions regarding our assessment of the potential pace of housing delivery across the area and the associated implications for the delivery of infrastructure.

## 2 PAST DELIVERY ON GREEN BELT SITES IN SUTTON COLDFIELD

### Introduction: the Sutton Coldfield sites

- 2.1 In order to examine the assertions made by Savills in response to our previous report, we have first looked at the closest information to hand, relating to delivery of sites in the Sutton Coldfield area.
- 2.2 In discussion with Birmingham City Council, we have identified three such large sites taken out of the Green Belt for development. These sites included two sites at New Hall Valley and Dutton's Lane which were released through the 1993 Birmingham UDP. The first completions on these sites began in 1999. All three sites were around 500 units in size.
- 2.3 A further site at St George's Barracks became available around the same time. This was a brownfield site but displayed similar characteristics to a greenfield site in that it is located on the urban edge adjoining existing Green Belt. The location of these three sites is set out in the plan at Figure 1 below.

**Figure 1: Former Green Belt sites, Sutton Coldfield**



- 2.4 It is notable that these three sites are all within the arc of potential development areas set out in our previous report and thus it is relevant to test both our and Savills' conclusions on them, through examination of the track record of delivery since they were removed from the Green Belt. We have been unable to identify the number of outlets on each site.

## **Delivery on the three Sutton Coldfield sites.**

- 2.5 In Table 1 overleaf we set out the number of units delivered on each land parcel on each site since it was opened up<sup>4</sup>
- 2.6 As can be seen from Table 1, the maximum annual completion rate on the three sites was 422 dwellings in 2002 and the Dutton's Lane site (now known as Harvest Fields) is still under construction 15 years since development began). Whilst the global credit crunch and ensuing recessions undoubtedly have affected delivery significantly in the latter part of the period (see discussion in Section 3 below) the peak output of the three sites has only been greater than 300 units in two years (2001 and 2002) over the past fifteen, acknowledging that two of the sites were built out by 2006.
- 2.7 Of course, past delivery does not necessarily mean that the Sutton Coldfield development area(s) allocated in the BDP will perform in exactly the same way. So, in the following section we go on to consider delivery rates on Sustainable Urban Extensions nationally and examine the extent to which these Sutton Coldfield examples are representative of national trends.

---

<sup>4</sup> Data provided by Birmingham City Council.

**Table 1: Housing Completions – three Sutton Coldfield sites by year**

Site/Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	201
H7 – Sutton New Hall, Walmley Road	6	174	204	126	35	8							
H42 St. Georges Barracks, Rectory Road	15	57	136	77	102	107	22						
H1 - Duttons Lane			29	219	64	62	83	0	0	0	0	0	
<b>Totals</b>	<b>21</b>	<b>231</b>	<b>369</b>	<b>422</b>	<b>201</b>	<b>177</b>	<b>105</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	

Source: Birmingham City Council, 'BLADES'

## 3 SUSTAINABLE URBAN EXTENSIONS: AN OVERVIEW OF DELIVERY NATIONWIDE

### Introduction

- 3.1 Since the Second World War, there have been various attempts to institute a widespread housebuilding programme involving new settlements or significant expansions to existing towns and cities. These have included the New Towns, Expanded and Railway Towns, the LCC/GLC overspill estates programme, Growth Areas, Growth Points, eco-towns and the current phase of thinking around new Garden Cities – with the first proposed by the Government for Ebbsfleet in Kent.
- 3.2 Each of these initiatives has taken place in very different delivery and market conditions. The earlier programmes were almost exclusively delivered by the public sector (LAs or New Town Development Corporations) and the balance has now shifted to become very largely provided by the private sector and, with this scale of housing delivery, the volume housebuilders in particular.
- 3.3 In order to ensure relevance to the current market conditions and prevailing policy context, we have therefore focused our research on recent delivery experience, dating back approximately to the previous (Labour) Government's Growth Areas & Growth Points programmes of the last decade (although of course not all SUEs were designated under either of these programmes).
- 3.4 It is acknowledged that during that period (2008 and onwards) the UK has undergone the longest and deepest economic recession in living memory and the property industry has been particularly badly hit. Nonetheless we do have a good evidence base from the boom years immediately pre-recession. As a cyclical market, one would expect at least one more property recession between now and 2031 in any event, irrespective of any Government macro-economic or fiscal adjustments seeking to avoid such an outcome.
- 3.5 So, whilst there was a marked reduction in delivery across the country in the recessionary and post-recessionary period, we have enough evidence from the pre-recessionary period to put this into perspective and draw conclusions on likely delivery rates moving forward. During the immediate pre-recessionary period, the economy was of course particularly buoyant and delivery rates high.

### The nationwide evidence base

- 3.6 The mechanisms for increasing delivery of housing nationwide have been much debated of late in both the property and mainstream press. The challenges facing the industry in increasing delivery are well documented. For example, a recent report by Knight Frank<sup>5</sup> based in part upon a survey of the volume housebuilders, concluded

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<sup>5</sup> Knight Frank Residential Research, *Building Momentum, Housebuilding Report*, May 2014.

that there is insufficient capacity in the property industry to increase delivery nationwide in excess of 200,000 units pa. Indeed only 6% of respondents to the Knight Frank survey thought that this would be possible.<sup>6</sup> The report notes that the rate of delivery has been broadly stable (allowing for fluctuations in the market) at around this figure, for the last forty years or so – see Figure 1 below.

**Figure 2: Historic delivery of housing in England**



Source: Knight Frank, after DCLG

3.7 Figure 2 above also gives more credence to the assertion at paragraph 2.5 that we have enough evidence to draw conclusions about likely delivery rates moving forward. It is also reasonable to assume that given the nationwide context, the volume housebuilders would not wish to get drawn into an overly competitive environment in one area – because the demand vs supply situation means that they could spread the risk by developing elsewhere.

## CLG & University of Glasgow Research

3.8 This study<sup>7</sup>, based on research undertaken in the immediate pre-recessionary period, presented the results of a literature review, survey work amongst 18 national housebuilders and an examination of one large site developed by ten separate companies. It concluded, *inter alia*:

*“Government policy and industry practice have thus combined to encourage developer caution about the ability of local housing markets to ‘absorb’ new-build supply. This finds expression in unambitious build-out rates.”* And

<sup>6</sup> *ibid*, p.4.

<sup>7</sup> DCLG & University of Glasgow, *Factors Affecting Housing Build Out Rates*, February 2008

*“Even if substantially more land were to be released by the planning system, it is likely that housing developers will take a considerable length of time before responding by bidding at lower land acquisition prices and building out more quickly.”<sup>8</sup>*

- 3.9 The study noted that market differentiation was important, with different developers present on a large site serving different sectors of the market, otherwise as noted by one respondent there was a risk that competition would result in diminishing returns – one respondent noting that on a 1200 unit scheme in Southern England, several developers all provided similar family-type housing and as a result:

*“The market was swamped and sales virtually ground to a halt. To gain maximum advantage from splitting, products on adjacent sites should be quite distinct”<sup>9</sup>*

- 3.10 Of further relevance to the Sutton Coldfield situation is the study's conclusions relating to the distance between development sites considered by developers to be competitive to their own. This varies considerably according to the type of location involved, as follows:

**Table 2: Perceived Competition Limits for Individual Developments**

<b>Table 9: Perceived Competition Limits for Individual Developments</b>		
<i>Development Type</i>	<i>Miles</i>	
	<i>Mean</i>	<i>SD</i>
A partments in outer London	2.40	2.79
A partments in outer London	3.88	3.48
A partments in major provincial city centres	2.73	2.48
A partments within major provincial cities but beyond the city centre	3.37	2.54
Houses on greenfield sites on the edge of major provincial cities	6.00	3.96
Houses on greenfield sites on the edge of small and medium-sized towns	5.62	2.78
Houses on greenfield sites in mainly rural areas	7.97	4.09

**Note:** SD = Standard Deviation, see original source for explanation.

**Source:** CLG & University of Glasgow

- 3.11 The Sutton Coldfield options would fall within the category ‘Houses on greenfield sites on the edge of major provincial cities’ in the table above. This suggests that the mean distance between sites which would be considered to be competitive as 6.00

<sup>8</sup> *ibid*, Executive Summary, p.2

<sup>9</sup> *ibid*, p.8

miles. As Savills note<sup>10</sup>, the distance north-south of the Sutton Coldfield 'arc' is 6.2 miles. Given the CLG & University of Glasgow's conclusions, it would suggest that the volume housebuilders would consider developments on more than one option to be competitive and hence be likely to dampen the developers' assumptions in respect of build-out rates.

