



Kelsall & Willington



Neighbourhood Development Plan 2016- 2030 Final Submission Draft



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1 Introduction

1.1 A brief overview of Kelsall and area

Kelsall has been shaped by its geographical position in a cleft in the sandstone ridge, which crosses Cheshire from the Mersey to the Shropshire border. In the Iron Age this gap was protected by hill forts and later the Roman road of Watling Street passed through it.

The hamlet of Kelsall grew up along the road through the cleft, retaining its long, narrow elongated shape for centuries. With no ancient parish church or village green to provide a centre, as the settlement grew it straggled along the steep medieval road. Local employment in the area was provided in agriculture, forestry and quarrying.

Many of the existing lanes follow the "surveyor's roads" created at the time of the enclosures in the early 19th century. These included The Yeld, Waste Lane, Quarry Lane, renamed as such after the opening of the quarries there in 1816, but originally to give improved access to Willington, and Willington Road. Chester Road, in effect the first Kelsall bypass, was constructed in the 1830's to provide an alternative to the steep ascent at Kelsall Hill.

During this time the population of Kelsall grew from 469 in 1801 to 670 in 1901. In 1951 the population had reached 1030, 2520 by 2001, and finally 2,623 in the last 2011 Census.

The Victorian gothic church of St Phillips was completed and consecrated in 1868 and the war memorial and village institute were constructed after the Great War. A new school, replacing the former church school, was opened in 1935 on Flat Lane.



Prior to 1950 development in the village had been organic and change had been slow. The 1960's by contrast were a period of major development. The orchards off Quarry Lane gave way to Kelsborrow Way. Church Street and Hallows Drive were developed and farm land on the Old Coach Road was also developed. Later developments included Bramley Court, Church Bank and Swallow Drive, continuing a trend of filling in former areas of agricultural land. Unfortunately this development did not provide connections between the main roads of Chester Road, Old Coach Road and Quarry Lane except at their extremities.

The subsequent growth in population served to highlight the strains on the infrastructure, notably the A54 Chester Road, and also the capacity of the drainage system. The present bypass was finally completed in 1986 following a long campaign and a Public Enquiry. When the Public Enquiry was held in 1983 there was no suitable building in Kelsall in which to hold the meeting. This highlighted a previously acknowledged need for *"a Community Centre to cater for the needs of the village, to give it a positive sense of identity, to provide the social amenities that are so lacking."* (John Edwards in the first edition of KADRAS in 1974).



When in 1994, the Community Centre was opened, over £94,000 had been raised by the local community.

It was this same community spirit which fought for and then funded the development of Kelsall Green in 2008 and which at last gave the village the heart it had needed. It also impacted on the communal and natural environment in such a positive way.

It was a development in keeping with the rural landscape and that surely should be the test of any future developments in the village.

1.2 The need for a Neighbourhood Plan

The Kelsall and Willington Neighbourhood Development Plan (NDP) is the result of both an opportunity and a need.

The 2011 Localism Act introduced Neighbourhood Planning as a tool for communities small and large to achieve some influence over development in their local area. Development pressure and existing issues in our local area make it worthwhile for us to use this tool in order to introduce a better balance between market pressure and top-down development goals on one side, and the villages' needs and aspirations on the other.

Development Pressures

- Recent changes in planning legislation effectively made it easier to build, including simplification of planning policies and introduction of the National Planning Policy Framework (NPPF), with its key "presumption in favour of sustainable development".
- The designation by Cheshire West and Chester of Kelsall as a Key Service Centre in the Strategic Policies of the Local Plan (Part One). Key Service Centres are villages in the rural area deemed suitable for a higher share of housing development because of existing facilities and location, e.g. school, surgery, shops, proximity to main road.
In Kelsall's case, the adopted Local Plan (Part One) has indicated that "at least 200" new dwellings should be built in and around Kelsall over the plan period, 2010 to 2030.
- High property prices in Kelsall mean that this is a very attractive place for developers to build.

Risk Facing Kelsall

As a result, without robust local input and the robust policies a Neighbourhood Plan is able to provide, and which the local community alone has the incentive to provide, there is a real danger that housing development will be the only growth taking place in the village. This would take over the best available land in the village and leave behind inadequate amenities and services, which would affect the quality of life of current and future residents.

Scope for NDP

Kelsall's size and composition are such that the village has the critical mass and potential for a vibrant settlement with its own services and facilities. Housing is the only element that will happen without local input and management. All other aspects of the village, such as school, facilities, leisure provision, transport and infrastructure, style and layout, need additional support if they are to keep pace with housing development and ensure that the settlement of Kelsall retains its character and attractiveness for years to come,

1.3 Constraints and Legal Requirements

Even though the goal of this Plan is to implement the community's needs and aspirations, it can only do so within well-defined constraints and requirements:

It must conform to EU, national and local planning policy:

- any applicable European regulations,
- 2012 National Planning Policy Framework (NPPF),
- Cheshire West and Chester's adopted Local Plan (Part One), which is the area's main planning and development document for the period to 2030,
- existing national building regulations and other planning legislation.

Crucially, the NDP must apply the strategic policies of the Local Plan (Part One):

- Kelsall must provide at least 200 new dwellings over the plan period;
- A proportion of these must be officially designated Affordable Housing (30%).

Please refer to the Basic Conditions Statement for details of how the objectives and the detailed policies of the Kelsall and Willington NDP support, complete and implement the provisions of the above policies and legislation.

To understand the evolution of the NDP, from the issues identified to the final policies recommended in this document, it is important to bear in mind the dynamic and rapidly changing planning environment in the borough at the time this Plan was being drafted. The Cheshire West and Chester Local Plan was still being drafted, and the borough's planning policies were deemed to be "silent, absent or out-of date". The borough could not demonstrate a five-year supply of housing land as required by the NPPF.

This resulted in a number of planning permissions being granted, mainly on appeal, on sites considered to be in sustainable locations, notwithstanding objections from Cheshire West and Chester and local residents.

1.4 NDP Process and Timeline So Far

The Consultation Statement provides more detail on the NDP timeline below.

1. Kelsall Parish Landscape and Design Statement, 2007

Extensive consultation and research resulted in a well-regarded Landscape and Design Statement. However this type of document could only be a Supplementary Planning Document and did not have the desired scope to influence planning decisions.

2. Village Questionnaire and NDP Decision – 2012 / 2013

The Parish Council circulated a questionnaire to all households in Kelsall concerning likes and dislikes about the village, and preferences for development. The results were presented at a village meeting in June 2012, where attendees voted overwhelmingly for the Parish Council to proceed with a Neighbourhood Development Plan, as a means of achieving some control over housing and other development in the area.

3. NDP Drafting and Consultation, Village Meetings – 2013/14

Over the following year, the NDP group and Parish Council oversaw the assessment of issues and options and drafted NDP policies. For their work they consulted with local businesses, societies, doctors surgeries and the school.

One key question was where development should take place. The resulting draft NDP policies and assessed development directions were circulated in a newsletter to all residents, and presented at a second village meeting on July 20th, 2013, with request for further feedback.

4. Green Belt Review - 2014

As the residents' preferred location for further development was in the Green Belt off Chester Road, the NDP group pursued this option through the Cheshire West and Chester Local Plan consultation process, notably submitting representations for, and taking part in the Examination of the Local Plan.

The outcome of the Local Plan Examination was that:

- no review of the Green Belt would take place around Kelsall
- the housing growth 'target' for Kelsall and area was re-stated as "at least" 200 dwellings.

5. Drafting of Options, Site Allocation and Housing Needs Survey – Late 2014/ 2015

In Nov 2014 an additional consultation exercise was carried out, covering:

- options for developing two key sites in the centre of the village,
- designating Local Green Spaces,
- a local Housing Needs Survey.

6. Final Draft and Review of Policies, Spring to Autumn 2015

- Gather additional evidence for policies as needed
- Write NDP policies based on all consultation results and evidence available
- Initial review of policies by planning and external advisers, and Parish Council.

7. Final Community Consultation - November 2015- January 2016

The completed draft Plan was published for all residents and affected parties to express an opinion on its policies. The NDP group held several drop-in sessions during the consultation period. This consultation exercise shows the degree of support for the proposed policies, and some have been updated as necessary to reflect comments made.

1.5 What Happened in the Meantime?

While the NDP group was carrying out consultation and drafting the plan, planning permissions granted for Kelsall and its area brought the total permissions approved since 2010 – i.e. the beginning of the Local Plan period – to 189 out of the “at least 200” specified in the Local Plan.

The Parish Councils of Kelsall and Willington took the view that the production of the Plan was still very much worthwhile, since:

- The housing development is set to a MINIMUM of 200, and more applications are likely to come forward.
- National policy driving housing growth may well change again since housing is such a key area of policy.
- The NDP still applies for another 15 years at least out of the Local Plan period, until 2030, which is ample time for a number of planning applications to be pushed through, particularly with the incentive of high property and land values in the area
- Early in the process it became obvious that key points of the Plan would cover infrastructure and facilities. Those needs remain valid even as housing targets are nearly met.



1.6 Extent of NDP Area

The NDP will apply to an area larger than the Kelsall Parish boundaries, including bordering areas which are part of Delamere Parish, around the Yeld, Waste Lane and Willington. The purpose of this larger NDP Area is to enable the NDP to reduce housing development in the outlying areas, while supporting development closer to the amenities in Kelsall, according to sustainability principles.

