

Environment & Transport Directorate Internal Memorandum

To: Martha Hughes

From: Mike Taylor
X4086

Date: 4/6/2020

Ref: 2020/36461

Application: Omega Zone 8, West of Omega South and South of the M62, St Helens

Adjacent Authority Application (St Helens Council) - Erection of a B8 logistics warehouse, with ancillary offices, associated car parking, infrastructure and landscaping; and Outline Planning Permission for Manufacturing (B2) and Logistics (B8) development with ancillary offices and associated access infrastructure works (detailed matters of appearance, landscaping, layout and scale are reserved for subsequent approval) St Helens Council Ref P/2020/0061

I refer to your memo requesting highway comments.

Response:

No highway objections subject to conditions and S106 Agreement.

Summary

Application lies within St Helens boundary although access is achieved via Warrington's road network.

Means of access is via Catalina Way which is wide 10m carriageway road with footway/cycle facilities and is appropriate for level of development.

Existing network is appropriate to cater for development subject to improvements works at M62 J8.

Assessment is subject to concession of any consented B1 development within Omega. Additional pedestrian/cycle access is provided via Omega Boulevard which also creates an emergency access point.

Site is not served by public transport but appropriate provision can be secured via a S106 Agreement.

Development should be incorporated into existing Omega Travel Plan management to influence movements to the site.

Access arrangements require approval of Warrington Council as Highway Authority and any planning approval does not imply tacit consent should any issues of concern be outstanding.

Comments:

The application is for a full application for the erection of a B8 warehouse combined with an outline application for B2/B8 development with all matters except for access reserved. The site is located adjacent to the Omega development area but is located within St Helens although access to it is achieved via the Warrington road network; the

boundary is at the western end of Catalina Way. The application is accompanied by a Transport Assessment (TA) and additional information has been provided to address issues related to the potential impact on the road network and in particular M62 J8.

The wider Omega area benefits from good walking and cycling infrastructure implemented as the area has developed but the site is located at the western extent of Omega and the primary access is achieved via Catalina Way; which is currently a cul-de-sac approximately 600m long with a shared footway/cycleway on its southern side. In order to provide better pedestrian/cycle permeability it is proposed to implement a new pedestrian/cycleway access point connecting to Omega Boulevard at the roundabout junction with Orion Boulevard and running between the Mountpark development (new Royal Mail Hub and the Delivery Group units) and Lingley Mere Business Park. This new link can also operate as an emergency access point and can be ensured by condition.

To provide appropriate permeability through the site these two pedestrian/cycle accesses should be inter-connected to the existing pedestrian bridge that crosses the M62 at the northwest corner of the site. This can be ensured by condition. The initial accessibility assessment within the TA incorrectly assumed cyclist movements via this northwest route and the isochrones showing potential cycling range to the northwest are incorrect; however, this does not affect cyclist accessibility within Warrington.

Although a number of bus services operate in the area none are sufficiently close enough to serve the site adequately and are outside recommended walking distance. Given the nature of the proposed development and likely reliance on shift pattern working the most appropriate means of adequately serving the site is by a diversion to the existing B52 service. This service was created through commitment secured under previous applications for the Omega wider area and has since become commercially successful. However, it is tailored to suit existing businesses within Omega and does not utilise Catalina Way.

Discussion with the Council's Specialist Transport Services Team have indicated that in view of the uncertainty of occupier information in respect of employment base, peak demand periods, additional capacity for existing journeys and potential for new journeys (including different arrival times) for a development of this scale it is appropriate to seek funding towards a diversion/enhancement of the B52 service to allow suitable connection to public transport; this will require a contribution of £180,000 per year for five years. The possibility of diverting the existing No.13 service to serve daytime staff may be included in this commitment. This would likely require a S106 Agreement between the applicant, the Planning Authority and Warrington Borough Council.

Bus stop facilities will be required within the site but these can be ensured by condition.

The Sankey for Penketh and newly opened Warrington West railway stations are outside recommended walking distance but are accessible by cycle and the opportunity exists for connections by public transport.

As highlighted above the primary access is via Catalina Way which is 10m wide and subject to a 30mph speed limit. This is considered appropriate to serve the level of development proposed and a junction capacity assessment of the Catalina Way/Omega Boulevard roundabout indicates that the junction will continue to operate well within capacity with no capacity or queuing issues.

The impact on the wider road network has also been subject to capacity assessment and indicates minimal impact on the surrounding network. The capacity assessments take account of committed development throughout the area and include the new residential proposals within Omega (which replaces consented office space). This

approach is considered acceptable in highway terms but does require a commitment to ensure that no consented B1 development will proceed should this application be granted; should this commitment not be secured then additional traffic modelling and assessment will be required.