- 3.12 These initial assumptions were found by CLG & the University of Glasgow to be critical. Once development had commenced external factors (such as demand) were unlikely to result in increased build-out rates:

*"If housing demand changes after the point of site acquisition, most developers are generally reluctant to alter their planned production rates. Whether demand rises or falls, most prefer to alter prices or incentives. Companies generally see production rates as a marginal factor that cannot generally be varied very far from what was planned."*<sup>11</sup>

- 3.13 These production rates are based upon what developers consider to be the likely sales rate. The CLG/University of Glasgow research found that sales rates varied between 40-80 units on each outlet, according to the size of developer. The volume housebuilders generally fell at slightly more than one unit per week (55.83 units pa).<sup>12</sup> This is consistent with our experience across the Practice.

## Hourigan Connolly Research

- 3.14 A timely report was published earlier this year<sup>13</sup>. Commissioned on behalf of Gladman Developments, a development investment company that specialises in promoting SUEs through the planning system. The report is intended to:

*"... be a useful tool in benchmarking assumptions for the delivery of housing on sites which already have planning permission and is likely to be useful in cases where there is a dispute over the extent to which such sites might deliver housing over a given period."*

- 3.15 Hourigan Connolly (HC) sought to identify 100 greenfield sites across England, Scotland and Wales, of greater than 500 units, ten sites from each of the English regions plus ten sites from England & Scotland. Brownfield sites, new settlements and schemes receiving government assistance were screened out. It is thus highly relevant to this study.

- 3.16 In presenting their analysis, Hourigan Connolly noted that:

*"Importantly, of all the case study proformas received in response to the study requests, none of the sites have been completed and all are yet to deliver the*

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<sup>10</sup> Savills, p.4.

<sup>11</sup> p.2.

<sup>12</sup> p.8.

<sup>13</sup> Hourigan Connolly, *A report into the delivery of urban extensions*, February 2014.

*housing numbers originally forecast for the site in the timeframe originally forecast.*<sup>14</sup>

- 3.17 HC found that on average that the time period in England from initial concept (ie from the site originally being proposed) to grant of planning permission is 6.67 years<sup>15</sup>. And in relation to the time period from commencement of preparation of an outline planning permission:

*“Based upon the foregoing analysis of the results received from Local Authorities, it is reasonable to suggest that the delivery of houses from urban extensions takes approximately **9 years**. Whilst there are instances of speedier delivery, these are in the minority whereas there are many more examples of sites that take far longer to deliver houses, with many yet to deliver any houses at all.”*<sup>16</sup>

- 3.18 HC have produced a typical breakdown of the time periods for the planning and post-planning (delivery) phases. This is reproduced as Figure 3 overleaf.

- 3.19 In the Sutton Coldfield situation, of course, the overall clock has already started ticking (we would be in the ‘concept’ period leading up to allocation in the emerging BDP, and we understand that for the Langley proposal masterplanning has been commissioned and collation of the baseline evidence base is underway). One can assume that once a Community Infrastructure Levy regime is in place in the City, the timescale for negotiation of legal agreements ought to decrease a little, but significant s106/278 contributions would still need to be negotiated and agreed. **But based upon the HC research it would be reasonable to assume that a minimum of 5-7 years** would be needed post allocation for delivery from any of the new options. In the case of Langley, this is likely to be at the bottom of the range, as work is underway, however that may be optimistic, as demonstrated by the HC research.

- 3.20 In their research and in contrast to the earlier CLG/University of Glasgow study, HC found:

*“From analysis of those proformas received that include information on completed dwellings and from subsequent discussions with the relevant developers (including Taylor Wimpey, Barratt, David Wilson Homes, Bellway and Redrow), an **average annual delivery rate of 30 - 35 dwellings per annum** per single house builder is realistically achievable (ie of private market housing, not affordable).”*<sup>17</sup>

#### **Additional research on specific sites identified by Hourigan Connolly**

- 3.21 We have identified a cross section of relevant sites identified by HC and undertaken additional research, involving contacting the relevant LPA and/or developer(s) to update the information and attempt to plug any gaps. To avoid any distortion caused

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<sup>14</sup> p.55

<sup>15</sup> p.56.

<sup>16</sup> p.63 (original emphasis).

<sup>17</sup> p.61 (original emphasis).

by the economic recessions, HC considered completion rates up to Q1 2008 only.

We have updated this information where we have been able.

3.22At Appendix A we set out the results of this analysis for each of the individual SUEs.

Figure 3: Indicative Delivery Trajectory for SUEs

		Figure 3: Indicative Delivery Trajectory for SUEs																															
Stage	Task	2014				2015				2016				2017				2018				2019				2020							
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4				
1	Pre-PPA and outline planning application	█	█	█	█																												
2	Examination of Outline application up to revocation date					█	█	█	█	█	█	█	█																				
3	Legal agreement negotiations													█	█	█	█	█	█	█	█												
4	Outline planning permission issued																					█	█	█	█								
6	Finalised legal agreement application																					█	█	█	█	█	█	█	█				
8	Contractual negotiations																									█	█	█	█	█	█	█	█
7	Site visit																																
8	Final reserved matters application preparation and submission of information to discharge conditions precedent and technical approval																													█	█	█	█
9	Final reserved matters application consideration																																
10	Prevalent conditions application consideration																																
11	Other Technical approval																																
12	Site visit (Phase 1)																																
13	Completion of Phase 1																																

## Other potential SUEs known to us

3.23 As a multi-disciplinary development & infrastructure consultancy operating nationwide, we have been involved in the planning and promotion of a considerable number of SUEs in recent years. We have undertaken research across the Practice with a view to identifying any of them where delivery has been at the level anticipated by Savills for the Sutton Coldfield releases (between 668 and 1114 units pa).

3.24 The following SUEs were suggested as being of relevance (some of these were also examined identified by Hourigan Connolly). There is a short description of each of these SUEs set out in Appendix B.

- Lawley, Telford;
- Bradley Stoke, South Gloucestershire;
- Cranbrook, East Devon (new settlement);
- Brooklands, Milton Keynes;
- Newton Leys, Milton Keynes;
- Hampton, Peterborough;
- Filton, Bristol;
- South Worcester;
- North Whitely, Fareham, Hampshire;
- Monkton Heathfield, Taunton.

3.25 We have briefly analysed each of the schemes above as the descriptors indicate. Although we must acknowledge the impact of the 2008-12 downturns, nowhere has delivery reached the levels that Savills indicate the market would achieve in Sutton Coldfield. Since there are a range of housing markets identified including some on the outskirts of larger cities, we can only treat with caution the conclusions reached by Savills.

## Conclusions on the Sutton Coldfield sites examined in Section 2

3.26 There are a number of features demonstrated by the three Sutton Coldfield sites examined in Section 2 which are consistent with the research examined in this Section. These are, namely:

- 6-7 years from release to first delivery of housing;
- Maximum delivery on any site in one year of 219 units (suggesting 2-3 developers were present);
- Peak mean delivery of 141 units pa per site across the area (422 divided by three sites); and
- Mean delivery across the three sites of 106 units pa (1591 divided by 15 years), or 35 units pa per site as an equivalent flat trajectory ironing out the peaks and troughs of the housebuilding cycle through the years in question.