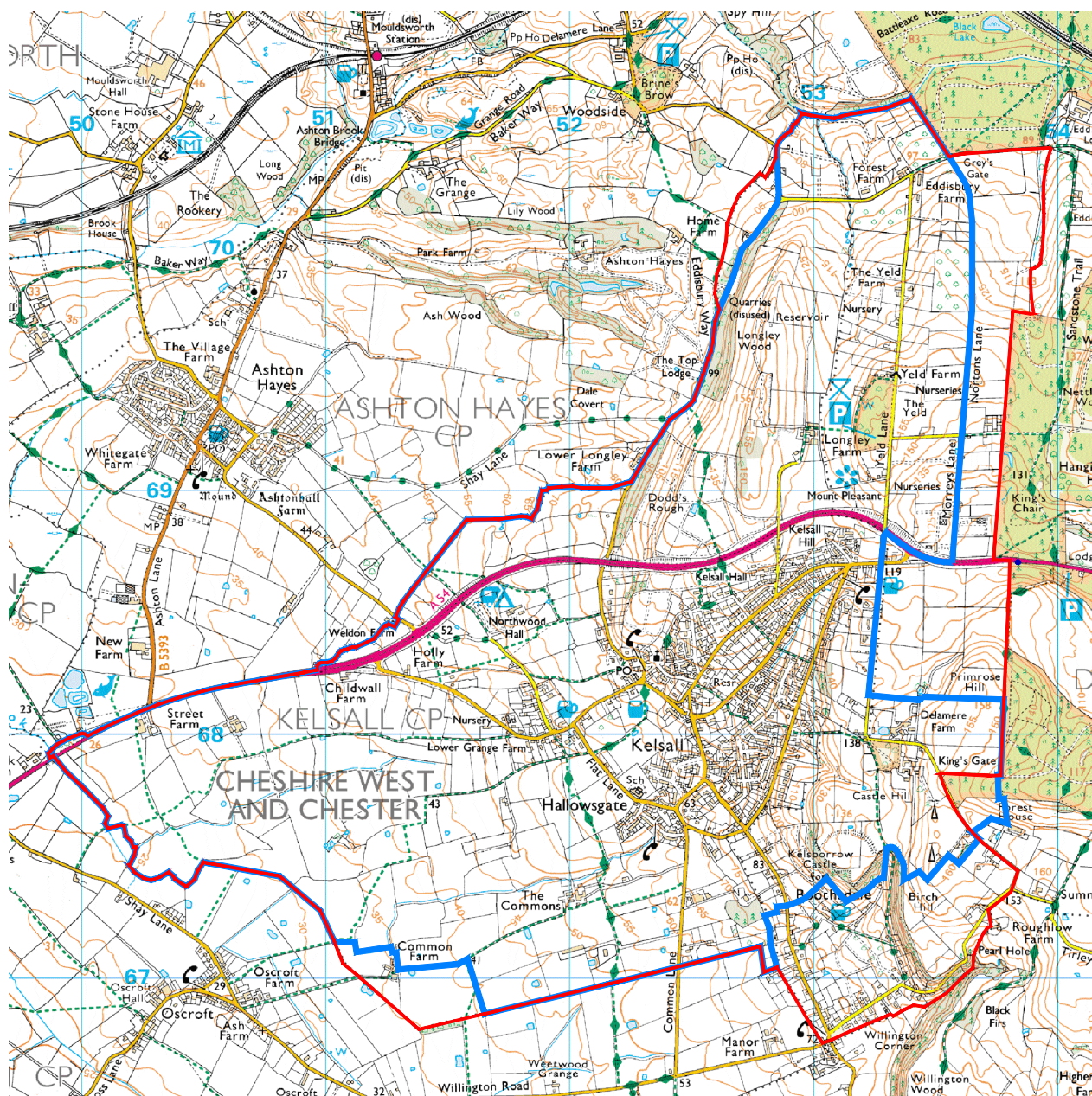
The NDP area was agreed with Delamere Parish Council in November 2013 and designated by Cheshire West and Chester on 26th November 2013. It is shown on Map 1 below ⁽¹⁾.

Delamere Parish Council is involved and consulted, with Kelsall Parish Council taking the lead on the NDP.

After the NDP area was designated, Cheshire West and Chester conducted a governance review which resulted in changes to the Parish boundaries: Kelsall Parish grew to include more of the NDP area to the east, and Willington was created as a parish in its

¹ Note on maps: all maps prepared by the NDP team are based on OS maps available under the PSMA map sharing agreement. Unfortunately the map type most suitable for this purpose is not a high priority product for OS and therefore has not yet been updated with some of the sites developed in the Kelsall area in recent years. This is the case for example for Reliance Court, Rookery Close and Thistle Close, which are completed, and also The Paddocks (Elan site) still under construction.

own right, part of which is within the NDP area. Willington PC is now also involved and consulted in preparing the NDP.



Key: Red boundary: NDP Area
Blue boundary: New Kelsall Parish Boundary

Map 1 - NDP Area and Parish Boundaries

1.7 What Happens Next?

Submission of Neighbourhood Plan

Once updated to reflect the last formal consultation comments, the Neighbourhood Plan is formally submitted to the local authority, Cheshire West and Chester, with all supporting documents, such as a Consultation Statement and also legal compliance documents.

For another 6-week mandatory period, the plan is made public and all interested parties can send feedback. Residents can comment again, as can any developers with interests in the area. These comments go directly to Cheshire West and Chester, and will be submitted to the Examiner for the next stage.

Examination of the Plan by Examiner.

With agreement from the NDP group, Cheshire West and Chester will appoint an independent planning inspector as Examiner to review the plan and all other comments. They can choose to hold a hearing, but normally base their decision on a written review. They can also suggest changes to the plan, following which the plan can proceed to:

Local Referendum

The Neighbourhood Plan will go to local referendum of all residents in the Plan area. A simple majority of those voting is needed for the plan to be approved.

The Plan is then "made", and its policies become part of the body of planning regulations used by the Cheshire West and Chester's Planning department when determining all planning applications submitted in the Neighbourhood Plan area.

2 Visions, Goals and Objectives

2.1 Vision

Kelsall and Willington will continue to be attractive and distinct rural settlements offering a high quality local living environment, with Kelsall functioning as a service centre to the local area. Facilities and services will develop in the village centre to support the increased population ⁽²⁾.

New housing should serve the needs of all sections of the population, including the elderly, while improving pedestrian and cycle accessibility.

Development will be of a density and design in keeping with the character of the area, incorporate the most sustainable features, improve green spaces, and be sensitive to the distinctive topography of the area.

2.2 Goals and Objectives

Kelsall and Willington NDP provides a local view of how the NPPF and Cheshire West and Chester's Local Plan will be implemented in Kelsall and the NDP area (unless otherwise specified, all policies in the NDP apply to the whole Plan area).

This section shows the main goals of the NDP and the objectives necessary to reach those goals.

A. Sustainable - Encourage balanced and sustainable development ⁽³⁾

- A1. Amenities and infrastructure should keep pace with housing development in Kelsall so as to provide an excellent quality of life for all residents.
- A2. Development in Kelsall should be in locations closest to amenities and suitable for its purpose.
- A3. Kelsall and Willington should remain separate settlements.

B. Environmental - Preserve the rural character and open aspect of the Plan area

- B1. To protect the long views, both from within the Plan area and of the sandstone ridge from the plains below.
- B2. To ensure that development respects village character and local topography, and contributes towards local distinctiveness.
- B3. To ensure that where development borders countryside, the edge of the built area is designed so as to achieve a soft transition into the open countryside.
- B4. To protect the landscape and character of the area from inappropriate development on residential gardens.
- B5. To ensure that heritage assets are protected from inappropriate and harmful development, and that distinctive local features are retained.
- B6. To maintain and enhance green infrastructure.

² The village centre is defined on Map 2 in the next chapter, Development Locations.

³ Sustainable development is a widely used term in planning documents: sustainability is defined as 'meeting the needs of the present without compromising the ability of future generations to meet their own needs' by Resolution 24/187 of the UN General Assembly.

- B7. To ensure that there is no net loss of biodiversity (ideally a net gain) and that proposals provide suitable compensation for the loss of any semi-natural habitat.

C. Housing - Ensure that sufficient housing provides all sections of the population with dwellings appropriate for their needs and a good quality of life

- C1. Provide the right mix of housing, in terms of size, tenure, design, and affordability to meet the needs of all sections of the population.
- C2. Meet the local need for housing for the elderly.
- C3. Improve access to Affordable Housing for people with local connections.

D. Social – Improve quality of life through accessible community facilities and services

- D1. Enhance the recreational and other community facilities in the Plan area.
- D2. Support expansion of the primary school so as to accommodate all resident children of the Plan area who wish to attend.
- D3. Support the development of community health facilities to keep pace with further housing expansion.

E. Economic – support retail, business, and employment in the village

- E1. To retain existing retail and business premises and support their growth to provide additional employment opportunities - if suitable infrastructure can be provided.
- E2. To encourage new retail premises and small-scale business enterprises.

F. Building Standards and Design – Ensure that new development is sustainable and of high quality design

- F1. Ensure that density of new housing is consistent with Kelsall village character.
- F2. Ensure that all development is sustainable and of high-quality design.
- F3. Minimise the impact of development on the environment, including water run-off.

G. Infrastructure – Use development to improve infrastructure

Although the NDP is primarily a land-use document, it can reduce development's impact on infrastructure.