There is a slight impact to the Kingswood Road traffic signal junction at Burtonwood Road but this is connected primarily to the addition of a new arm proposed to serve the new Omega residential area (under planning application 2019/36241) and the junction will still operate within capacity.

Increased movements are shown through the Whittle Avenue roundabout which indicate an impact on the operation of the southbound Burtonwood Road approach arm in the evening peak period but also that the impact is less than that if committed office development were to be built; it is considered that this is primarily attributable to the new residential proposals. Additional improvement works are already committed for this junction as part of a programme of works secured under previous Omega applications.

The key impact occurs at M62 Junction 8 where conditions at the M62 westbound off-slip, the southern circulatory carriageway and the Skyline Drive arm combine to highlight capacity and queuing issues.

To address these issues a mitigation scheme has been agreed which involves the reallocation of road space using road markings to accommodate two traffic lanes from the westbound off-slip through to Skyline Drive and physical works to create a two lane entry and exit arrangement at Skyline Drive continuing through to the new roundabout at Fairchild Road. The physical works to Skyline Drive create additional capacity at the entry arm and also ensure that no traffic movements at the exit arm will create potential obstruction that may affect capacity through the circulatory carriageway.

The mitigation works are considered appropriate and can be secured by condition.

The TA references a Workplace Travel Plan Framework but the Council already provide a successful Travel Plan for the Omega area primarily dealing with the existing industrial/commercial units and allowing a co-ordinated approach to securing appropriate successful sustainable transport solutions. Discussions with the Council's Smarter Travel Choices Manager, who manages the existing Omega Travel Plan have indicated that a contribution of £10,000 per year over a period of ten years would be appropriate. This would likely require a S106 Agreement between the applicant, the Planning Authority and Warrington Borough Council. Individual units would also be required to produce bespoke plans that would tie into the wider Omega approach; this can be ensured by condition.

The internal arrangements of the site lie within St Helens, however, tracking diagrams and a capacity assessment of the proposed roundabout serving as the access point from Catalina Way to the wider proposed development have been undertaken and the layout appears appropriate to cater for anticipated movements. Detailed tracking diagrams have also been provided for the proposed B8 unit and these demonstrate that appropriate access can be achieved.

Parking provision for the B8 unit does not meet Warrington's current parking standards but is understood that it has been provided with the specific operations of the proposed occupier in mind. The level of parking provision is a matter for St Helens but it may be appropriate for any consent to be limited to a named occupier. On-street parking, particularly related to heavy goods vehicles, has been an issue in and around Omega and extensive parking restrictions are in force on the Warrington road network to prevent indiscriminate parking issues; it is likely that similar restrictions would be required on the new road network formed by this development.

The design and construction of the proposed road layout raises some practical issues in respect of appropriate specification, adoption and future maintenance not least due to the remoteness of the site from the St Helens highway network. Although such issues can be addressed as part of any detailed design process it would be appropriate to impose a condition relating to future management and maintenance of the new layout.

The fact that the application will be determined by St Helens as Planning Authority also raises some issues in that tacit consent of the Highway Authority may not be imposed by any planning consent. Given that the sole means of access, both primary and secondary/emergency, requires works to Warrington's highway ongoing co-operation is sought in respect of imposed conditions and S106 obligations resulting from the planning consultation exercise so that no procedural issues arise should and when Highway Authority consent for works be sought.

No Public Rights of Way within Warrington are affected by the proposal.

Proposed highway works will require the developer to enter into a S278 Agreement with the Council with all works being funded by the developer at nil cost to the Council.

Subject to the following S106 contributions and conditions there are no objections to the proposal.

Required S106 Contributions/Obligations to satisfy Warrington Highway issues

A commitment to ensure that no consented B1 development will proceed within Omega should this application be granted.

A figure of £180,000 per year for a maximum period of five years to secure a diversion/enhancement of the B52 service and potential diversion of the No.13 service to allow suitable public transport provision for the new units. Details to be agreed in consultation with the Council's Specialist Transport Services Manager.

A figure of £10,000 per year for a minimum period of ten years to allow a co-ordinated approach to Travel Planning and alignment with the existing Omega Travel Plan. Details to be agreed in consultation with the Council's Smarter Travel Choices Manager.

Required Conditions to satisfy Warrington Highway issues

1. Except for site clearance and remediation no development shall commence until a Road Phasing and Completion Plan has been submitted to and approved in writing by the Local Planning Authority. The Road Phasing and Completion Plan shall set out the development phases and the standards to which roads serving each phase of the development will be completed.

Reason: To ensure that roads serving the development are completed and thereafter maintained to an acceptable standard in the interests of safety; to ensure a satisfactory appearance to the highway infrastructure serving the development; and to safeguard the visual amenities of the locality and users of the highway.