## 4 CHANGES IN THE HOUSEBUILDING MARKET: A COMMENTARY

### Dynamics post 2008

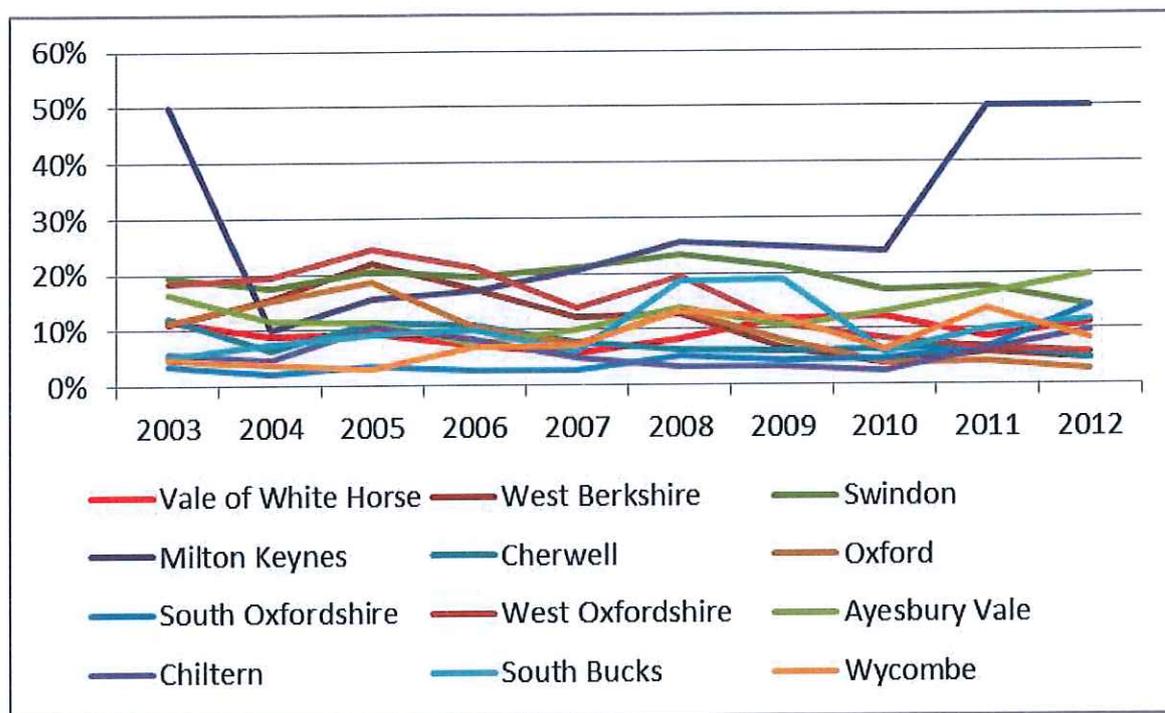
- 4.1 The global credit crunch and turbulent economic period between 2008-2012, followed by the gathering recovery (particularly in the residential sector of the property industry), have ushered in a number of significant structural changes to the housebuilding industry at local, regional and national levels.
- 4.2 In this section we outline some features of the current market which are of relevance to this study, including some aspects of original research undertaken by Simon Drummond-Hay of HDH Development & Planning.<sup>18</sup>:
- In the pre-recessionary period (ie pre-2008) there were around 7,000 outlets nationally of which 4,000 were sites of over three dwellings. In 2006 these outlets produced 2.7 units a month on average;
  - In the post-recessionary period (around 2010-11) there were about 3,200 outlets nationally, producing 2.2 units a month on average;
  - In 2014 there are 6,000 outlets nationally, producing 2.5 units a month on average;
  - In 1988 there were 12,000 builders nationally building up to 100 units pa plus 250 regional and 13 national housebuilders;
  - By 2010 this had reduced to 2,800 builders nationally, building up to 100 units pa plus 85 regional and 9 national housebuilders;
  - Generally the national total housing stock increases by 0.53% per year.
  - In the pre-recessionary period about 45% of houses were delivered on small sites, now it is just 10% nationally. In part this is due to funding constraints for small developers (and the disappearance of many of them, as noted above);
  - Since April 2013 37% of new homes sales nationally have been assisted by the Help To Buy scheme; and
  - Pre April 2013 21% were assisted under HomeBuy / NewBuy.
- 4.3 Combined, these factors show the rapid change in the sector, of particular relevance is the consolidation and reduction of developers with the financial and logistical capacity to undertake large schemes – and to use their competitive advantages including land banks to ‘squeeze’ financially smaller developers.
- 4.4 There are a number of ‘rules of thumb’ accepted by the Homebuilders’ Federation (HBF), as follows:

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<sup>18</sup> Unpublished, 2014.

- Sites of up to 100 units on a site would usually be built out by one developer;
  - Sites of 100 - 500 units (some would argue 300) would usually be built out by two developers;
  - Sites of over 500 units would usually be built out by three developers; and
  - The planning process for 1,000 houses costs about £1.5m
- 4.5 HDH conclude that these main factors affecting delivery are in line with the studies discussed in Section 3 above, namely:
- The need to provide for distinct markets (ie affordable to rent, affordable to buy, build to rent, and market housing); and
  - Within each sector there is a need to provide different products and price points, designs and personal factors.
- 4.6 Other than the CLG / University of Glasgow study discussed in Section 3, there is little published research into how development sites compete and complement each other. The English housing market is strongly influenced by internal (within England) migration and on the whole development is not specifically designed to meet the requirements, preferences and demand of the local population. It is instead, in the first instance, based on the products that developers will expect to be in highest demand.
- 4.7 In an attempt to inform the phasing and number of outlets, we have considered development in and around two towns that are growing rapidly, those being Milton Keynes and Swindon.
- 4.8 In and around Swindon, in early 2014, there were 15 active outlets. Swindon's delivery rate is about 610 units pa, of which approximately 50% were from smaller sites, which equates to circa 300 units or 20 units per outlet pa;
- 4.9 It was notable that where a developer had more than one active outlet they are geographically separate and quite different in character. Whilst the physical product in terms of buildings is not necessarily very different, the schemes are.
- 4.10A broadly comparable situation prevailed in Milton Keynes where there were 28 outlets and a similar conclusion could be drawn – although in Milton Keynes there is a greater diversity of products being offered by developers. Milton Keynes' delivery is about 1500 units pa, of which approximately 25% were from smaller sites which leaves 1,125 or so from 28 main outlets, or circa 40 per main outlet.

**Figure 4: Sales turnover as a percentage of whole market turnover.**



Source: HDH research 2014

4.11 What conclusions can we draw from the HDH research, of relevance to the Sutton Coldfield situation?

- In terms of competition, the market is likely to view all the potential outlets identified as being in competition with each other, because they are within the distances identified in Table 2 above. Indeed, Options B & C are immediately adjacent, separated only by roads or natural features and hence would be directly competitive; and
- The provision of more than 25% of output from the main outlets is limited to the exceptional case of Milton Keynes, where strategic growth was planned for many years through the New Town Development Corporation and special delivery mechanisms still exist. Without such mechanisms in place, reliance on significant output from main outlets should therefore be guarded against.