- G1. Encourage reduction of car journeys by locating facilities and amenities centrally
- G2. Identify infrastructure priorities for new development, to ensure improvements through S106 agreements /CIL ⁽⁴⁾ among others.
- G3. Ensure that new developments create cycle and pedestrian connections to minimise car trips, and enhance the existing network of paths.

⁴ Community Infrastructure Levy (to date Cheshire West and Chester Council has not implemented this).

3 Development Locations

Introduction

By its nature this Plan contains policies which are to be used to determine planning decisions, and cannot mandate changes to highways. It is however proper to influence the impact of development on traffic and other highways considerations by determining WHERE development should take place.

Due to its topography, development history, and physical constraints, the road network in Kelsall does not interconnect well. As a result, driving tends to be more prevalent than could be expected for a settlement of its size, with the unhappy results of traffic congestion and lack of parking, which were well evidenced in all NDP consultation.

Roads and topography, with the added constraint of adjacent Green Belt, mean there is very limited land available for any development which is well located and benefits from good road access. Residents have expressed strong preferences that such sites are used to benefit the community, for example for facilities rather than for housing development.

This accords with national and local policy guidance that location and design of development should be considered in order to minimize car journeys, encourage pedestrian and cycle movements, and increase inclusiveness and quality of life.

It is important to bear in mind the context of the NDP: this Plan is being written when over 90% of the 20-year minimum housing requirement for Kelsall has already been built or granted permission – five years into the Local Plan period. As such we do not expect large numbers of additional housing to be permitted in the rest of the plan period. On the other hand, there is clear evidence that facilities and infrastructure are strained, and further housing development could jeopardise their improvement, since nearly all suitable land has already been used.

NDP priorities are now to ensure that facilities and services keep pace with housing growth already permitted, and that some specific housing comes forward to address specific local needs.

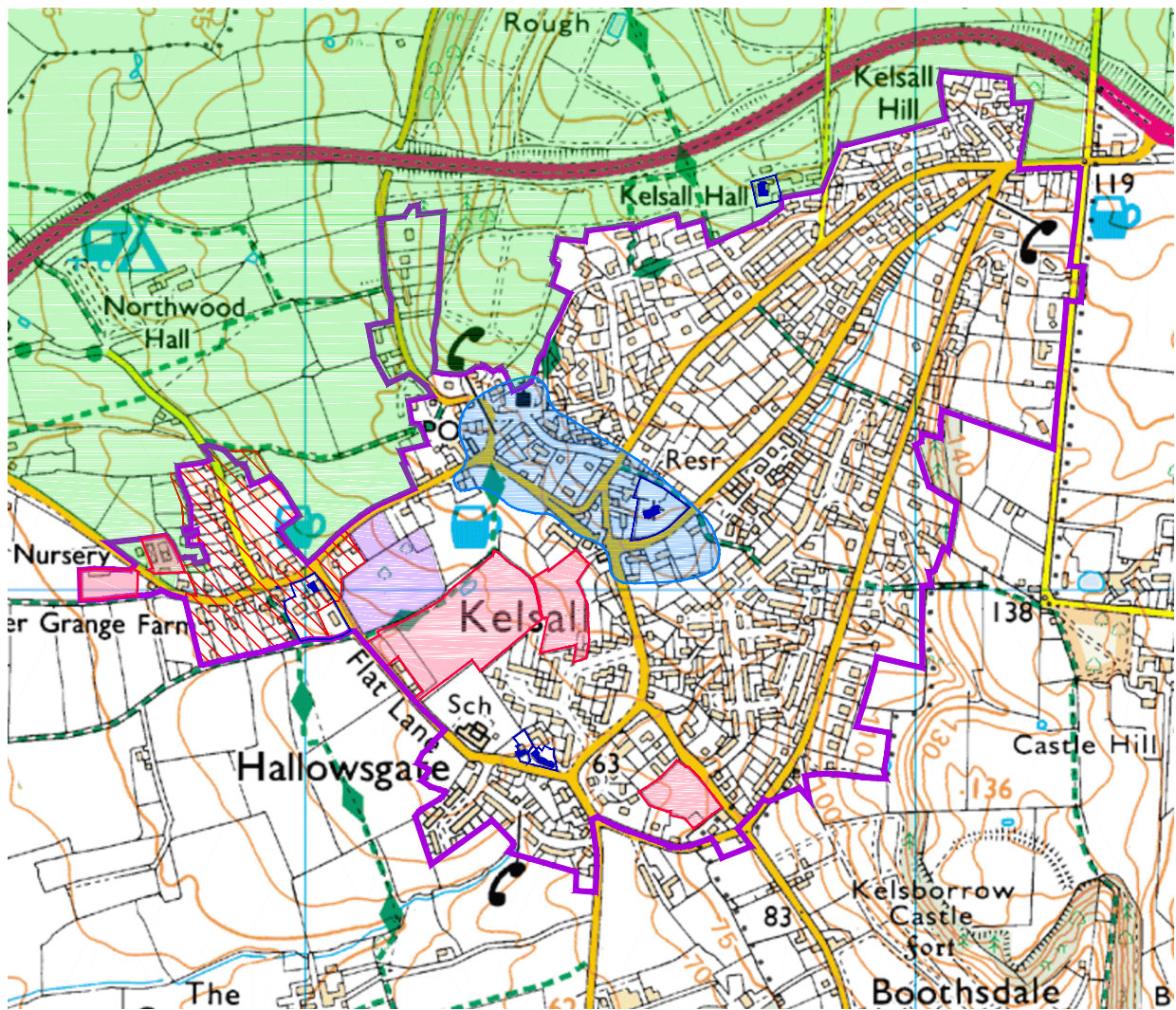
3.1 Thresholds for NDP Policies

The policies of the NDP generally apply to all developments regardless of size. Where a policy only applies above a certain number of dwellings, this is clearly specified in the text of the policy. A threshold of ten dwellings has been used for policies applying to 'larger' developments. This is in line with Cheshire West and Chester policies.

3.2 Location of Development in Kelsall

Plan Objectives

- A2. *Development in Kelsall should be in locations closest to amenities and suitable for its purpose.*
- A3. *Kelsall and Willington should remain separate settlements.*



Kelsall Area

400m to scale



Willington Area

KEY:

	Settlement Boundary
	Green Belt
	Conservation Area
	Village Centre
	Current/Pending Housing Development Sites
	Central Sites
	Nationally Listed Buildings

Map 2 - Features of NDP Area

Policy: Settlement Boundary

- | | |
|-----------|---|
| L1 | Planning applications for development within the settlement boundary of Kelsall (as shown on Map 2) will be supported provided they are consistent with all other policies in this Plan. Applications to increase school capacity will not be constrained by the settlement boundary. |
| L2 | No planning application will be supported where it would contribute to the merging of the villages of Kelsall and Willington. |

Justification and Evidence

The Cheshire West and Chester Local Plan (Part One) Policy STRAT 8 on the rural area determines that "at least 200 dwellings" can be accommodated in the Kelsall area, and defines infill as located "within a recognized settlement". The Local Plan is also introducing a settlement boundary for Kelsall, where there wasn't one before (currently draft for Part Two).

Outside of this boundary, development falls under Local Plan (Part One) Policy STRAT 9 on Green Belt and Countryside, where development is only permitted if it "requires a countryside location and cannot be accommodated within identified settlements".

The prevalent local concerns about excessive traffic and lack of parking (see 3.3 below) make it a priority to keep development compact.

Together with planning permissions to date (built and extant), there is land available within the settlement boundary of Kelsall to fulfill the housing requirements of STRAT 8, namely to deliver in excess of 200 dwellings. Allocation Policy G4 in section 4.3 specifies outstanding local housing needs that this land should be used to meet.

It is therefore proper for Policy L1 above to specify that development should take place within the settlement boundary of Kelsall.

Policy L1 had the support of 95% of respondents to the Reg14 consultation, and 88% approved of Policy L2.

School Expansion

The only exception to Policy L1 above concerns the necessary expansion of the primary school. There are no longer any sites within the settlement boundary which would be large enough to accommodate an expanded school, and therefore L1 is not intended to constrain any option that the school's Trustees may decide to pursue. Please refer to sections 4.2 on Phasing of Development for more information regarding school situation and needs.

Avoiding development creep between Willington and Kelsall

Willington is a small hamlet with a population of around 220 and few public amenities. It has recently become a discrete parished area but is not a recognized settlement in planning terms, where infill would be allowed.

Outside the settlement boundary of Kelsall development will only be permitted in accordance with Cheshire West and Chester Local Plan Policy STRAT 9 on Green Belt and Countryside. This also applies to brownfield sites in this area. Accordingly, applications for single dwellings along Willington Road between the settlement boundary of Kelsall and Willington will not be regarded as “infill”.

The results of the initial Neighbourhood Development Plan questionnaire (2012) demonstrated strong resistance to the sprawl of development between the two villages, distinct as they are. This was shown most forcefully in the November 2014 survey, when over 80% of respondents agreed that there should be no new housing in the gap between the villages (full details for both consultation steps are found in the Consultation Statement).

The NDP Area specifically incorporated part of Willington to ensure that development is controlled in the gaps along Willington Road between the villages of Kelsall and Willington.

Map 3 below identifies the fields and spaces within the area of separation that keep the two communities physically separated.

