



Northern Gateway, Flintshire

FRAMEWORK MASTERPLAN – Key Requirements



**Flintshire County Council
August 2013**

Contents

- 1. Introduction**
- 2. Site Location, Context and Analysis**
- 3. Planning Policy Context/Mix of Uses**
- 4. Phasing**
- 5. Framework Master plan – Key Requirements**
- 6. Developer Obligations**

1. Introduction

The Northern Gateway mixed use development site occupies a strategic location, not only within Flintshire, but also in a sub-regional and national spatial context. Located next to Deeside Industrial Park, a major centre for employment, the site lies strategically within the wider Deeside area, and is well served by the local trunk road network.

The site is now part of, and integral to, the larger Deeside Enterprise Zone (EZ) designated by the Welsh Government in September 2011, to bring forward investment and new jobs, particularly in the advanced manufacturing sector. The benefits of EZ status include the provision via public funding of major infrastructure investment (access and flood risk), and a desire to enhance accessibility via public transport, and to provide a quality living and working environment.

The site is allocated in the adopted Flintshire Unitary Development Plan as a strategic mixed use development site. This is an important employment driven project, which has to maximise the unique physical assets of the site and to integrate a substantial residential community.

This master plan framework has been produced to guide the development of a vision and master plan to demonstrate how this objective will be achieved.

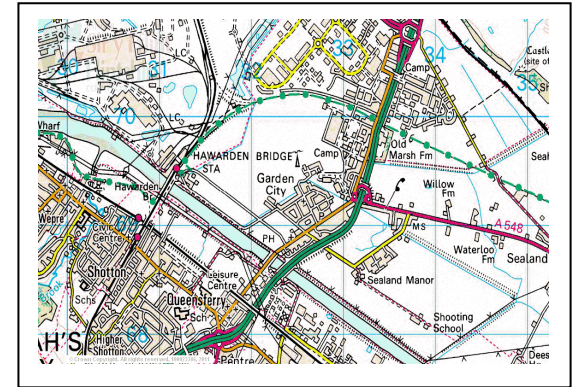
2. Site Location, Context and Analysis

The site is located within the urban fringe about 1.5km north of Queensferry and adjacent to Garden City. Immediately to the north is the Bangor to Chester Sustrans cycleway and footpath and Deeside Industrial Park. To the west and south west is agricultural land, beyond which is the River Dee. To the east is residential development and the Old Welsh Road beyond which is the A494 trunk road. The site comprises brownfield land formerly occupied by RAF buildings and green fields. The only existing access is on the east side, to Old Welsh Road. The site includes existing council owned industrial units to the north of, and accessed through, Garden City.

This is a complex scheme and successful planning and development of the site requires an overall vision that responds to the particular character of the site and its context.

A thorough analysis of the site is required, beginning with flood risk and the required mitigation, and integrated with a design framework that will unlock the site's potential and maximise the quality of what can be achieved.

The following site analysis diagram highlights some of the key factors which should be taken into account when analysing the site's potential, and developing a design response to it.