## A market-perspective commentary on the Savills' response to the previous study.

- 4.12 The rates set out by Savills in its response to our earlier study are substantially above our own advice. That earlier work is nearly 18 months old – as are Savills' comments. Their section three is very out of date now, prices and transactions are both up – but it is notable that there is now talk of a cooling (albeit slight) in the housing market. However, in our experience nowhere nationally within a similar size area as the Sutton Coldfield Green Belt 'arc' has the private developer market delivered at anywhere near even the '**conservative**' rates identified by Savills.
- 4.13 There is no doubt that generally builders are seeing more enquiries, more offers and more reservations and on the majority of sites a significant number of units are being sold off-plan. It is important to keep this in perspective through – the builders are not building a lot of stock and putting it on the market, and to a large extent the supply is being matched with demand. That is to say, they will build a few show houses but the completion of the houses for sale is much better tuned to reservations than before the downturn. This is part of the de-risking of development to ensure that should the market turn (when it does) they are not left with built but unsold stock.
- 4.14 As Savills note, it is important not to rely simply on local past delivery when considering the potential output from the sites. It is correct to note that there has been a limited land supply of big greenfield sites of estate housing, although it is wrong to suggest that simply allocating land would result in the market instantly delivering at maximum theoretical capacity.
- 4.15 Savills have assumed that each site could bear six outlets at a consistent rate of delivery – even though some of those sites are adjacent. Their calculations are based on 4 sites x 6 outlets x 50 per year = 1200 per year. In these assumptions we do not believe proper regard has been given to the relationship of sites and outlets to each other. When access points are considered, the only way to achieve the 24 outlets would be for many to be immediately adjacent and directly competing (as in the case of Options B and C). Even in the current market with the demand for housing, we do not believe this is likely to occur. This would result in direct competition between sites which is likely to have an adverse impact on prices and the consequential impact on overall viability – as demonstrated by the research work by CLG and University of Glasgow cited in Section 3 above.
- 4.16 We have not been able to rationalise the phasing assumptions that Savills have used. It would appear that Savills have assumed that all the 24 potential outlets will reach an output of 50 units per year in just one year. At present there is developer interest in some of the sites, but not all are under the control of developers. Before development can commence some of it will need to be marketed, the planning process pursued (none of the land has a planning consent) and those applications, all of which will be very major applications will need to run their course. An important element of that process will be the infrastructure (services, highways, green

infrastructure, health, education etc) as discussed in the following section. We understand that this work has commenced but is not yet complete.

- 4.17 Even when consent is granted it will take some time before development can actually get underway. Not only will the developers need to marshal their own resources but the necessary on and off site infrastructure (spine roads, SUDS etc) will need to be put in place before housing can be delivered – all of which are reasons behind the lag identified in the research cited in Section 3.
- 4.18 A further concern is which developers may wish to be involved in the sites. It is difficult to name 10 housebuilders who are active building large-scale estate housing in the area – let alone 24. Whilst, due to the scale of the area, some developers may have more than one outlet it is highly unlikely that any developer would be willing to promote what are in effect competing schemes.
- 4.19 Whilst there is no doubt that there is a strong demand for estate housing – Savills' assumptions are unrealistic, even their 'conservative' rates. The assumptions used in our previous work are prepared on a high-level basis but consider multiple outlets, a phased work up of the sites to allow the planning system to run its course and for the industry to mobilise and start on site; and reflect the fact that it takes some time for development to reach peak output. The modelling looked at different rates of delivery to reflect that development is likely to take place across multiple economic cycles and up and downs in the housing market.
- 4.20 All of these comments are backed up by the research cited in Section 3, notably the CLG / University of Glasgow and Hourigan Connolly reports.

## 5 DELIVERY OF INFRASTRUCTURE ACROSS MORE THAN ONE OPTION AREA

### Introduction

- 5.1 We have been asked to consider the implications in general for delivery of infrastructure across the area if more than one development area was to be released from the Green Belt for concurrent development.
- 5.2 If there was to be more than one option released and delivery at the pace suggested by Savills, there would need to be a significant scaling up of infrastructure across the area to support the growth. The following section focuses on utility infrastructure, but similar issues would be faced in the provision of off-site transport or community infrastructure such as schools and health facilities.

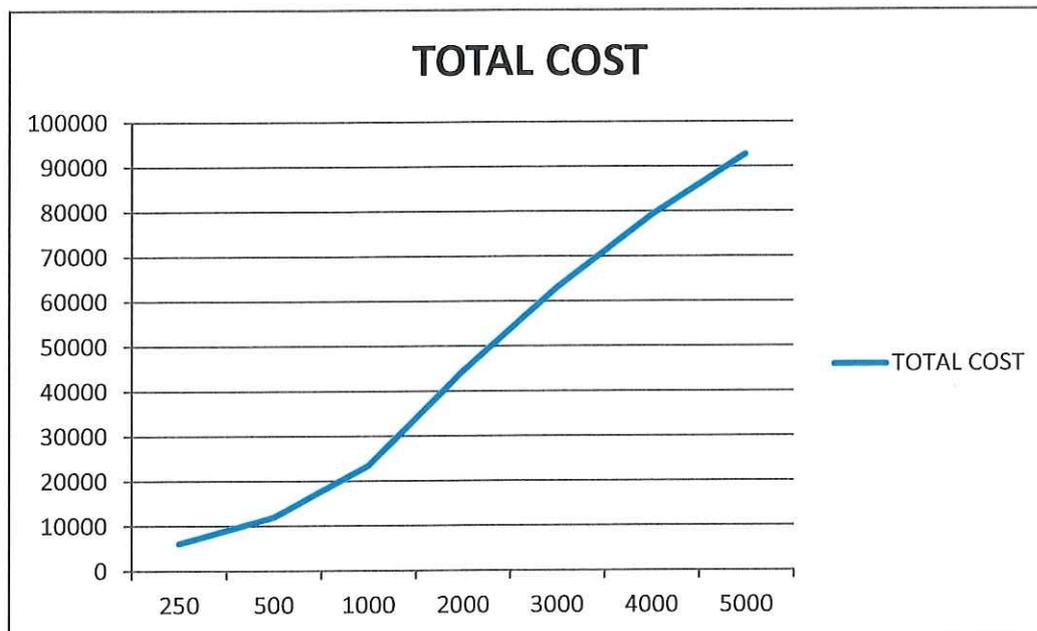
### Scaling of infrastructure requirements

- 5.3 Table 3 overleaf sets out a series of generic infrastructure costs which could be expected to be required to support growth at increasing numbers of units. The chart at Figure 5 then plots these infrastructure costs against the number of units.
- 5.4 The infrastructure costs have been derived from information collected from other projects. However as all schemes are different, any infrastructure costing work will always need to consider site specific aspects and therefore be bespoke in nature. Due to time and resource constraints, we have not been able to assess the local network in terms of capacity, so the attached schedule provides on-site generic costs only and does not consider capacity issues.
- 5.5 The proximity of some of the option areas (eg B and C) could also mean that the cumulative burden on, for example, highway infrastructure would necessitate a greater range of interventions than if the areas were more remote from one another.
- 5.6 The costs have been calculated at 35dph, the midpoint between our original 40dph and Savills' 30dph.
- 5.7 Costs for infrastructure for large developments are significantly influenced by prevailing conditions in the open energy market, and the asset management plans of Direct Network Operators. The capacity of network corridors off-site are unlikely to be able to accommodate these demands without upgrades. Utility supplies upward of 3.5MVA are likely to require a new primary sub-station and 33kV feed.
- 5.8 Assuming each residential unit is worth £150K, the schedule attached puts the infrastructure cost for 5000 units at about 12.2%.

**Table 3: Generic Infrastructure costs for numbers of housing units**

GENERIC ON-SITE INFRASTRUCTURE COSTS								
This schedule provides generic, none site specific costs for significant infrastructure elements for illustration.								
Housing Units		250	500	1000	2000	3000	4000	5000
<b>Relative development area (ha) (based on 35 resi units per ha)</b>		7	14	29	57	86	114	143
<b>Utility Demand</b>	<b>Unit</b>							
Electricity Demand	MVA	1	1	2	4	6	8	10
Gas Demand	MWh	2.6	5	10	21	31	42	52
Potable Water Demand	l/s	7	14	28	56	84	112	140
Telecoms Demand	lines	500	1000	2000	4000	6000	8000	10000
FW Drainage Demand	l/s	12	24	48	96	144	192	240
<b>Utility Infrastructure</b>								
Sub Station	£,000	181	353	688	1303	1846	2317	2715
Electricity cable (LV)	£,000	1100	2145	4180	7920	11220	14080	16500
Electricity cable (HV)	£,000	1269	2474	4821	9135	12942	16241	19032
Gas mains (90mm to 180mm)	£,000	335	653	1272	2411	3415	4285	5022
Water mains (90mm - 150mm)	£,000	409	798	1555	2946	4174	5238	6138
Comms Cable in duct	£,000	146	285	556	1054	1493	1874	2196
Foul water pipes (150mm)	£,000	181	352	687	1301	1843	2313	2711
<b>Drainage and water storage</b>								
On-site SW drains/sewers	£,000	150	293	570	1080	1530	1920	2250
Attenuation storage (ponds and underground storage)	£,000	263	512	998	1890	2678	3360	3938
<b>Roads and access</b>								
Primary Access Road 7.3m wide	£,000	1,300	2535	4940	9360	13260	16640	19500
Secondary Access Road, parking, hard standing areas	£,000	850	1658	3230	6120	8670	10880	12750
<b>TOTAL COST</b>	<b>£,000</b>	<b>6183</b>	<b>12058</b>	<b>23497</b>	<b>44520</b>	<b>63071</b>	<b>79148</b>	<b>92751</b>
<b>NOTES:</b>								
1. Costs are proportioned against the estimated costs for 250 residential units								
2. The cost estimates consider on-site costs only.								
3. Assessment assume 35 residential units per ha.								
4. All fees, charges, consultancy costs, profits, losses, taxes, interest and inflationary influences are ignored.								
5. Total estimate costs reduced by 5% for each 1000 units built to a maximum reduction of 30% overall.								
6. Storage for surface water assume a limiting discharge rate of 6l/s/ha, provided for 1 in 100 year design event.								
7. 30% allowance included for climate change effects to surface water storage.								