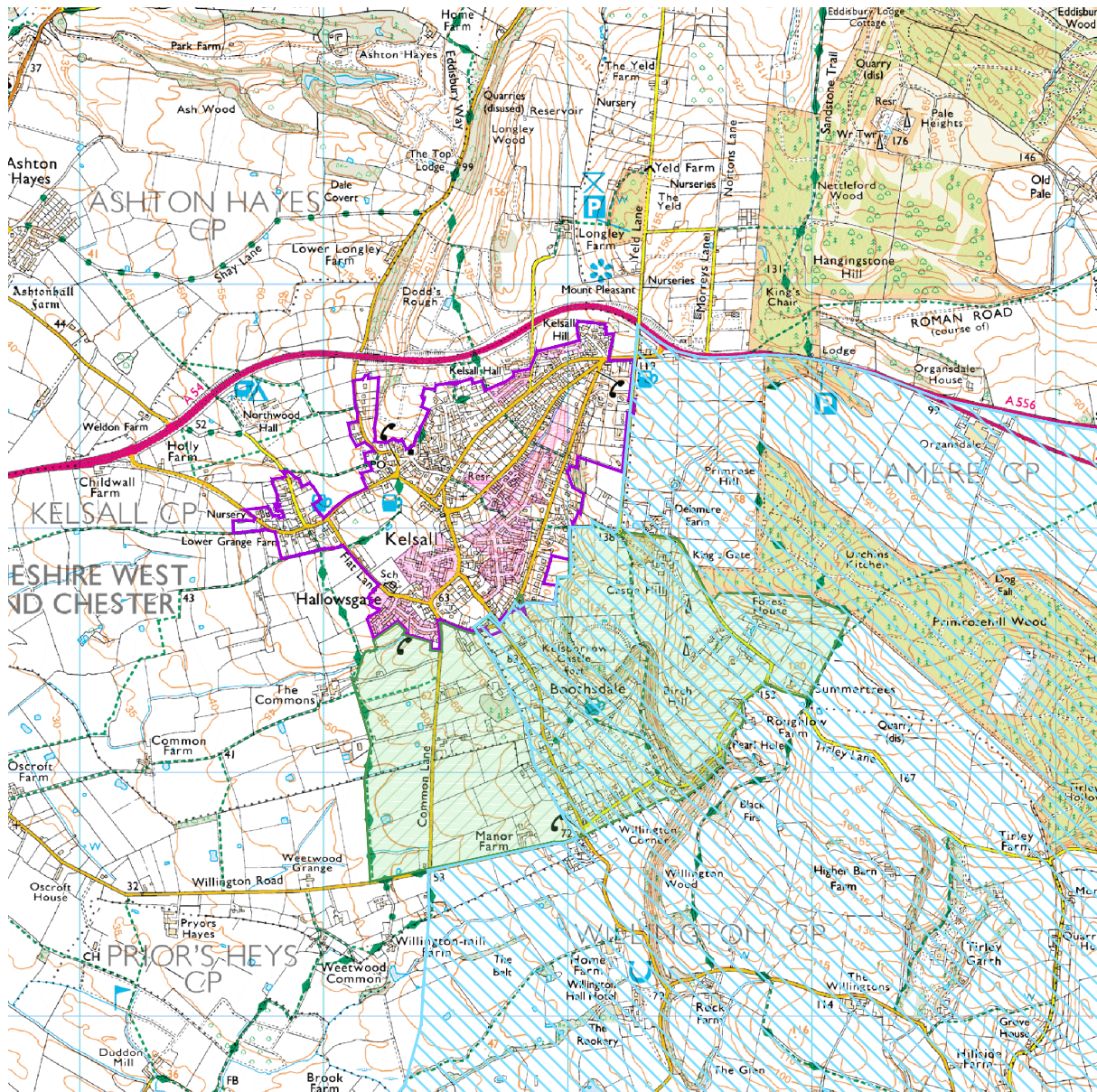
Areas of Special County Value

The open countryside either side of Willington Road is part of the Area of Special County Value (ASCV) designated by the Cheshire West and Chester Local Plan (Part One).

Cheshire is a rural county of which approximately 12% has been designated as an ASCV for landscape and heritage. These areas are considered to be of particular importance because of their character or the features they contain. The boundaries are reproduced schematically in the Cheshire 2016 Structure Plan Alteration. Map 3 below shows how the area designated as ASCV encompasses the open countryside between Kelsall and Willington that residents wish to see protected.

This is confirmed in Policy ENV2 of the Local Plan (Part One) whereby “the Council will identify key gaps between settlements outside the Green Belt which will maintain and preserve their individual character.”

These policies conform with: NPPF Paragraphs 17 and 55, Cheshire West and Chester Local Plan (Part One) Strategic Objectives SO9, SO10, Policy STRAT 9 Green Belt and Countryside, Policy ENV2 Landscape, and retained Vale Royal Policy GS5.



KEY:



Area of defined Gap between Kelsall and Willington



Area of Special Countryside Value

Map 3 - Gap to be protected between Kelsall and Willington

3.3 Central Development Locations

Plan Objectives

- A1. Amenities and infrastructure should keep pace with housing development in Kelsall so as to provide an excellent quality of life for all residents
- A2. Development in Kelsall should be in locations closest to amenities and suitable for their purpose.
- D1. Enhance the recreational and other community facilities in the Plan area.
- D3. Support the development of community health facilities to keep pace with further housing expansion.
- G1. Encourage reduction of car journeys by locating facilities and amenities centrally.

Policy: Location Within Kelsall

- L3 Planning applications for development of sites within 400 metres walking distance of the village centre will only be supported for the following uses:
- schools
 - recreation and leisure
 - retail
 - healthcare
 - housing for the elderly.

Notes:

- The area defined as village centre is shown on Map 2 in previous section.
- 400m is considered to be an easy walking distance.
- The NDP will be reviewed at regular intervals, and this policy could be revised when it has achieved its aim to secure improved facilities.
- This policy doesn't apply to extensions to existing residential properties.

Justification and Evidence

Policy L3 is driven by a combination of physical constraints, demographics, policy, and residents' preferences.

Physical constraints

- Kelsall is bound to the north-east by a steep escarpment – land beyond this has no road access to the village bar a long detour back to the top of Chester Road.
- Disjointed housing growth in the 20th century left the village with few through roads and no cross routes, resulting in long detours for example to reach the village centre from Quarry Lane and Kelsborrow Way. Those outlying areas are therefore not suitable for key developments such as listed in Policy L3.
- Car parking is already located in the village centre area, and therefore development of amenities, facilities and key housing, such as listed in Policy L3, should be located within easy walking distance of those, to reduce additional car journeys and make best use of scarce land.
- The ability of the village to grow organically over time from its main road has been limited by the closely-drawn Green Belt which hugs the built form of the village to the

north and north-west, reaching all the way to Chester Road. Thus central sites with what is now the best road access are in the Green Belt, which further restrict the availability of suitable sites for amenities.

Demographics

The location of facilities and housing for older residents, in a hilly village, is a very important factor for social inclusiveness, being able to access services and crucially retaining their independence. Kelsall has a very high proportion of retired residents ⁽⁵⁾.

Please refer to the Housing section, in particular Policies H4 and H5, for more on NDP policies regarding housing for older residents.

Local consultation

- Traffic issues were topmost in the 2012 Village Questionnaire with a total 41% of responses. This included both lack of parking leading to congestion and excessive traffic for the existing and often narrow roads. Previous research for the School Transport Plan shows that car trips are well in excess of average.
- Consultation feedback shows how much residents value a sensible location for services: at both village meetings the majority opinion was that facilities should be close to the village centre even at the cost of allowing the Green Belt to be pushed back.
 - At the 2013 Village meeting 91% were in favour of developing facilities and any further housing in the central Green Belt area, due to its central location and good road access, rather than developing peripheral sites⁽⁶⁾.
 - In June 2014, even after permissions were granted for 175 out of the 200+ dwellings mandated by the Local Plan, 63% of residents (out of 154 votes) voted to pursue this option.
- This policy had the support of 92% of respondents to the Reg14 consultation.

In line with NPPF Paragraph 69, these policies will strengthen the community. Locating key facilities centrally where they can be accessed on foot will promote “opportunities for meetings between members of the community who might not otherwise come into contact with each other, including through ... strong neighbourhood centres”

This policy conforms with: NPPF Core Planning principles, Paragraphs 30, 37, 50, 55, 69, and 70 and 50; and Local Plan (Part One) Strategic Objectives SO5, SO8, SO11, Policies STRAT1, on “promoting healthy and inclusive communities while reducing the need to travel” and “good accessibility to facilities and public transport”, STRAT 8 on Key Service Centres providing a “good range of facilities and services, and specifying that “Development should not exceed the capacity of existing services and infrastructure unless the required improvements can be made”.

See also Policies G4 and G5 on Site Allocations in Section 4.3.

⁵ For evidence please refer to the section relating to Retirement Housing under Housing policies below.

⁶ Please refer to the Consultation Statement, 2013/ 2014 Village Meetings, for full details.

Note on Green Belt sites

The Local Plan (Part One) maintained the Green Belt boundary, which forms part of the settlement boundary of Kelsall north of Chester Road and the built areas of the village. At a future date this may be reviewed, but for the foreseeable future any suggested development in that area could only be possible under exceptional circumstances or exception schemes (for Affordable Housing).

Policy L3 above will apply to any such applications for Green Belt sites, and as such, only development for such facilities as specified above would be considered in those sites close to the village centre,



Picture 1 - Green Belt land seen from entrance at Chester Road

Reasoning

In 1977 the edge of the Green Belt was drawn very close to all existing building at the time and it does not allow for any rounding-off of the settlement boundary. In 1986 the opening of the A54 bypass cut off a section closest to Kelsall from the remainder of the Green Belt.