Northern Gateway Framework Masterplan

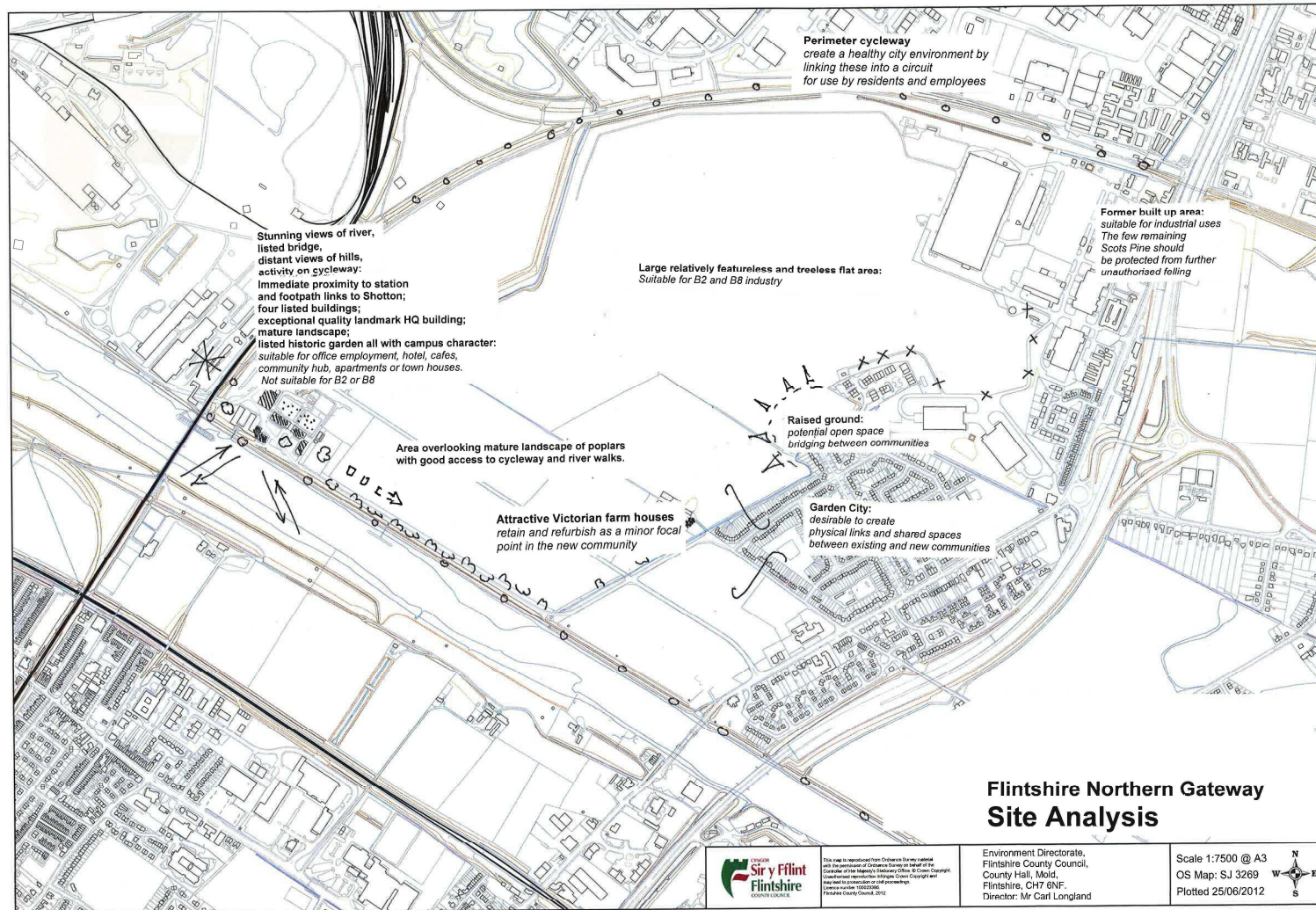


Fig 1. Site Analysis

3. Planning Policy Context/Mix of Uses

The site is located within the Deeside Development Zone in the adopted UDP and within the Enterprise Zone recently declared by the Welsh Government. This area is of strategic economic importance within the sub-region of eastern Flintshire, west Cheshire and the Wirral - forming the 'Northern Gateway' to the County. The application site forms part of a larger area allocated for general employment land.

The majority of the northern boundary of the site abuts the route of a former railway line which is protected by Policy AC7. The application site and land to the west and south is located within an area at risk from flooding and the criteria associated with Policy EWP17 sets out the tests which must be met by new development.

The central premise for the Northern Gateway site is, and always has been, to provide a sustainable employment driven mixed use development in the heart of Deeside. The site has local, regional and national significance and is recognised widely as having the potential to deliver significant economic and community benefits. However, the site also has significant infrastructure challenges to overcome in the form of highways infrastructure and traffic management, as well as major flood consequences mitigation. All of this was recognised by the Council when it made the allocation in the UDP, which it did on the basis of there being clearly demonstrated solutions to both of these issues.

Given the nature of the allocation it is self-evident that the allocation must be considered as a whole in order to bring forward its successful development, the delivery of appropriate infrastructure improvements, and securing benefits to the local community and the economy of Flintshire. That is why the UDP states:

HSG2A Strategic Mixed Use Development: Land North West of Garden City

Land to the North West of Garden City, as shown on the Proposals Map, is allocated as a Strategic Mixed Use Development site. Development will be phased over the Plan period and should comprise the following key elements:

i. 20-25 hectares of housing land (at least 650 dwellings), 30% of which will be sought as affordable housing;

ii. 98 hectares of employment land predominantly for B8 uses, supported by B1 and B2 uses;

iii. The provision of enhanced and/or new school facilities, health facilities, a community building, convenience retail provision, civic space and other related community requirements;

iv. 40 hectares of parkland area comprising informal, formal and equipped public open space with appropriate pedestrian and cycle linkages to the housing, employment and surrounding areas;

v. Improved points of vehicular access to the site including the potential upgrading of the Drome Corner interchange to provide for a full grade separated interchange;

Continued....