**Figure 5: Infrastructure costs by numbers of units**



5.9 It is highly improbable that the development industry would be able to scale up to meet this scale of delivery of infrastructure, both onsite and strategic offsite. In our experience the capacity of the utility providers and their supply chains, working alongside the development industry, is quite limited and prone to delays during periods of high demand for upgrades.

## **Implications of slower delivery across more than one development area**

5.10 Should more than one development area be released and housing delivery commence, for the reasons set out in the preceding sections we consider that the number of units produced would be slower than that predicted by Savills, such that across the area it is typical of the national average.

5.11 The inevitable consequence of this slower rate of delivery would be that trigger points for the provision of infrastructure would not be reached as per the anticipated trajectory. There is a risk that Option C (the proposed allocation in the BDP) would not deliver the critical mass of housing to trigger infrastructure provision if additional options were allocated.

5.12 This would mean that provision of new infrastructure would be delayed and the pressure on existing infrastructure, whether roads, utilities or schools, as capacity is neared would become significant. We are aware that certain elements of this infrastructure are already at capacity and reliant on the growth for additional provision.

- 5.13 A good example of this problem is in relation to primary school places. We understand that, in common with much of the country, there is little spare capacity in primary schools in the Sutton Coldfield area. Typically developments of around 1000 dwellings and over tend to have a new primary school provided within them, often delivered via a s.106 agreement between the developer(s) and the Local Education Authority, linked to trigger points of the number of dwellings on site.
- 5.14 Even where there is only one development site in the area, the programming of delivery of the new school has to be carefully undertaken; too early and many of the places will be taken by children from the surrounding urban area, forcing children in later phases of the development to commute out of the estate to other schools in the locality. Too late, and the children will already be settled in those surrounding schools and commuting patterns will be established, placing considerable additional strain on the transport system during the morning and afternoon peaks.
- 5.15 In the circumstances where there were a number of competing development areas in close proximity, it would render primary education provision planning even more problematic, especially where housing delivery would be difficult to predict other than at the high-level. Longer daily commutes could easily become the norm for some children, which would be undesirable in terms of transport and related environmental impact as well as their personal development.
- 5.16 Although this is only one example, similar challenges would be faced in the provision of other elements of physical and community infrastructure.
- 5.17 Conversely, concentrating development on one option would prevent this situation occurring since the housing trajectory would be much more predictable and the provision of new infrastructure can be linked to trigger points as is the current norm.

## 6 CONCLUSIONS

### **Ability of the market to provide across multiple option areas**

- 6.1 We have set out in this study the evidence of past delivery on former Green Belt sites in Sutton Coldfield and comparisons with recent national trends. This research has shown that the three Sutton Coldfield sites examined have performed much as the national trend would suggest, producing typical numbers of units each year and with no housing at all delivered at Harvest Field the period of downturn 2006-11.
- 6.2 This would suggest that delivery around the levels recommended in our original study would be expected, consistent with the experience on the three sites examined in the local area.
- 6.3 The national research examined, backed by our further research as set out in Appendix A, suggests that the market is highly unlikely to respond to the allocation of up to three development areas by the scaling up of delivery to the levels predicted by Savills, even at the 'conservative' levels which they identified.
- 6.4 As noted in the research cited, the housebuilding industry (particularly the volume housebuilders) is inherently cautious and this trend has been reinforced through the recent downturn.
- 6.5 So, there would be inherent resistance due to the fact that each of the areas would be viewed as in competition with each other. There would be little potential for sufficient differentiation of products and price points to enable up to 24 housebuilders to operate across the Sutton Coldfield area (even if 24 volume housebuilders operated in this market, which we doubt).
- 6.6 Furthermore, it is worth noting that the land allocated at Langley in the emerging BDP has capacity for 6,000 dwellings. This is in excess of our original recommendation at the maximum delivery rate so in effect there is some flexibility should the market perform more strongly.

### **Delivery of infrastructure across more than one option area**

- 6.7 From our high-level appraisal, we have set out the generic costs for scaling up the provision of certain infrastructure to support growth by numbers of units.
- 6.8 In our experience, we consider that the development industry would struggle to provide the necessary infrastructure to support growth at the pace predicted by Savills, even at the 'conservative' levels. The utilities providers, their supply chains, as well as the housebuilders themselves would be faced with considerable challenges year-on-year in rolling out the infrastructure on-site but more particularly

in providing the strategic enhancements required offsite to support the provision of so many additional housing units in one relatively small area.

- 6.9 Furthermore, for the reasons set out above, in our view the release of more than one development area would not be accompanied by delivery at the rates predicted by Savills. Thus the new units would be provided over a wider area and trigger points for the provision of new infrastructure would not be reached on the timescales originally predicted. This could place considerable additional strain on a range of existing infrastructure including roads, utilities and schools.



## **APPENDIX A DETAILED ANALYSIS OF DELIVERY AT SELECT SUSTAINABLE URBAN EXTENSIONS**

### **A.1 Introduction**

In the tables that follow, we set out an analysis of a cross-section of the SUEs identified by Hourigan Connolly, updated where we have been able through discussions with the LPA and/or the developer(s) themselves.

URBAN EXTENSION	Queen Elizabeth Park, Guildford				
CONCEPTION	July 1999, Guildford BC approved a development brief for Queen Elizabeth E Depot.				
PLANNED NUMBER OF DWELLINGS	450, as set in the development brief.				
SITE AREA	23 ha				
PROCESS TO DEVELOPMENT	<ul style="list-style-type: none"> <li>• First application submitted in 1999 for up to 500 units – but withdrawn</li> <li>• Outline submitted in 2001 for 525 dwellings and associated uses.</li> <li>• First reserved matters application in 2002 - 4 months between outline</li> </ul>				
START OF DEVELOPMENT	Approximately 2002				
ANNUAL DELIVERY	2002	2003	2004	2005	2006
	6	206	126	55	
TOTAL DWELLINGS TO DATE	525 between 2002 and 2008. Completed in 2008.				
HOUSEBUILDER(S)	Linden Homes / Laing Homes				
DEVELOPMENT PHASES	9 phases of development: Phase 1: The Woodlands (Linden Homes) – 30 dwellings Phase 2: Hollymount (Laing Homes) – 37 dwellings Phase 3: Regent's Circus (Linden Homes) – 30 dwellings Phase 4: The Village Green (Laing Homes) – 118 dwellings Phase 5: Mulberry Gardens (Linden Homes) – 61 dwellings Phase 6 & 8: The Lanes (Laing Homes) – 110 dwellings Phase 7: Kensington Park (Linden Homes) – 46 dwellings				
Source: A report into the delivery of urban extensions (Hourigan Connolly, 2014)					