All consultation relating to the Kelsall NDP and the preceding 2007 Kelsall Parish Landscape and Design Statement has confirmed residents' opinion that the area of Green Belt bordering Chester Road in Kelsall (between Hollands Lane and Dog Lane) is now the most sensible and sustainable area for further development. At this stage in the village's growth, the result of the Green Belt remaining in place in this local area is to push development to less suitable locations and spread it out into the countryside.

The NDP supports the development of community services and facilities in this area, in the short to medium term through exceptional circumstances, or, at a future date, if top-down changes in the planning regime should result in a new Green Belt review.

This position is supported by the following **consultation results**:

- 2007 Kelsall Landscape and Design Statement Para 6.5 " Sites off Chester Road in the Green Belt deserve detailed consideration as potential contributions to meeting the needs of the whole community (a sustainable settlement)."
- 2012 Village Questionnaire results noted that an appropriate location for small and medium housing development was in this area.
- 2013 Village Meeting vote and comments: best location for further development of housing and facilities, allowing the green space in centre of village to be retained.
- 2014 Village meeting vote and comments: 63% of residents supported development of facilities including the primary school and some housing in this area, provided that access was from Chester Road, and site was limited to the north, and developed with enough green infrastructure.

NDP position on exception schemes in the Green Belt

The Local Plan mandates that new housing developments across the borough include 30% Affordable Housing. As shown in section 4.5 on Allocation of Affordable Housing, the Affordable Housing already delivered under this policy, together with extant permissions, adequately addresses the local needs for Affordable Housing.

Local housing requirements not currently addressed by extant permissions are for accommodation for older residents.

Therefore exceptions schemes in the Green Belt would only be supported where:

- the applicant can demonstrate a current, local need for Affordable Housing specific to the NDP Area, AND
- the scheme also contributes to the local infrastructure needs as identified in Policy L3 and G3, AND
- any market housing component of the scheme delivers housing suitable for older residents.

3.4 Brownfield Development

Plan Objectives

- A1. Amenities and infrastructure should keep pace with housing development in Kelsall so as to provide an excellent quality of life for all residents.
- E1. To retain existing retail and business premises and support their growth to provide additional employment opportunities - if suitable infrastructure can be provided.
- E2. To encourage new retail premises and small-scale business enterprises.

Policy: Brownfield sites

- L4 Planning applications for new small businesses or retail premises on brownfield sites will be permitted provided there is no severe detrimental impact on the amenity of adjoining sites, highway conditions, and parking facilities.

Justification and Evidence

The housing development expected in the Plan period is likely to increase the population of the Kelsall area by almost 20% or approx. 480 residents ⁽⁷⁾. On the other hand, retail and business facilities are fewer than in other comparable Keys Service Centres ⁽⁸⁾ and have shown no increase in recent years.

It is therefore justified to encourage the re-use of brownfield sites for business and retail uses instead of bringing more housing to the area.

⁷ See section 4.3 (under Growth), on business and resident numbers: housebuilding in Local Plan period will bring approximately 450 new residents to Kelsall, from a base of 2,523 in the last Census; Willington is likely to gain around 25/ 30 from 12 new builds.

⁸ See Section 4.3 – Site Allocation and 8, Economic policies.

The need for more facilities needs to be balanced with the other policies in this Plan relating to preservation of open countryside (see above) and local character of the area (see Environment policies), particularly for sites currently used for business activity located outside the Kelsall settlement boundary.

This policy has the support of 96.7% of respondents to Reg14 consultation.

This policy conforms with: NPPF Paragraph 28, Cheshire West and Chester Local Plan (Part One) Strategic Objectives SO3, SO9, policies STRAT 1 on Sustainable Development and STRAT 8.

4 Growth Policies

The total amount of housing to be built in Kelsall for the Plan period has been determined by the Local Plan. It is to be "at least 200 dwellings".

The Kelsall and Willington Neighbourhood Plan therefore specifies what type of dwellings should be built in order to meet local needs and preferences, on which sites where appropriate, and to what density and standards.

4.1 Density

Introduction

Key Service Centre Kelsall is a rural settlement. The NPPF and the Local Plan both advise that it is right for scale, design and density of new development to reflect local circumstances.

The low housing density of Kelsall is fundamental to the open and spacious character of the village, and contributes to the rural, rather than urban, atmosphere.

During consultation for the Kelsall Parish Landscape and Design Statement 2007 residents voiced: "... recent developments are out of scale with older settlement, unsuitable to the landscape and too urban in style."

The Cheshire West and Chester Local Plan (Part One) prescribes Kelsall to provide at least 200 new dwellings over its period to 2030. This Plan aims to ensure that the density of such housing supply is no more than as at 27 March 2012, i.e. when the NPPF came into force.

Plan Objectives

- B2. To ensure that development respects village character and local topography, and contributes towards local distinctiveness.
- F1. To ensure that density of new housing is consistent with Kelsall village character.

Policy: Density

G1 The net housing density, gross density and % developable area of any new development shall not exceed the figures shown in the Kelsall Housing Density Table 1 below.

G2 Net housing density exceptions can be made for sheltered and affordable housing, as long as the gross housing density complies with policy G1.

Gross site area (Ha)	Net density	Developable area	Gross density
0.0 to 0.9	26.33	90%	23.70
1.0 to 9.9	22.90	80%	18.32
10.0 to 19.9	22.90	75%	17.18
20.0+	22.90	70%	16.03

Table 1 - Kelsall Housing Densities

Justification and Evidence

The NPPF in Paragraph 47 asserts that local authorities should “set out their own approach to housing density to reflect local circumstances”, and in paragraph 58, that policies should “respond to local character”.

The Cheshire West and Chester Local Plan (Part One) states in SOC3 7.23: “Neighbourhood planning can be an excellent tool for undertaking local need surveys and for determining the specific requirements and needs of a community, determining levels and types of need and demand, and detailing specific design or density requirements for housing developments.” Paragraph 5.7 stipulates that development should be of a scale and design that respects its character and rural setting. “Scale” comprises the size of new developments and housing density.

However, the Cheshire West and Chester density assumption and developable area figures apply for the Cheshire West and Chester borough area in general.

To prevent overdevelopment of neighbourhoods the Secretary of State on 9th June 2010 revoked the minimum density of 30 dwellings per hectare to enable local authorities to set density ranges that suit local needs in their areas⁽⁹⁾.

To maintain the character and feeling of spaciousness in Kelsall, local gross and net housing densities should reflect the existing rural density rather than those assumed in general by Cheshire West and Chester for the borough.

Calculation of NDP Density figures.

The Cheshire West and Chester housing density assumption for Key Services Centres and Rural Settlements is 30 dwellings per hectare⁽¹⁰⁾. This is net density.

Net dwelling density is calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children's play areas, where these are provided⁽¹¹⁾.

The Cheshire West and Chester housing density assumptions define gross density as net density multiplied by developable area percentage.

⁹ Source: Written statement to Parliament, June 9th 2010, The Rt Hon Greg Clark MP, Department for Communities and Local Government

¹⁰ See Table 2.3 Estimating net developable area, Cheshire West and Chester SHLAA 2013

¹¹ Planning Policy Statement 3, Housing. June 2011

The net density of 30 dwellings per hectare multiplied by the Cheshire West and Chester estimates for net developable site area⁽¹²⁾ gives the gross densities as per Table 2 below.

Gross site area (Ha)	Net density	Developable area	Gross density
0.4 to 0.9	30	90%	27.0
1.0 to 9.9	30	80%	24.0
10.0 to 19.9	30	75%	22.5
20.0+	30	70%	21.0

Table 2 - Cheshire West and Chester Density Assumptions⁽¹³⁾

To determine the density local to Kelsall we commissioned a gross housing density survey and applied the principles of the Cheshire West and Chester housing density assumptions. In the survey to establish actual gross densities within Kelsall, the built-up area of the village was divided into smaller areas that could be assessed as discrete 'sites' for which gross densities could be calculated. A number of applications granted after 27th March 2012 were excluded from the calculations, as they are urban in style, appearance and density, and are not in keeping with the character of the village. Please refer to Appendix 2, Kelsall Housing Density Calculation Method, for full details.

The resulting average gross densities of dwellings per hectare within the Kelsall settlement boundary, combined with the developable area percentages, lead to the estimated net densities shown in Table 1.

The Cheshire West and Chester density assumptions provide no figures for sites smaller than 0.4 hectares however the density survey of Kelsall included two such sites. For sites of less than 0.4 hectares it was considered appropriate not to use a higher developable area percentage than 90% in order to prevent the overdevelopment of such sites. Kelsall has no discrete sites greater than 10.0 hectares so it was considered appropriate to maintain the same net density figure for all sites greater than 1.0 hectare (in similar vein to the approach taken by Cheshire West and Chester) and use the Cheshire West and Chester developable area percentages to calculate gross density.

As can be seen from Table 1 and Table 2 above, the Cheshire West and Chester gross density assumptions are significantly higher than the measured densities in Kelsall. It is these lower local densities which contribute to the spacious character of the village. By keeping density lower the spacious rural character of the village can be maintained and space provided for views, hedges and large tree species.

Local consultation

Responses during final consultation for the NDP echoed these comments and concerns - "These policies are critical to maintaining a village atmosphere and avoiding urban style developments" and "This seems like a key element of the plan; if density is too high then none of the nice things described in the environment policies will be possible".