2. Except for site clearance and remediation no development shall commence until details of the proposed arrangements for future management and maintenance of the proposed roads within the development have been submitted to and approved in writing by the Local Planning Authority. The roads shall thereafter be maintained in accordance with the approved management and maintenance details until such times as a private management and

maintenance company has been established or until such time as an agreement has been entered into under the Highways Act 1980.

Reason: To ensure that roads serving the development are maintained to an acceptable standard in the interests of safety; to ensure a satisfactory appearance to the highway infrastructure serving the development; and to safeguard the visual amenities of the locality and users of the highway.

3. The development hereby approved shall be limited to the following gross floor areas within the Use Class categories defined by the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended), (or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification):

Use Class B2 - 61650sq.metres;

Use Class B8 - 143850sq.metres.

Reason: To ensure that the highway network is adequate to cater for the proposed development.

4. The development shall provide internal connected pedestrian/cycle links north to the M62 overbridge of PRow 102, west to Catalina Way and west to Omega Boulevard/Orion Boulevard to the principles of Chetwoods Drawing No. 4150-CA-00-00-DR-A-05100/SK9.

Reason: To ensure adequate accessibility to the wider area and encourage non-car modes of transport.

5. Except for site clearance and remediation no development shall commence until a scheme for the design and construction of off-site highway improvement works, including timetable for implementation, has been submitted to and approved in writing by the Local Planning Authority. For avoidance of doubt, the works shall include:

- i. Reallocation of road space at M62 J8 to the principles of WSP Drawing No. 11191042_SK326/A

- ii. Widening of Skyline Drive between M62 J8 and Fairchild Road to the principles of WSP Drawing No. 11191042_SK329/A

- iii. Pedestrian/cycle infrastructure works necessary to facilitate the highway works

- iv. Replacement/upgrade of street lighting necessary as part of the detailed design.

- iv. Drainage works necessary to facilitate the highway works.

The approved scheme shall include Road Safety Audit and subsequently be implemented prior to first occupation of the development hereby approved.

Reason: To ensure that the sufficient measures are taken such that the highway network can accommodate the development and that the traffic generated does not exacerbate unsatisfactory highway or transportation conditions.

6. Except for site clearance and remediation no development shall commence until a scheme for the design and construction of off-site highway improvement works, including timetable for implementation, has been submitted to and approved in writing by the Local Planning Authority. For avoidance of doubt, the works shall include:

- i. Creation of a pedestrian/cycle/emergency link between the site and Omega Boulevard/Orion Boulevard.

- ii. Replacement/upgrade of street lighting necessary as part of the detailed design.
- iii. Drainage works necessary to facilitate the highway works.

The approved scheme shall include Road Safety Audit and subsequently be implemented prior to first occupation of the development hereby approved.

Reason: To ensure adequate access for emergency services, accessibility to the wider area and encourage non-car modes of transport.

7. Except for site clearance and remediation no development commence until a scheme for the design and construction of the site access point to Catalina Way has been submitted to and approved in writing by the Local Planning Authority. The access shall be designed in accordance with the principles set out in the approved drawings.

For the avoidance of doubt, the site access shall include pedestrian/cycle linkage and details of the interface between the respective highway boundaries.

The approved schemes shall subsequently be constructed and completed prior to first occupation of the development hereby approved. The access shall be kept available for use at all times.

Reason: In order that the Council is satisfied that the highway works are carried out to the appropriate standard and to enable vehicles to enter and leave the premises in a safe manner without causing a hazard to other road users in the interests of road safety.

8. The development shall not be implemented until the surface water drainage of the site has been designed to prevent the discharge of water on to the public highway within Warrington. The drainage design shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To prevent unnecessary surface water from being deposited on to the highway thus causing a potential source of danger to other road users.

9. Prior to the commencement of any works on site, the developer shall provide in writing a Construction, Highways & Environmental Management Plan (CHEMP) to the LPA for written approval. The CHEMP shall review all demolition and construction operations proposed on site including logistics. It shall cover as a minimum the following areas of work on a phase by phase basis, identifying appropriate mitigation measures as necessary:

A. Highway and Traffic

Construction traffic routes, including provision for access to the site. Entrance/exit from the site for visitors/contractors/deliveries.

Temporary roads/areas of hard standing.

Schedule for large vehicles delivering/exporting materials to and from site and details of manoeuvring arrangements. *For the avoidance of doubt all construction vehicles shall load/unload within the confines of the site and not on the highway.*

Details of street sweeping/street cleansing/wheel wash facilities.

B Site layout and Storage

Proposed locations of Site Compound Areas.

Siting of temporary containers.

Location of directional signage within the site.

Parking for contractors, site operatives and visitors.

Identification of working space and extent of areas to be temporarily enclosed and secured during each phase of demolition/construction.
Storage of materials and large/heavy vehicles/machinery on site.