URBAN EXTENSION	Marks Farm, Braintree									
CONCEPTION	Historical site allocation									
PLANNED NUMBER OF DWELLINGS	1,000 – as put forward in planning application									
PROCESS TO DEVELOPMENT	<ul style="list-style-type: none"> <li>• Outline planning application for 1,000 units submitted December 1988</li> <li>• RM application was submitted June 1990 for 46 units on Phase 2 and month later - July 1990.</li> <li>• Many RM applications were submitted subsequently.</li> </ul>									
START OF DEVELOPMENT	1989									
ANNUAL DELIVERY	1996	1997	1998	1999	2000	2001	2002	2003	2004	
	143	169	150	155	243	138	55	55	70	
TOTAL DWELLINGS TO DATE	First dwellings completed in 1991 but no data available until 1996. Between 1996 and 2008 Completed in 2008.									
HOUSEBUILDER(S)	Bovis were the main developer									
COUNCIL INSIGHT	Marks Farm as a development benefitted from having a single landowner and rates of delivery benefitted from the strong market in the 2000s and was near economic downturn in late 2000s.									
Source: A report into the delivery of urban extensions (Hourigan Connolly, 2014) / Catherine Carpenter (B										

URBAN EXTENSION	Pondholton Farm, Braintree (Maltings Lane)					
CONCEPTION	Historic site allocation. Development brief (1999) was adopted as SPG.					
PLANNED NUMBER OF DWELLINGS	1,100					
PROCESS TO DEVELOPMENT	<ul style="list-style-type: none"> <li>• An application for the erection of 800 dwellings, a business park, prim and associated community facilities was submitted on 30.12.91.</li> <li>• Outline planning permission was granted 08.08.00 with the S106 bein</li> <li>• Supplementary S106 agreement was signed 01/12/2004.</li> <li>• A masterplan was validated November 2000 and approved 28/06/01.</li> </ul>					
START OF DEVELOPMENT	2001					
ANNUAL DELIVERY	2002	2003	2004	2005	2006	2007
	72	206	222	119	65	85
TOTAL DWELLINGS TO DATE	849					
HOUSEBUILDER	Countryside Properties / Barratts / David Wilson Homes / Taylor Wimpey (bu					
COUNCIL INSIGHT	Delivery has been slow on the site and was dented by the recession – Coun recession the development would have finished as the market is strong in Wi the permission but it is now being raised to over 1,000 dwellings. In contrast I affected by several landowners taking to time to agree on profit share. Develk Properties Barratts, Persimmon, Taylor Wimpey.					
Source: A report into the delivery of urban extensions (Hourigan Connolly, 2014) / Catherine Carpenter (B						

URBAN EXTENSION	NE Carterton (Shilton Park), West Oxfordshire							
CONCEPTION	Expansion at Carterton was put forward for a consultation on the West Oxon 1988.							
PLANNED NUMBER OF DWELLINGS	1,499							
SITE AREA	6 ha							
PROCESS TO DEVELOPMENT	<ul style="list-style-type: none"> <li>• Site allocated in Local Plan (1997) and carried through to Local Plan (</li> <li>• Outline application in 1997 and permission granted Sept 98.</li> <li>• Reserved matters application submitted December '98 and approved matters submitted February 2000, and approved September 2000.</li> </ul>							
START OF DEVELOPMENT	2000							
ANNUAL DELIVERY	2001	2002	2003	2004	2005	2006	2007	2008
	12	90	124	139	330	175	237	22
TOTAL DWELLINGS TO DATE	Total between 2001 and 2011 was 1,499. Development completed.							
HOUSEBUILDER	David Wilson Homes; Carter Construction							
Source: A report into the delivery of urban extensions (Hourigan Connolly, 2014)								

URBAN EXTENSION	Poundbury, West Dorset						
CONCEPTION	Conceived as an urban extension to Dorchester in the 1980s.						
PLANNED NUMBER OF DWELLINGS	2,200 dwellings are expected to be built by 2025.						
SITE AREA	94.17 ha						
PROCESS TO DEVELOPMENT	<ul style="list-style-type: none"> <li>• First application submitted for a mixed use development in Jan 1989.</li> <li>• The site has been brought forward in the 1998 adopted Local Plan an Local Plan.</li> <li>• The Poundbury Development Brief was adopted in 2006.</li> <li>• The first planning application for residential development was granted matters application was submitted in early 1995.</li> <li>• The Masterplan divides Poundbury into four distinctive quarters. For c quarter corresponds to a Phase. Construction of Phase 1 of Poundbu Poundbury is approximately one third built and is planned to grow to 2</li> <li>• Poundbury is being phased according to market demand</li> </ul>						
START OF DEVELOPMENT	1993						
ANNUAL DELIVERY	1994-95	1995-96	1996-97	1997-98	1998-99	1999-00	2000-0
	38	31	38	28	47	34	16
	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-1
	108	137	97	78	74	64	75
TOTAL DWELLINGS TO DATE	Total of 1,263 dwellings between 1994 and 2013. There are 1,305 units with construction at March 2013.						
HOUSE BUILDERS, DELIVERY PHASES AND COMPLETIONS	Phase 1 Section A (P1SA)						
	<ul style="list-style-type: none"> <li>• Homes (69): 35 rented through The Guinness Trust, 34 sold privately.</li> <li>• Local builders, CG Fry &amp; Son Ltd. of Litton Cheney, won the tender at 1993.</li> <li>• Building was completed in the summer of 1996. All were sold and occ completed.</li> </ul>						
	Phase 1 Section B (P1SB)						

	<ul style="list-style-type: none"><li>• Homes (73): 20 rented through The Guinness Trust including one affordable sale.</li><li>• 73 made up of 68 houses and 5 flats.</li><li>• Builders: CG Fry &amp; Son Ltd. began in February 1996 and work was completed by May 1998.</li><li>• All were sold by May 1998.</li></ul> <p>Phase 1 Section C (P1SC)</p> <ul style="list-style-type: none"><li>• Homes (81): 22 flats, 59 houses.</li></ul> <p>Phase 2, Sections A-D:</p> <ul style="list-style-type: none"><li>• Phase 2 Sections A-D is approx. 14 acres (5.66 hectares).</li><li>• These first four sections of Phase 2 were put to tender in August 1999.</li><li>• The successful bidders CG Fry &amp; Son Ltd. commenced work on site in February 2000 and was completed in Spring 2004.</li></ul> <p>Phase 2, Section E:</p> <ul style="list-style-type: none"><li>• Phase 2 Section E is approx. 19.3 acres (7.81 hectares).</li><li>• This section of Phase 2 was put to tender in December 2001.</li><li>• The successful bidders CG Fry &amp; Son, Morrish Builders and Westbury Builders commenced work on site in Autumn 2003.</li><li>• There are 338 dwellings of which 68 are affordable.</li></ul> <p>South West Quadrant</p> <ul style="list-style-type: none"><li>• This 10acre site forming the remainder of Phase 2.</li><li>• Planning approval was granted in 2006 for 190 homes (of which 59 are affordable), shops, offices and residential accommodation.</li><li>• The development is being built by CG Fry &amp; Morrish Builders.</li><li>• The development is scheduled for completion in 2013.</li></ul> <p>Poundbury Phases 3 &amp; 4</p> <ul style="list-style-type: none"><li>• Outline planning permission was granted by West Dorset District Council in 2006 for the remainder of Poundbury (44 hectares), which will cover the northern and eastern parts of the site.</li></ul>
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Project Name

Sutton Coldfield GB sites: Phase 2

Report of Study

	<ul style="list-style-type: none"><li>• This will include 1,200 dwellings.</li></ul>
Source: A report into the delivery of urban extensions (Hourigan Connolly, 2014) / Dorset County Council ( <a href="http://duchyofcornwall.org/assets/images/documents/Poundbury_Factsheet_2013.pdf">http://duchyofcornwall.org/assets/images/documents/Poundbury_Factsheet_2013.pdf</a> )	