Northern Gateway Framework Masterplan

"A detailed development brief will need to be produced and agreed, which will contain a master plan for the overall development, a design statement and a schedule identifying the phasing of development and associated infrastructure improvements required at each stage".

The policy also requires any proposal to incorporate "appropriate and acceptable flood risk mitigation measures", in accordance with the development solution produced to support the allocation of the site, agreed with the EAW (now NRW). Any variation from this, or an alternative solution, would require NRW approval in order for the council to be satisfied.

The policy also requires a comprehensive transport solution, delivering appropriate access, traffic circulation and management, as well as other network improvements as deemed necessary. The successful development and delivery of this site therefore has to be based on acceptable solutions to both of these issues being identified.

At the time of the UDP Inquiry the council was supportive of a draft Planning and Development Brief produced jointly by the two site owners at the time (MoD and Pochin Goodman) which set out the context and approach to developing this site. Whilst not adopted planning guidance, and notwithstanding the change of ownership of the MoD land to Praxis, the requirement for such a framework is essential to guide the phasing and form of development on this site.

Pre-application advice given regarding the acceptability of the applications by both Pochins and Praxis, was in terms of any application submitted that was not for the full extent of the site, would need to be accompanied by and clearly justified in terms of a master plan for the whole site, which demonstrated how the proposal could be delivered in the context of the UDP Policy requirements, and the wider context of the whole site. The need for an 'NRW approved' flood mitigation scheme was also re-emphasised,

vi. Other improvements necessary to the highway infrastructure and local highway network to accommodate the likely traffic generated by the development;

vii. Incorporation of a SUDS drainage system and improvements necessary to the existing drainage infrastructure to accommodate the development;

viii. Enhanced public transport provision and linkages to the site.

Detailed proposals will need to demonstrate that the proposed development incorporates appropriate and acceptable flood risk mitigation measures, in accordance with the development solution identified and agreed with the Environment Agency Wales in the flood consequences assessment carried out to support the allocation of this site.

A detailed development brief will need to be produced and agreed, which will contain a master plan for the overall development, a design statement, and a schedule identifying the phasing of development and associated infrastructure improvements required at each stage.

Detailed development proposals will be required to demonstrate that the proposed development will not have a significant adverse effect on water resources through the submission of a water abstraction / resources assessment.

Northern Gateway Framework Masterplan

as was the need to phase the early delivery of employment development.

As the emerging schemes submitted by the two site owners differ from the original parameters set out in the UDP policy (e.g. much greater quantum of commercial development and housing) these need to be fully justified as part of a master plan for the site.

The Council has developed this framework in order to assist the two land owners in producing consistent and connected master plans for the whole development site, which need to incorporate supporting information such as that listed below, which is expanded upon in section 4:

- ✓ Landscape strategy;
- ✓ Ecological Mitigation and Enhancement Strategy;
- ✓ An acceptable Flood Mitigation Solution;
- ✓ An acceptable Transport Implementation Strategy;
- ✓ Details of the connectivity of the site to the wider network with consideration of public transport enhancements, cycling and walking including phasing proposals;
- ✓ Urban design study and integration of the site with Garden City;
- ✓ Acceptable scheme for the provision of affordable housing;
- ✓ Scheme for the adequate drainage of the site, disposal of foul water, availability of water supply, SUDS.

4. Phasing

The phasing as set out below is taken from details provided within the respective masterplans for both development partners. The delivery of elements of each site is subject to market demands for the respective land uses and is likely to vary from that set out below. Both developers are also at slightly different stages in terms of planning consents at the time of writing, however there is general conformity between the two proposed development strategies. Site wide infrastructure requirements and connectivity between the two halves of the site are set in the masterplan framework and will be secured by future detailed reserved matters applications and through the discharge of conditions.