¹² See Table 2.3 Estimating net developable site area, Cheshire West and Chester SHLAA 2013

¹³ See Table 2.2 Housing density assumptions, Cheshire West and Chester SHLAA 2013

The density policies were supported by over 92% of respondents to the Regulation 14 consultation.

These policies conform with NPPF Paragraph 47 and 58, Cheshire West and Chester Local Plan (Part One) Strategic Objectives SO3, SO12, and Policies STRAT 8 and ENV6.

4.2 Phasing of Development

Plan Objectives

- A1. *Amenities and infrastructure should keep pace with housing development in Kelsall so as to provide an excellent quality of life for residents.*
- D2. *Support any expansion of the primary school so as to accommodate all resident children who wish to attend.*
- D3. *Support the development of community health facilities to keep pace with further housing expansion.*

Policy: Phasing

- G3 Applicants will be required to show that local education and health providers have been contacted to establish their capacity. Applications will only be supported if:
- capacity is present or a business plan is in place to deliver the extra capacity required,
 - or,
 - practical steps are made to help meet demand (beyond the provision of S106 money) such as allocation of land.

Policy G3 could be satisfied by one of the following conditions being met (this list is not exhaustive):

- School and/or surgery ⁽¹⁴⁾ have confirmed to Cheshire West and Chester and Kelsall Parish Council that this is the case.
- Land has been allocated of a size sufficient to provide suitable premises; this could be for a school or surgery different from the one operating at the time of drafting the NDP.
- At the first or second review point for the NDP, the GP partners and/or school trustees have indicated that they no longer wish or find it practical to expand.

These policies will be reviewed at regular intervals to check that they are still necessary (see Review and Implementation section).

Justification and evidence

The Cheshire West and Chester Council Annual Monitoring Report 2015 shows a total of 189 dwellings either completed or with permission, out of the “at least 200” required by the Local Plan. As shown by the evidence below, the primary school in Kelsall is currently unable to offer a place to all resident children who would like one. The surgery, similarly, does not presently have the space to provide all of the services it would like to, and will be

¹⁴ Discretion should be applied, for example as a retirement scheme would not affect the school.

required to, provide. They will need to expand if they are to satisfy the needs of all current and future residents.

The NPPF and Local Plan both recognise the need for growth in facilities to keep pace with housing growth, if housing development is to meet the definition of sustainability. This is also confirmed by the NDP consultation.

The negative impacts of inadequate school and surgery places would outweigh the benefits of new housing, under the NPPF's:

- core planning principles regarding the provision of "a good standard of amenities" and "sufficient facilities and services to meet local needs",
- Paragraph 70 outlining how the delivery of services enhances the sustainability of residential environments,
- Paragraph 72 emphasising the importance of sufficient school places.

The designation of Kelsall as a Key Service Centre for the Local Plan was based on the existence of a minimum level of services. However if these become inadequate, then the housing development associated with the Key Service Centre status will be unsustainable, and further housing expansion become unwarranted.

Cheshire West and Chester Planning Policy

The Local Plan (Part One) gives strong support to this policy:

- **Strategic Objectives**
 - SO11, Ensure new development does not create an unacceptable impact, either individually or cumulatively, on the amenity and health of residents.
 - SO5 - Ensure all development is supported by the necessary provision of, or improvements to infrastructure, services and facilities in an effective and TIMELY manner to make development sustainable and minimise its effect upon existing communities.
- Health and well-being Policy SOC5, to support proposals that provide new or improved health facilities and support improved links to healthcare in rural areas.
- Policy STRAT 8 on rural area, retention and provision of appropriate facilities "development should not exceed the capacity of existing services and infrastructure unless the required improvements can be made."
- Policy STRAT 11 on Infrastructure:
 - support measures to protect, enhance or improve access to existing facilities, services and amenities that contribute to the quality of life of residents, businesses, and visitors, including access to information and communication technologies (ICT).
 - facilitate the timely provision of additional facilities, services, and infrastructure to meet identified needs, whether arising from new developments or existing community need, in locations that are appropriate and accessible.

Local Evidence

Without corresponding development of facilities, housing development will result in more local residents having to travel greater distances to access other schools and surgery places.

- **School**
 - Kelsall Primary school has one class per year group. These are largely full. In conformance with advice from the local authority, the school does not keep a waiting list, other than for the Year 3 intake when the maximum number of

pupils in a class goes up from 30 to 34. Vacancies only arise occasionally when current pupils move away.

- Many children in the upper part of Kelsall now attend school in Delamere.
- The local authority recognises that the school needs to grow to accommodate local population: the three most recent housing developments (Elan, Bloor and Taylor Wimpey) were required to make an \$106 contribution towards the expansion of the school.
- In addition to the numbers of school applications logged by the Local Authority, there is a hidden demand for school places: where a year's intake is over-subscribed, parents of the next year group amend their applications to increase chances of getting in to their first choice school.
- The position of the school trustees is that: *"the Trust aspires to provide and maintain an excellent education for all the community and so is assessing all options for the future of the school, including those that could require the allocation of an additional site close to the existing school to enable the Trust to provide and maintain an excellent education for all the community"*. Please refer to Appendix 11 for a full statement.
- The limited number of school places creates an artificial constraint on the type of household moving into the village: prospective buyers with primary school-age children often contact the school before finalising a purchase, and if the relevant year group in the school is full, will look for a house elsewhere⁽¹⁵⁾.
As a result, without an increase in school places, the population imbalance in the area will gradually worsen as families stay away.
- The lack of school places will limit the demand for housing and therefore constrain building in the area.

- **Surgery**

- The consulting rooms are used full-time. As a result it is not possible for the surgery to cope with extra patient demand, or requirements to provide more services locally, as both would require them to take on more staff, and increase appointments.
- Non-essential services, other than GP and nurse appointments, have been discontinued. This includes clinics for older people such as specialised mental health services.
- In summer 2014 the surgery started de-listing patients in the further parts of its catchment area.
- The surgery is in discussions with the Clinical Commissioning Group (CCG) regarding expanding premises to meet increased demand for primary care services in the area. Finance is available for this in the rural area, however the CCG can only grant funds when the medical centre can show there is land available for its growth. This is the purpose of the allocation in Policy G4 below (Allocation of Central Sites).

Please refer to Appendix 11 for a full supporting statement from the GP Surgery.

¹⁵ Source: School business manager, Village meeting June 2014.

Why this Plan does not include a site allocation for school

By the time this Plan was drafted, there was no site remaining within the settlement boundary large enough to accommodate a larger school (the Trustees' favoured option for expansion is to have a two-form entry school). However, the residents' expressed feedback is that the NDP should support the expansion of the school, when the Trustees select a course of action to achieve this.

Policy L1 on development within the settlement boundary is not meant to constrain the school's ability to expand, as explained in the Location Policies in the previous section. Similarly, residents and the NDP would support the relocation of school to a larger single site in the Green Belt area off Chester Road, if permission for such a move were to be sought under exceptional circumstances.

Housing baseline

As of November 2015, 189 dwellings have been approved⁽¹⁶⁾. This represents a substantial level of growth, with over 90% of that required having been built or approved within five years of the start of the Local Plan period. This growth rate is well in excess of the rest of the borough therefore a hiatus in housing permissions in Kelsall does not constrain developer activities overall.

As a whole, the borough can show 6.83 years housing supply as at 31st March 2015⁽¹⁷⁾.

Other community needs

Key infrastructure and community needs as listed in the Implementation part of this document, shall also be considered when determining whether housing growth beyond 200 units can be achieved in a sustainable manner.

This policy conforms with: NPPF Core Planning Principles, Paragraphs 70 and 72, Cheshire West and Chester Local Plan (Part One) Strategic Objectives SO5 and SO11, Policies SOC3, STRAT 8, and STRAT 11.

4.3 Site Allocation

Introduction

Successive consultations have shown that residents hold clear views about the value of the central space which used to be referred to as "the Green Heart of the village" - before erosion from private housing development. The wish of the majority of the residents is that this space should be reserved for uses which benefit the community. This should include green and accessible space, but other beneficial uses have also been considered, such as an expanded surgery, as discussed above.

The proportion of older residents, aged 65 and above, in Kelsall and surrounding areas is very high – close to 25% of total population. Recent housing development has not addressed their needs. Smaller houses are being built but they are not compatible with

¹⁶ Details of planning permissions in the NDP area for the Plan period are found in Appendix 3, Housing Baseline.

¹⁷ Cheshire West and Chester Housing Land Monitor 1st April 2014 to 31st March 2015.

issues of reduced mobility, nor do they conform to Lifetime Homes Standards. To assist older residents to stay in the village, close to friends and family, this Plan allocates a site for retirement housing in a favourable location.

Plan Objectives

- B7. *To ensure that there is no net loss of biodiversity (ideally a net gain) and that proposals provide suitable compensation for the loss of any semi-natural habitat.*
- C1. *Provide the right mix of housing, in terms of size, tenure, design and affordability to meet the needs of all sections of the population.*
- C2. *Meet the local need for housing for the elderly.*
- D1. *Enhance the recreational and community facilities in the Plan area.*
- D3. *Support the development of community health facilities to keep pace with further housing expansion.*
- G1. *Encourage reduction of car journeys by locating facilities and amenities centrally.*

Policy: Allocation of Central Sites

G4 The sites between Kelsall Green and Flat Lane, as shown on Figure 1 below, will be allocated as follows:

Site One, which will provide vehicular access for Site Two, is allocated for mixed use, excluding further residential development. Development may only include combinations of healthcare or community, small-scale retail, or employment, facilities, and, if the need can be established, live/work units.