URBAN EXTENSION	Newcastle Great Park, Newcastle									
CONCEPTION	Strategic Land and Planning secured the site under an Option Agreement in the Council's UDP.									
PLANNED NUMBER OF DWELLINGS	2,500									
SITE AREA	1,200 acres									
PROCESS TO DEVELOPMENT	<ul style="list-style-type: none"> <li>• The site was first proposed for development in the City Council's first development</li> <li>• Plan (UDP).</li> <li>• The UDP was adopted in January 1998</li> <li>• Outline application 1999/1300/01/OUT was submitted August 1998 for</li> <li>• The scheme was called in by the Secretary of State on the 14th February</li> <li>• SoS formally allowed the development on the 8th June 2000 and planning</li> </ul>									
START OF DEVELOPMENT	2001									
ANNUAL DELIVERY	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
	4	118	194	99	77	54	106	62	181	
TOTAL DWELLINGS TO DATE	1,392 between 2001 and 2013. Delivery rates required to hit 250 completions ; rarely hit this target. Development is split into several 'cells' – A to I. See table									
HOUSEBUILDER(S)	Persimmon Homes / Taylor Wimpey									

**NEWCASTLE GREAT PARK - Possible Build Out (AUG 2013) Amended by Persimmon Homes**

July (2014)

	Land Resource Ref.	Net area	Capacity	2001/2	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Cell H	2640	5.7	175	4	109	81	1															
Cell I 'Melbury'	2641	22.3	500		9	133	98	77	54	81	21	27										
Cell G 'Greenside'	2642	19.2	326							25	41	39	57	60	43	40	21					
Cell F 'Town Centre' <sup>(1)</sup>	4569+2649	n/k	300									82									43	50
Cell F 'East Village'	4568	3.3	82									33	39	10								
Cell F 'Brunton Grange'	4565	9.2	282										23	70	65	90	34					
Cell F Phase 2 'South of Town Centre'	4568	10.5	332													10	60	80	80	80	22	
Cell F (Phase 3 (East of Town Centre) (Reserved Land) <sup>(2)</sup>	East of 2649 North of 4568	0.8	50																		25	25
Cell C <sup>(3)</sup>	2646	10.5	430													60	100	100	75	70	25	
Cell E <sup>(4)</sup>	2647	5	200														50	50	50	50		
Cell D <sup>(4)</sup>	2643	28.2	800															40	70	70	70	
Cell A <sup>(5)</sup>	2644	47.3	1,200																		20	100
Western expansion area <sup>(6)</sup>	4959		1,000																			
<b>Totals (excluding 4706)</b>			<b>5,677</b>	<b>4</b>	<b>118</b>	<b>194</b>	<b>99</b>	<b>77</b>	<b>54</b>	<b>106</b>	<b>62</b>	<b>181</b>	<b>119</b>	<b>140</b>	<b>108</b>	<b>200</b>	<b>215</b>	<b>230</b>	<b>245</b>	<b>270</b>	<b>255</b>	<b>245</b>
<b>Totals (cumulative)</b>				<b>4</b>	<b>122</b>	<b>318</b>	<b>415</b>	<b>492</b>	<b>546</b>	<b>652</b>	<b>714</b>	<b>895</b>	<b>1,014</b>	<b>1,154</b>	<b>1,262</b>	<b>1,462</b>	<b>1,677</b>	<b>1,907</b>	<b>2,152</b>	<b>2,422</b>	<b>2,677</b>	<b>2,922</b>

← Core Strategy P

Total outturn to 1 July 2013

1,317

Annual average

117

- Notes Explaining rational and logic behind increased build outs and ensure it is realistic and deliverable in accordance with the NPPF and Core S**
- 1 Planning Permission for 40 Sheltered / 38 Affordable - Current Master plan allows detailed applications at F1/F9A and F9B to provide further 75 units / 1 urban form
  - 2 Safeguarded land, can be built upon once Planning issues are understood on Cells D+A
  - 3 Expansion of Market offer allows for further outlets to be brought forward. Up to 4 outlets (Charles Church, Persimmon High Density, Persimmon Low Builds) Explains High Completion Rate.
  - 4 Cells E+D will come forward alongside Cell F phase 2 later build. Higher Later build out due to move of TW + PH + CC outlets onto site.
  - 5 Cell A will come forward alongside Cell D as Cell F build starts to "Wind Down" to allow output to be retained. Build moved forward due to earlier Cell F increased to accommodate multiple outlets + possible land sales.
  - 6 Western Expansion brought forward in conjunction with Cells A+ D to maintain output. (Years 2029-30 increased build to represent all outlets moved c

Source: A report into the delivery of urban extensions (Hourigan Connolly, 2014) / Core Strategy and Urban Newcastle – Proposed Submission Representations on behalf of Persimmon Homes and Charles Church.

URBAN EXTENSION	Charlton Hayes, South Gloucestershire					
CONCEPTION	Site allocated in South Gloucestershire Local Plan (adopted 2006) through Policing					
PLANNED NUMBER OF DWELLINGS	2,200 - 2,400					
SITE AREA	96 ha					
PROCESS TO DEVELOPMENT	Charlton Hayes – total 2,400 homes. This is now a well-established housing site complete or under construction and a further 250 homes with reserved matters approved and detailed design codes for Phases 2 and 3 approved and further Reserved Matters and more expected early in 2014.					
START OF DEVELOPMENT	2010-11					
ANNUAL DELIVERY	2010-11	2011-12	2012-13			
	83	87	141			
TOTAL DWELLINGS TO DATE	361					
NO. OF OUTLETS AND DELIVERY PER OUTLET	<b>Site Location</b>	<b>Site Ref.</b>	<b>Developer(s)</b>	<b>Date planning consent granted</b>	<b>Year Site Complete</b>	<b>Number of years when completions recorded</b>
	Sea Stores, Yate	0123	Taylor Wimpey	27/09/2010	2013/2014	3.0
	Charlton Hayes, Patchway	0008h	Barratt Homes	19/06/2012	2013/2014	1.0
	Hammonds Grove, Patchway	0008f	Bovis Homes	22/11/2011	2013/2014	1.5
	Charlton Hayes, Patchway	0008c	Bovis Homes	25/03/2010	2013/2014	2.0
	Land off Southway Drive, Warmley	0041	J A Pye/ Bellway Homes	05/09/2005	2013/2014	1.5
	Charlton Hayes, Patchway	0008e	Bovis Homes	19/09/2011	2012/2013	1.0
	Charlton Hayes, Patchway	0008b	Bovis Homes	14/07/2009	2012/2013	3.0
	Charlton Hayes, Patchway	0008a	Bovis Homes	12/08/2009	2011/2012	1.5

Source: South Glos AMR; email request to Council

## APPENDIX B: SUSTAINABLE URBAN EXTENSIONS SUGGESTED FOR COMPARISON

### **Lawley Village, Telford and Wrekin**

Outline permission granted in 2005 for 3,300 dwellings. First phase reserved matters were approved in 2007 with first completions in 2008. But major infrastructure development halted housebuilding, and remaining units in first phase were finished in 2012.

The site has delivered 417 dwellings of 3,300 identified at inception.

(Hourigan Connolly, 2014)

### **Bradley Stoke, South Gloucester**

From the latest AMR there were only two examples for Bradley Stoke in respect of sales outlets. The two sites totalled about 400 dwellings. These were dismissed as they were under 500 units, and because Charlton Hayes is a better case study as it planned for 2,200 dwellings and is located close to Bradley Stoke.)

### **Cranbrook, East Devon (new settlement)**

This site was originally planned for up to 3,500 dwellings in the Devon Structure Plan (2004), but was increased in the Local Plan to 6,000.

The site was granted permission in 2005 subject to completion of s106. This took five years to resolve with planning permission granted in 2010.

First reserved matters for 1,100 dwellings was granted in 2011 with first completions in 2012.

(Hourigan Connolly 2014)

### **Brooklands, Milton Keynes**

Brooklands is part of the Brooklands / Broughton Gate development, which was allocated in the Milton Keynes Local Plan (2005) for 4,000 dwellings.