| PRAXIS | | POCHIN/GOODMAN | |
|---------------|--|-----------------------|--|
| Year 1 | River Dee Embankment Strengthening works | Year 1 | River Dee Embankment Strengthening works |
| Year 1 | Road and landscape infrastructure including flood mitigation | Year 1 | Infrastructure including estate road from Welsh road to Hawarden Bridge Station. Flood Prevention/Alleviation works to create flood storage and development platforms. Completion of parkland area. Diversion of Shotwick Brook. |
| Years 1-3 | <ul style="list-style-type: none"> • Employment Plot C (B2/B8) 7.18 ha • District Centre Plot A (Public House, hotel, restaurant, small shops, crèche and doctors surgery, (A1,A2,A3,B1, C1,D1, D2) 2.22 ha • Residential Development Pod's 1 – 3 Total 8.03ha | Years 1 - 12 | Residential – 50 dwellings per annum |
| Years 4-6 | <ul style="list-style-type: none"> • Employment Plot B, (A1,A2,A3,B1, C1,D1, D2) 5 hectares and Plot D (B2/B8) 11.2ha • Residential Development Pod's 3 – 6 Total 10.03 ha | Years 1 – 2 | Employment Uses - Technology/Logistics Park 25,000m ² (including B1/B2/B8) |
| Years 6 - 8 | <ul style="list-style-type: none"> • Employment Plots E (B2/B8) 19.73 ha and F (B2/B8) 6.23 ha • Residential Development Pod's 7 – 9 Total 7.46 ha | Years 2 - 5 | Employment Uses – Mixed Use Campus/Logistics Park and local retail 95,000m ² (including B1/B2/B8/C1/C2/D1/A1) |

5. Northern Gateway Framework Masterplan – Key Requirements

| Key requirements that the masterplan must address | |
|---|--|
| URBAN DESIGN | |
| - General Principles | <p><i>The Riverside Campus</i> The river side site has potential to generate significant community and commercial benefits. The riverside location is south facing and sits beside well used pedestrian route leading between Chester and the Flintshire coast. The listed and locally listed buildings on site form an attractive campus in a mature tree covered landscape dominated by the imposing landmark of the former steelworks HQ building. This character must be retained and reinforced with high quality new buildings and spaces along the riverfront. This potential can be realised if those uses which would benefit from the riverside location are located next to the river and those uses which would harm the riverside location are located away from the river.</p> <p><i>The New Garden City</i> The site is fringed by attractive cycle routes and walkways. The opportunity must be taken to link the cycle routes into a network across the site providing a choice of circular jogging and cycle routes linking the green spaces fringing the area. All routes should lead naturally to the riverside campus. The area should be developed to encourage healthy and sustainable living and working. This could be a low car use residential area, as rail links are potentially excellent.</p> |
| - Riverside campus | <ul style="list-style-type: none"> ✓ Uses which would benefit from the riverside location should be located next to the river. This should be a mixed use area which includes the potential for a training and skills centre, offices and light industrial (B1). This area could also include uses such as hotels, leisure, pubs and restaurants to maximise the potential of the south facing riverside location. ✓ The scale of buildings must relate to that of listed and locally listed buildings. ✓ The layout should respect the registered historic garden. ✓ The campus character should be extended to all new development close to the riverside. |
| - B1, B2 and B8 uses | <ul style="list-style-type: none"> ✓ Deliver sustainable design. ✓ Largely windowless buildings should be placed in the central relatively featureless area of the site and not be located near the river or listed buildings and gardens. |

| Topic | Key requirements that the masterplan must address |
|---|---|
| <ul style="list-style-type: none"> - Commercial and community uses - Circulation and open space | <ul style="list-style-type: none"> ✓ Buildings should be arranged in a neighbourly relationship with each other and with the public realm. ✓ Animate external spaces and movement corridors through the placement of office frontages. ✓ Pinch points and open spaces should be designed to create interest along routes. ✓ Frontages must be arranged so that windows and entrances are arranged to overlook public spaces and roads. ✓ Entrances must be positioned close to the points of access to give priority to pedestrian and cycle access. ✓ Locate service yards that are screened as far as possible from the public realm by buildings ✓ Provision of good external lighting and surveillance from the buildings will enhance security particularly in shared service areas. ✓ Commercial areas should be located at site approaches to create attractive gateways and maximise passing trade. |
| <ul style="list-style-type: none"> - Residential areas | <ul style="list-style-type: none"> ✓ A new public park shall be created on the one area of higher ground at the eastern side of the site linking the new community with Garden City. ✓ Playing fields shall be provided on land adjacent to river at the eastern end of the site. ✓ A network of well overlooked open spaces must be created, linked by cycle ways and footpaths. ✓ The landscape barrier should be reinforced beside the northern cycleway to help soften impact of new development. ✓ Road and footpath links from residential and employment areas should connect well across the site with good and direct links to the riverside campus area. ✓ Housing should generally overlook open spaces, with a variety of densities used in different locations to emphasis their unique character and create a sense of place. ✓ Housing should be screened from B2 and B8 uses by extensive tree planting and some mounding. ✓ Housing should be well designed and should portray local design characteristics and use materials reflective of the local vernacular. ✓ Streets should be laid out to create interest through good enclosure and overlooking of public routes. ✓ Layout, parking and roads should follow the principles contained in Manual for Streets 1 and 2. |