Site Two is allocated for the development of retirement and/or sheltered housing. This scheme will include a significant proportion of green space, to be no less than 50%, accessible to the public from Kelsall Green and the footpath to Flat Lane. This development must be suitable for older residents or those with disabilities, and should comprise individual dwellings and a central unit offering services and apartments.

For both sites:

General market housing will not be considered to be a suitable use and there shall be no vehicular access from Flat Lane in its current state.

G5 Any development scheme in this area must demonstrate improved public pedestrian and cycle access to all neighbouring sites; Flat Lane, Chester Road, and Kelsall Green.

Note on Policy G4: the proportion of Public Open Space to be provided on Site Two should be calculated on the gross site area.

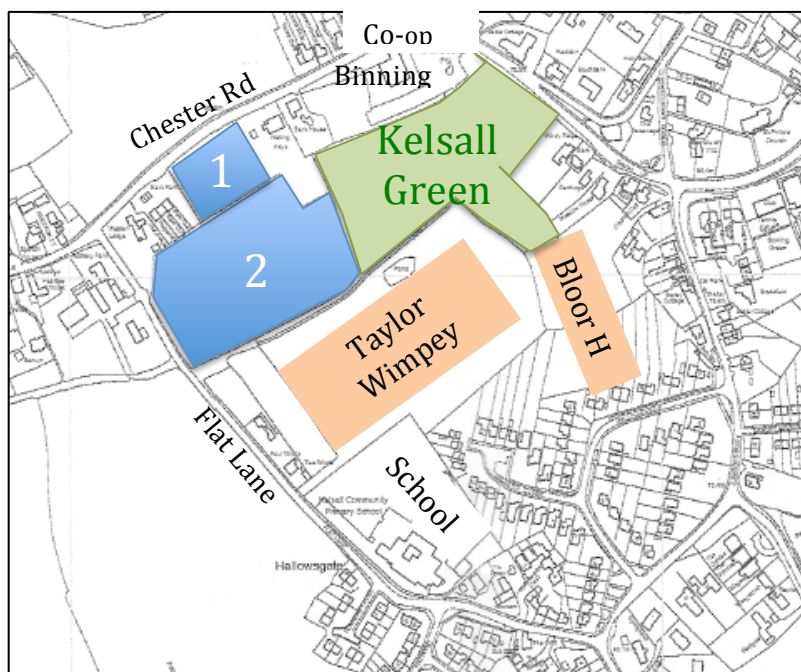


Figure 2 - Central Sites Allocation

Justification and Evidence

The evidence used in the Location Policies is also relevant to this allocation - including the physical constraints on Kelsall sites and the road network, and the desire to reduce traffic through use of a sustainable development location.

A. Justification for Green Space on this Site

Policy G4 requires a significant proportion of public open green space. The proportion specified, of at least 50% would be significantly greater than would usually be required under retained Policy ENV23.

At the time of writing, the allocation site

1. Contains a badger sett,
2. Is owned and promoted by a developer for a market housing
3. Is the last remaining developable site (in party) in the village centre.

Points 2 and 3 above make it very unlikely that this last portion of the 'Green Heart' of Kelsall can be preserved undeveloped.

On balance, the NDP takes the view that it is necessary to allocate the portion of this site not occupied by the sett to ensure that, if a satisfactory solution can be found to develop it without harm to wildlife, this should benefit the community, by delivering housing which the market has consistently failed to provide.

The requirement for additional green space is necessary in order to mitigate conflict with environment Policy E6 on biodiversity. An exclusion zone for the protected species on the site must be provided. In addition, habitat creation and enhancement, through additional planting and landscaping and appropriate positioning of bird and bat boxes, should be incorporated into the site.

In addition, the green space beyond the exclusion zone should also provide public open space for visual amenity and community use.

The reason for this second requirement is that recent developments, rather than providing sufficient open space, if any, as part of the development, have provided commuted sums for play and open space through S106 agreements. There is however only limited existing open space in the Plan area, such as Kelsall Green, on which to spend these commuted sums. Equally those sums are insufficient in themselves for the purchase of further open space of adequate size for community use.

The Cheshire West and Chester Open Space Audit and Assessment of Need confirms the shortage in open space for children and young people as well as a lack of parks and gardens ⁽¹⁸⁾ in Kelsall Parish.

Due to its location the site concerned is uniquely placed to provide useful and accessible green space to supplement the existing Green: it already benefits from access including adequate parking. It is within easy walking distance of some of the densest housing in Kelsall (including the new Applewood Green –Taylor Wimpey- and Thistle Close –Bloor) where residents have little outdoor space of their own. Public green space on this site would also benefit older residents of the retirement housing to be delivered under the allocation in Policy G4.

Consultation results

The 2012 Questionnaire and both village meetings in July 2013 and June 2014 confirmed residents' views that the green spaces in the centre of the village are key to the character and local distinctiveness of Kelsall. They also provide much-needed recreation and social spaces.

The survey conducted in November/December 2014 asked specifically for residents' preference for the two remaining central sites.

The options for the larger site (Site Two) were:

- A. Green space only
- B. Retirement / sheltered housing
- C. A combination of green space and retirement/ sheltered housing.



Site seen from Kelsall Green

60% of residents supported Option C, but a strong minority of 27% was in favour of green space only. In total, 87% want Green Space on this site (27% plus 60%). This is very similar to results of the 2013 village meeting feedback where 91% were in favour of retaining the sites in the centre of the village (then referred to as the Green Heart of Kelsall) for leisure, recreation facilities and green space.

B. Need for Facilities

The need for growth in facilities is evidenced in the section above on Phasing of Development. In addition, this allocation is justified by the fact that there are no other sites available offering such a favourable combination of access to the main road and central

¹⁸ Cheshire West and Chester Open Space Audit and Assessment of Need 2011

location, both of which are necessary for the uses suggested. Other suitable central sites are within the Green Belt and any other sites accessible from Chester Road are too peripheral and are outside the settlement boundary.

While residents supported a review of Green Belt boundaries, to allow for development of sustainable community facilities in that area, the NDP group's representation to that effect was turned down in September 2014 by the Local Plan Examiner⁽¹⁹⁾.

Development in Kelsall has, in recent years, been very predominantly residential. While the village has been designated as a Key Service Centre under the Local Plan, and has within it employment, retail and community uses, the balance of development is becoming skewed.

Since the start of the Local Plan in 2010 the number of new dwellings approved has resulted in an increase of around 18% in the housing stock in the village. In terms of population growth, if current occupancy rates are maintained (which is highly likely since most new dwellings are three bedroom or more) this will result in an increase in the population of Kelsall of around 450 residents. Changes to benefits rules affecting occupancy of Affordable rented properties are likely to result in higher population growth.

In contrast, local facilities and the retail offer have shown almost no growth. Although a small sandwich bar/deli and a hair salon have opened in recent years, a restaurant and a take away food outlet have closed continuing a long-term trend in the reduction of retail outlets in the village.

Kelsall has significantly fewer retail outlets, local businesses, and other facilities⁽²⁰⁾ than other Key Service Centres. While the Economic policies of this Plan aim to support new small-scale retail and business premises there is a lack of suitable and appropriate locations for this type of development.

To address that balance it is important that remaining central sites available for development are the subject of allocation for uses other than general market housing. This is to ensure that this last remaining sustainable sites for facilities are not lost to market housing in the short term, since facilities, and their funding, take longer to achieve.

C. Why this location is appropriate and necessary for retirement housing

The allocation for retirement housing is justified by the social and health advantages of siting such housing close to the village centre, with its green space, accessible paths, shops, and other facilities. Such a living environment would contribute to greater inclusion in the community and better physical and mental health.

There is also an advantage for older and less mobile residents of a possible supported or extra-care housing site, delivered under this policy, in close proximity of the health centre as planned by this allocation. There is much research showing that:

- isolation and loneliness are much more widespread among older people⁽²¹⁾,
- this has detrimental effects on their health⁽²²⁾,

¹⁹ For more details on the process of assessing and narrowing down suitable development sites, resulting in the choice of this allocated site, please refer to the Options Assessment Section in the Consultation Statement.

²⁰ Cheshire West and Chester Key Service Centres Background Paper, Table 6.5

²¹ 3.8 million people aged 65+ live alone. This is 36% of all people aged 65+ in GB. Nearly half (49%) of all people aged 75 and over live alone. (Source *General Lifestyle Survey 2011*, Table 3.3. ONS, 2013)

²² Loneliness can be as harmful for our health as smoking 15 cigarettes a day (*Social relationships and*

- many older people struggle to maintain a social life⁽²³⁾,
- many older people struggle to access adequate health services, even though they have worse health.

The development of a group of retirement dwellings, some of which could offer extra-care services, in such a prime location, would therefore be very beneficial to residents.

While staying in their own home may be the right solution for a proportion of older people, evidence also suggests that there is a large unmet demand for such accommodation targeted specifically to their needs: while retirement properties make-up just 2% of the UK housing stock, or 533,000 homes, with just over 100,000 to buy, one in four (25%) over-60s would be interested in buying a retirement property – equating to 3.5 million people nationally ⁽²⁴⁾.

Retirement housing in a central site would also benefit the community as a whole. Since retired residents are about during the day, they would make a positive contribution to the village centre.

D. Site Viability

This policy has benefited from technical assistance provided by Locality (and funded by DCLG): AECOM Strategic Planning & Urban Design assessed the viability of the NDP proposed site allocation.