The outline application for Brooklands (2,500 dwellings) was submitted in 2005, and was subsequently granted in 2006 with the s106 completed in 2007. First reserved matters were submitted 12 months later.

First completions were in 2008 and steady delivery has followed since.

(Hourigan Connolly 2014)

### **Newton Leys, Milton Keynes**

Information on this site was scarce from monitoring reports. At best development was expected to come forward in late 2000s but was delayed, and would be delivered over a 10 year period. 2011-12 AMR states that 121 dwellings were completed.

### **Hampton, Peterborough**

Hampton was granted outline permission in 1991 for 5,200 dwellings, which was subsequently increased to 6,900.

First completions were in 1997. By 2013, 4,313 dwellings have been completed. Delivery expected to continue beyond the Core Strategy plan period which finishes in 2026.

(Peterborough AMR; Housing Development in Peterborough, 2013)

### **Filton, Bristol**

Three of six phases have been completed and the remaining are under construction. Core Strategy states it will be phased up to 2016. Detail not clear in the AMR.

(South Glos AMR / Core Strategy.)

### **South Worcester**

Outline applications were submitted in 2013 for the urban extension as it crosses three local authority areas. The outline proposes up to 2,204 dwellings as part of a mixed-use development. The application has not been approved on the Council's application portal.

(<http://www.worcester.gov.uk/index.php?id=2851>)

### **North Whiteley, Fareham, Hampshire**

North Whiteley is part of a larger allocation for 1,480 dwellings in the Council's Core Strategy. Whiteley is allocated for 180 dwellings, but an outline application has not yet been submitted.

(North of Whiteley Development Forum / Fareham Core Strategy)

### **Monkton Heathfield, Taunton**

Originally allocated for 1,000 dwellings in the Council's Local Plan (2004), it was increased to 4,500 as a strategic allocation in the RSS. Although the RSS did not progress, the Council's Core Strategy included the site as an allocation for 3,500, in addition to the 1,000 in the Local Plan.

Project Name

Sutton Coldfield GB sites: Phase 2

Report of Study

The outline application for phase 1 (effectively the Local Plan allocation) was submitted in 2005 for 900 and refused, but granted at appeal in 2007. Development started in 2012. Phase 2 application not yet submitted.

(Hourigan Connolly 2014)



Recent Case Experience:  
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## 5-Year Land Supply

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The Turner Morum Development Consultancy Team has been involved in various 5-year land supply instructions where our role has been to assess, monitor and analyse the land supply assumptions of the Local Authorities, and to advise whether they can robustly demonstrate that they have 5-year housing land supply. We are regularly involved in associated planning appeals, providing proofs of evidence and expert witness evidence where necessary. Below are some examples of recent 5-year land supply instructions:-

### **BOROUGH COUNCIL OF WELLINGBOROUGH (BCW)**

#### **Redrow Homes**

We were instructed to undertake an evaluation of BCW's suggested 5-year land supply, to support Redrow's proposed 85 unit scheme in Earls Barton. Our assessment looked at each of the Local Authority's key sites, considering any constraints on delivery and taking into account various issues including housing construction rates, assumptions for infrastructure delivery, local market competition & potential market saturation.

For the purposes of the public inquiry we provided a written proof of evidence and provided expert witness evidence given under cross examination. Our evidence was accepted by the Planning Inspector, who agreed that the Council could not demonstrate an adequate 5-year land supply (although the appeal was eventually overturned by the Secretary of State for non-land supply reasons).

We were also subsequently instructed by Aberdeen Asset Management, Barwood and Bowbridge Land to re-assess the BCW 5-year land supply, in all cases concluding that an adequate 5-year housing land supply did not exist.

### **SOUTH NORTHAMPTONSHIRE COUNCIL (SNC)**

#### **Redrow Homes Ltd**

Redrow instructed us to undertake a 5-year land supply assessment of SNC to support an appeal on their site in Pottersbury. Working with Barton Willmore and Connells, a detailed proof of evidence was produced assessing the delivering of the key sites in South Northamptonshire. In the lead-up to the Public Inquiry, a meeting was held with SNC which enabled a position to be agreed with the Council on all of the key sites.

### **CANTERBURY CITY COUNCIL (CCC)**

#### **Pentland Homes Ltd**

We were instructed to undertake an assessment of the 5-year land supply published by CCC to support submissions in respect of the emerging Local Plan. A detailed report was prepared and submitted based upon our detailed research, which involved reviewing the viability of each of the key sites, seeking to demonstrate that many were financially non-viable and thus unlikely to be delivered within the timeframe suggested by CCC.

### **NORTH NORFOLK DISTRICT COUNCIL (NNDC)**

#### **Gladmans Strategic Land**

Gladmans appointed us to carry out a review of NNDC's suggested 5-year housing land supply, which was provided as a written report. This assessment required us to draw upon a number of our housebuilder contacts in order to ascertain when they saw the key sites coming forward and at what rate, identifying any potential delivery problems.

## The Team

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### John Turner BSc (Hons) MRICS

BSc (Hons) Estate Management  
Member: Royal Institution of Chartered Surveyors 1977



After starting his career in the Valuation Office Agency, and following 10-years in Development Consultancy at DTZ (formerly Debenham Tewson & Chinnocks), John Turner set up Turner Morum in 1991.

Within the firm John heads up the Development Consultancy Team and has wide experience of advising on several of the country's largest and most complicated schemes. A particular skill comprises computer modelling of large scale developments, including sensitivity, viability and valuation analysis. John has provided expert reports and witness evidence at numerous public inquiries, arbitrations and court cases.

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### Thomas Hegan BSc (Hons) MRICS

BSc (Hons) Real Estate Valuation and Management  
Member: Royal Institution of Chartered Surveyors 2009



Tom joined Turner Morum in 2007 and was made Partner in 2013. Responsibilities in this role include producing development appraisals, built to incorporate large amounts of variable information with high levels of accuracy on site development capacity and value. Tom specialises in viability and valuation advice, and has been involved in bringing forward some of the key strategic sites across the country. Tom is a specialist in residual valuations, cashflow appraisals and review mechanisms.

In addition, Tom's role is to provide Expert Reports and Witness Evidence at public inquiries, arbitrations and court cases, and all other development consultancy matters. Tom is also an accredited expert and has undertaken the advanced professional award in expert witness evidence.

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## Nick Bignall BSc (Hons) MSc MRICS

BSc (Hons) Land Management  
MSc Urban Planning and Development  
Member: Royal Institution of Chartered Surveyors 2013



Nick joined Turner Morum in 2010 and was promoted to Associate in 2015. Nick works mainly alongside Tom Hegan and John Turner, carrying out detailed financial modelling of development scenarios, specialising in complex development appraisals and cashflows, allowing our clients to easily test sensitivities within particular valuation and viability assessments.

Nick is a specialist in residual valuations, cashflow appraisals, review mechanisms, 5-year housing land supply assessments and proofs of evidence. Nick regularly produces detailed reports explaining and justifying inputs, setting out the conclusions of our detailed analysis, and negotiating planning consents on behalf of our clients.

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## Samuel Carson BA (Hons)

BA (Hons) Property Development and Planning



Sam joined the Development Team in March 2014 to work closely with Tom Hegan and Nick Bignall, mainly working on development appraisals and associated analysis on residential-led schemes across the country. His primary role is assisting the team with the production of these valuation models. He is a specialist in researching and analysing proposed local authority 5-year housing land supply housing trajectories. Sam is currently undertaking his APC to become a Chartered Surveyor.

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## Ramsay Evans BA (Hons)

BA (Hons) Property Development and Planning



Ramsay joined the Development Team in April 2014 to work closely with Tom Hegan and Nick Bignall in the production of development appraisals for residential schemes throughout the country. Ramsay provides specialist assistance, constructing valuation models and carrying out sensitivity analysis to inform the valuation outcomes. Ramsay assists with the production of detailed reports and the analysis of 5-year housing land supply trajectories. Ramsay is currently undertaking his APC to become a Chartered Surveyor.

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## Public Sector Clients



# Private Sector Clients

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