C Environmental Controls

Proposed Construction Hours, Proposed delivery hours to site, Phasing of works including start/finish dates.

Details of activity on site outside the stated construction hours, e.g. workers / security on site, movement, setting up or dismantling of equipment, lighting, installation of services, etc.

Environmental mitigation measures, including noise & vibration, dust and air quality measures mitigation measures including consideration of using low emission non-road mobile machinery. Details for the recycling/storage/disposal of waste resulting from the site. Consideration for joining a Considerate Contractors Scheme.

Once approved in writing, all identified measures within the CHEMP shall be implemented in accordance with the requirements therein and shall be reviewed on a regular basis and in case of receipt of any justified complaint. The CHEMP and agreed requirements therein shall remain in force for the duration of all construction activities on site.

Any changes to the identified CHEMP mitigation measures from either the regular review process or following receipt of a complaint shall be forwarded to the Local Planning Authority within 24hrs of a change being agreed or implemented.

The development shall be carried out in accordance with the approved plan, unless otherwise agreed in writing with the Local Planning Authority.

Reason: To ensure that adequate on-site provision is made for construction traffic, including allowance for the safe circulation, manoeuvring, loading and unloading of vehicles, as well as parking, and to reduce impact on residential amenity and the general amenity of surrounding occupiers.

10. Prior to occupation of the development hereby permitted bus stop/shelter infrastructure shall be provided within the development site in accordance with precise scheme details that have first been submitted to, and approved in writing by, the Local Planning Authority.

Reason: To establish measures to encourage more sustainable non-car modes of transport and ensure that the development is sustainable.

11. The development shall not be occupied until the owners and occupiers of the site have appointed a Travel Plan Co-ordinator. The Travel Plan Co-ordinator shall be responsible for the implementation, delivery, monitoring and promotion of the Travel Plan, including the day-to-day management of the steps identified to secure the sustainable transport initiatives. The details (name, address, telephone number and email address) of the Travel Plan Co-ordinator shall be notified to the Local Planning Authority upon appointment and immediately upon any change.

Reason: To ensure that an approved Travel Plan is implemented, in order to establish sustainable, non-car modes of transport.

12. Within 3 months of each unit of development being brought into use a Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall include immediate, continuing and long-term measures to promote and encourage alternative modes of transport to the single-

occupancy car. For the avoidance of doubt, the Travel Plan shall include, but not be limited to:

- a) Involvement of employees
- b) Information on existing transport policies, services and facilities, travel behaviour and attitudes
- c) Access for all modes of transport
- d) Targets for mode share
- e) Resource allocation including Travel Plan Co-ordinator and budget
- f) A parking management strategy
- g) A marketing and communications strategy
- h) Appropriate measures and actions to reduce car dependence and encourage sustainable travel
- i) An action plan including a timetable for the implementation of each such element of h above
- j) Mechanisms for monitoring, reviewing and implementing the travel plan

Each approved Travel Plan shall be implemented in accordance with the timetable contained therein and shall continue to be implemented as long as any part of the development is occupied and in use.

An annual report shall be submitted to the Council no later than 1 month following the anniversary of the first occupation of the development for a period of 3 years. The annual report shall include a review of the Travel Plan measures, monitoring data and an updated action plan.

Reason: To maximise opportunities for travel by modes of transport other than the private car, and to ensure that the development is sustainable.

Suggested additional conditions (or alternatively worded)

13. The B8 logistics warehouse approved in full under this permission shall be occupied by T.J. Morris Limited only. Any subsequent change of occupier shall provide a detailed assessment of parking requirements in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority.

Reason: Reason: To ensure adequate parking provision is made thereby avoiding hazards caused by indiscriminate parking.

14. A scheme for the provision of electric vehicle charging points, or passive provision, shall be submitted to and agreed in writing with the Local Planning Authority. The agreed scheme shall be provided prior to first occupation of each unit and retained as such thereafter.

Reason: To ensure that appropriate provision for current and future electric and electric/hybrid vehicles and encourage more sustainable means of transport.

Informatives:

1. It is an offence to carry out any works within the public highway without permission of the Highway Authority. The grant of planning permission will require the applicant to enter into a S278 Agreement with the Council as Highway Authority. The applicant is advised to contact the Council's Traffic Management, Road Safety & Adoptions Team on 01925 443248 to ascertain the details of such an agreement and the information to be provided. For the avoidance of doubt all works shall be carried out at nil cost to the Council.

2. The applicant is reminded that it is an offence to allow material to be carried from the site and deposited on or cause damage to the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and will prosecute persistent offenders under Sections 131, 148 & 149 of the Highways Act 1980.

Mike Taylor
Team Leader – Transport Development Control