| Topic | Key requirements that the masterplan must address |
|---|---|
| | <ul style="list-style-type: none"> ✓ Affordable housing shall be provided at a level and tenure to be negotiated to reflect local need |
| SUSTAINABLE TRANSPORT AND HIGHWAYS | |
| | <ul style="list-style-type: none"> ✓ Identify and provide for new bus services to serve the Northern Gateway site to access residential and employment areas serving the proposed developments and other relevant adjacent areas /sites/services. ✓ Provide major access/egress points to and from the Welsh Road to the Northern Gateway site taking into account the impact on local residential areas. ✓ Provide a new highway link from the northern part of the site to Zone 2 on the Deeside Industrial Park to facilitate improved vehicular access to and from the site from the strategic highway network. ✓ Provide an internal highway link between the access roads on Welsh Road from both portions of the site and the new highway link into Zone 2, linking the northern and southern parts of the site to facilitate the composite development of the Northern Gateway site. ✓ Deliver any junction improvements which are required to mitigate the impact of any development of the Northern Gateway site on the surrounding highway network. ✓ Contribute towards the development of new strategic walking and cycling routes which serve the Northern Gateway site, employment areas, public transport, local centres and schools. ✓ Provide internal walking and cycling routes to strategic links, including new links in the Deeside Enterprise Zone, public services, local centres, schools, health and public transport interchanges and stops. ✓ Contribute towards major improvements to the rail services and infrastructure at Hawarden Bridge and Shotton Rail Stations. ✓ Provide increased parking provision along the Bidston-Wrexham rail line, within the Northern Gateway site, to promote the use of public transport. ✓ Consider the provision of a new rail station on the Northern Gateway site. ✓ Develop measures through the development and promotion of workplace and residential Travel Plans to ensure that sustainable transport can be achieved and delivered in the short, medium and longer term. ✓ Acknowledge the potential for the use of the River Dee for the transportation of goods |
| SUSTAINABILITY PRINCIPLES | |
| <p>- on site / off site</p> | <ul style="list-style-type: none"> ✓ Contributions shall be made to secure a safe underpass access to the north bound platform of the adjacent Hawarden Bridge railway station. ✓ A circular route through the site shall be identified for a new bus service. |

| Topic | Key requirements that the masterplan must address |
|--|---|
| <ul style="list-style-type: none"> - lighting - water management - energy | <ul style="list-style-type: none"> ✓ A cycle circuit around the site perimeter shall be completed by creating a new cycle north south link route along the eastern edge of the site. ✓ Floodlighting of buildings, spaces or advertising signs will not be permitted. ✓ Security lighting shall be PIR activated. ✓ Loading by lighting shall be controlled to ensure it is used only when loading is taking place. ✓ Explore opportunities for low level lighting along the cycleway ✓ Opportunities should be explored to facilitate the use of green roof technology designed to encourage ground nesting birds on any buildings with a shallow roof pitch which have a roof area of greater than 400 m² ✓ A comprehensive flood mitigation scheme shall be introduced across the whole site, employing best practice in sustainable urban drainage technology. ✓ Flood mitigation and drainage areas should contribute positively to wildlife and open space corridors. ✓ An energy strategy should be prepared to support any reserved matters applications for built development to consider the feasibility of sustainable technologies and to promote the highest practicable standard of energy efficiency and resource use in developments. |
| ECOLOGY | |
| <ul style="list-style-type: none"> - protected sites - species and associated habitats | <ul style="list-style-type: none"> ✓ A fully integrated ecological strategy (i.e. for the whole site) is required, that incorporates the protection and enhancement of protected species, their associated habitats, long term management and monitoring. ✓ The plan should also ensure that there is no likely effect on the adjacent protected sites, Dee Estuary SSSI/SAC/SPA/Ramsar and River Dee SSSI/SAC. ✓ The plan needs to identify the location of retained and/or enhanced habitats for the protected species recorded on site as well as any necessary mitigation, covering: <ul style="list-style-type: none"> i) otter, water vole, badger and common lizards associated with habitats adjacent to ditches; ii) bats associated with existing buildings (John Summers and Pump house) and associated linking foraging habitats; |

| Topic | Key requirements that the masterplan must address |
|---|--|
| <ul style="list-style-type: none"> - long term management and monitoring | <ul style="list-style-type: none"> iii) Breeding birds – e.g. skylark, house martin, swallows iv) Wintering birds e.g. lapwing (mitigation unlikely to be achieved on site). ✓ The ecological plan must be informed by relevant and timely surveys especially if there are delays to the start of or phases of the development. These surveys may raise additional protected species issues which will need to be incorporated into the plan as necessary. ✓ In addition the ecological plan must be integrated with all aspects of the development including phasing, flood management and green infrastructure to avoid conflict with the ecological recommendations (Middlemarch Environmental Ltd – various reports). |
| WATER RESOURCES MANAGEMENT / FLOOD DEFENCE | |
| <ul style="list-style-type: none"> - Flood risk - Drainage - Relevant consents | <ul style="list-style-type: none"> ✓ The development must be compliant with Technical Advice Note 15 (TAN 15). We understand that the applicants have been working closely with the NRW (previously EAW) for a number of years with regard to this significant constraint. Notably in relation to the Flood Consequence Assessments and Flood Modelling. ✓ A sustainable scheme for foul and surface water management will be required over the lifetime of the development that meets the requirements of all relevant parties e.g. DC/WW, FCC (SAB), NRW etc. Adoption details and long term maintenance arrangements of the system will need to be determined and clarified. ✓ The proposed plan involves significant impacts and alterations to several Main River systems (Dee, Garden City Drain, Shotwick Brook) Numerous Flood Defence and other consents will be required from the NRW with respect to these works. Consideration of the Water Framework Directive (WFD) may be a relevant factor. |
| TREES, LANDSCAPE AND RECREATION | |
| | <ul style="list-style-type: none"> ✓ The remaining Scots pine in the northern part of the site shall be retained and protected. ✓ Retain and manage existing arboreal feature along riverside frontage to provide a visual link between the John Summers building and the Bascule Bridge (Blue Bridge). ✓ Retain existing high quality tree cover and incorporate it within the site's development. |

| Topic | Key requirements that the masterplan must address |
|---|---|
| | <ul style="list-style-type: none"> ✓ Carry out street tree planting on main link roads to a standard suitable for adoption by the highways authority. Provide a commuted sum for their subsequent management in the short to medium term (0-20 years). ✓ Follow the principles and examples contained in the Lower River Dee Corridor Green Infrastructure Action Plan. ✓ Adopt NRW's (formerly CCW) Accessible Natural Greenspace Standards (ANGSt) for public recreation. ✓ Follow the principles and guidance contained in the Town and Country Planning Association's Good Practice Guidance for Green Infrastructure and Biodiversity (http://www.tcpa.org.uk/data/files/TCPA_TWT_GI-Biodiversity-Guide.pdf). |
| BUILT CONSERVATION | |
| <ul style="list-style-type: none"> - Listed Buildings - Protected Gardens - BLIs | <ul style="list-style-type: none"> ✓ The three listed buildings must be repaired and made ready for re use employing sound conservation methods as the first phase of the riverside campus development. ✓ The entire registered Historic Garden should be reinstated in a form to be agreed with officers prior to the occupation of any new development in the Riverside Campus area. ✓ The locally listed buildings shall be repaired and made ready for re use as part of the first phase of the riverside campus development unless alternative replacement buildings are approved, in accordance with UDP policy. ✓ The setting of these historic assets shall be protected or enhanced by ensuring that new development respects and generally mirrors the scale, form and orientation of the existing pattern of development. ✓ The military wartime 'pillboxes' on the site shall be retained and made safe within the landscape areas of the development. |
| COMMUNITY INFRASTRUCTURE | |
| General requirements | Provision of appropriate community facilities as required through discussions with the existing local community and service providers. This will explore the need for – <ul style="list-style-type: none"> - a community centre - provision of health services - a variety of formal and informal public open spaces, equipped and unequipped |

Developer Obligations

The exact requirements will be agreed depending on the quantum and mix of development as the respective reserved matters or subsequent planning applications are permitted, however there will be the following site wide requirements both for on and off site improvements and infrastructure to be met either by the developer or through S106 contributions.

- Affordable housing
- Public Open space provision and maintenance
- Education provision
- Community facilities
- Health services
- Public transport infrastructure improvements and service provision (including upgrading existing rail infrastructure, bus services and facilities)
- Road infrastructure improvements on and off site
- Public Footpath/Cycleway provision and improvements
- Ecological Mitigation and Enhancements