Their conclusion was that the terms of the site allocation would result in a viable proposal, delivering a Residual Land Value within the range seen locally for greenfield sites, taking into account current planning guidance and relevant market factors. This report was provided to Kelsall and Willington Parish Councils and will be made available to the Plan Examiner.

E. Reg14 Consultation

Policies G4 and G5 were supported by 100% and 96% of residents responding to Reg14 Consultation.

mortality risk: a meta-analytic review. Holt-Lunstad J, Smith TB, Layton JB. *PLoS Med* 2010); People with a high degree of loneliness are twice as likely to develop Alzheimer's than people with a low degree of loneliness (*Loneliness and risk of Alzheimer disease.* Wilson RS, Krueger KR, et al. *Arch Gen Psychiatry* 2007 Feb). Worse general health can be associated with depression among older adults, and other risk factors include not living close to friends and family, poor satisfaction with accommodation, *Depressive symptoms in the very old living alone - prevalence, incidence and risk factors.* Wilson, K, Mottram, P, Sixsmith, A. *International Journal of Geriatric Psychiatry*, 22(4): 361-366, 2007.

²³ Only 46% of over 65s said they spent time together with their family on most days or every day, compared with 65-76% for other ages. 12% of over 65s said they never spent time with their family. Over 65s also spent less time with friends: only 35% spent time with friends most days or every day in the last two weeks, and 12% never did (*Source Survey of public attitudes and behaviours towards the environment.* Department for Environment, Food and Rural Affairs (Defra), 2011)

²⁴ Source: DEMOS (2013). Top of the Ladder. DEMOS. Available online at: <http://www.demos.co.uk/projects/topoftheladder>).

The specialist housing currently on offer does not reflect the choices that most older people make; Most older people want a home with at least two bedrooms but most specialist provision has only one bedroom; Death is more important than downsizing in 'releasing' larger homes: 85% of homes with three or more bedrooms are 'released' by older people due to death rather than a move to a smaller home. (*Source: Older people's housing: choice, quality of life, and under-occupation.* J. Pannell, H. Aldridge and P. Kenway, Joseph Rowntree Foundation. 2012)

This policy conforms with: NPPF requirements for social inclusion, healthy communities, and provision of facilities and suitable housing, as in Core Planning principles, Points 30, 37, 69, 70 and 50; and Cheshire West and Chester Local Plan (Part One) Objectives SO5, and Policies STRAT 1, STRAT 8, SOC3 and SOC5.

5 Housing Policies

As a result of high property prices, Kelsall has become an attractive place for developers to build larger houses. The majority of houses built in the years before this Plan have been four- or five-bedroom, executive houses (e.g. in Church Bank, Swallow Drive, Quarry Lane, 'the Paddocks').

Residents want to see mostly smaller houses built, either for younger families or older residents wishing to downsize. This would also contribute to making new houses more affordable.

Equally, market housing built recently has not addressed the needs of the large proportion of retired residents in the local population.

5.1 Market Housing

Plan Objectives

- C1. *Provide the right mix of housing, in terms of size, tenure, design, and affordability to meet the needs of all sections of the population.*

Policy: Market Housing Mix

- H1 Proposals for developments of five or more units must provide a range of property sizes suitable to meet the housing needs of local and borough households, as evidenced by the most up to date Kelsall Housing Needs Survey and SHMA (Strategic Housing Market Assessment) households and housing needs figures.

Policy: Entry-Level Homes

- H2 In a development providing both market housing and Affordable Housing, the smallest dwelling sizes provided should be available on the open market as well as for Affordable tenures.

Threshold for policy H1:

This policy applies above a threshold of five dwellings, as this is the minimum number where such proportions can sensibly be calculated.

Justification and Evidence

In recent years there has been a clear imbalance between the local demographics and housing requirements on one hand, and local housing stock and trends on the other. This imbalance is confirmed by the figures and research available, and by all the local consultation undertaken.

This section includes data for housing needs in the NDP area and also across the borough, as evidenced by the SHMA (2013), since we recognize that housing growth reflects policy and housing needs across a wider area than just Kelsall, and that households move throughout the area. Often young families have bought first house outside Kelsall as they

cannot afford the local prices, but when buying their subsequent or third house they want to come back to be near relatives.

Size of houses

- The proportion of four- and five-bed houses in Kelsall, at 35.8%, is already far in excess of that for the Borough (22.4%) or the North West (16.8%) – nationally this stands at 19%⁽²⁵⁾.
- The occupancy figures from the 2011 Census clearly show that the size of houses is not driven by the size of households: the number of households in Kelsall with two or more unused bedrooms is 615 out of 1075, or 57.2%, against 43% for the borough, and 34% for the North West and the rest of England⁽²⁶⁾.
- The size of houses is not even driven by demand: the 2013 Strategic Housing Market Assessment (SHMA)⁽²⁷⁾ found that people intending to move most wanted:
 - three-bed houses (20% detached, 13% semi) total 33%
 - next most wanted were four-bed houses (22% detached, 4% semi) total 26%
 - one- or two-bed houses – 25%, (although 37% expected to move to a one- or two-bed)
 - Only 5.2 % wanted to move to a five-bed house.



Local Consultation

The views expressed by residents of Kelsall and Willington consistently show that people appreciate that the recent trend to build very large properties is unnecessary and unsustainable, and that local need is for more small and medium-size houses are needed.

- 2012 Questionnaire: "Too many executive Homes", "Housing should be 2-3 bed semis with garden and parking"
- 2013 Village meeting: "Perhaps a retirement 'village' area along with smaller family housing".
- The 2014 Housing Need Survey showed that the local needs for smaller houses are even more pronounced than those expressed across the borough (above). 82 residents expressed a current housing need. This was split as follows:
 - One-bed: 5, or 6%,
 - Two-bed: 49, or 60%,
 - Three-bed: 35, or 30%,
 - Four-bed: only 3, or 4%.

²⁵ 2011 Census Number of Bedrooms, (QS411EW) dataset

²⁶ 2011 Census Occupancy Rating (Bedrooms) dataset (QS412EW)

²⁷ 2013 Household Survey, for SHMA, Table 4.19 Property type and size expectations by household type

- In the final Reg14 Consultation, Policies H1 and H2 were supported by 96% and 87% of residents respectively.
Comments included: "Not all first time buyers qualify for affordable homes so it is very important that smaller open market houses are available".

Cost of houses

Policies in this section are intended to encourage building of smaller properties, which should bring down the average price in the village to more realistic levels, and increase the stock of more reasonably priced properties. These are designed to supplement the policies in Cheshire West and Chester Local Plan (Part One) requiring developments to provide 30% Affordable Housing units. For policies on allocation of Affordable Housing, see Section 5.5 below.

Evidence shows that the high property prices are out of sync with incomes: despite relative affluence, property is very unaffordable:

- In Kelsall the proportion of degree qualifications, and/or managerial and professional occupations is higher than the regional and national equivalents (40.7% against 29% and 27% for degrees, 56% against 42% and 41% for occupations)⁽²⁸⁾
- However, the Ward of Tarvin and Kelsall (which includes Willington and Delamere) is one of the most expensive and the least affordable areas in the borough:
 - Affordability is commonly measured by the house price to income ratio: the ratio of median house price to median income is ⁽²⁹⁾:
 - CWAC: 5.46
 - North West region: 5.10
 - Tarvin and Kelsall Ward: 7.84
 For comparison, the ratio used by lenders to estimate ability to repay a mortgage is between 3 and 4 times income ⁽³⁰⁾.
 - For the lower quartile of incomes the picture is much worse:
 - CWAC: 6.6
 - North West: 7.4
 - Tarvin and Kelsall Ward: 11.6.
- In recent housing developments, all the one-bed and two-bed houses built were available only through registered providers, which means that there were no starter homes on the open market. The cheapest market properties for sale were three- and four-bed houses available at prices near or above average for the whole area (which above figures show is over five times median income)⁽³¹⁾.



²⁸ 2011 Census (tables KS501EW, KS605EW and KS608EW)

²⁹ 2013: SHMA Tables 16 and 17, based on Hometrack data

³⁰ In Feb '16, independent mortgage repayment advice puts this ratio in a range from 3 to 4 times single income (MoneySupermarket) or 3.2 to 4.5 for Rightmove.co.uk – ratio relating to joint incomes were lower, at 2.5 to 3.5. This is consistent with lenders' advice relating to ability to repay for their own products.

³¹ This was the case for Bloor Homes on Sandstone Park, Taylor Wimpey on Flat Lane in Kelsall, in Tarvin and at 'Eden Grange' in Cuddington.

In such an environment it is difficult for households on average income or less to acquire any property, and this is even harder for those looking for starter homes – unless they have help from relatives or can take on an older property requiring extensive renovation.

Therefore the policies above encourage the building of smaller properties, and their inclusion in open market sales, for households with average or lower income who do not qualify for social housing.

This policy conforms with: NPPF Paragraph 47 and 50, Local Plan (Part One) Strategic Objective SO6, Policy SOC3.

5.2 Lifetime Homes

Plan Objectives

- C1. *Provide the right mix of housing, in terms of size, tenure, design, and affordability to meet the needs of all sections of the population.*
- F2. *Ensure that all new development is of high quality design, and meets high sustainability standards.*

Policy: Lifetime Homes

- H3 Planning applications for new housing developments must include a proportion of dwellings meeting the requirements of the Lifetime Homes Standards. This shall apply to both open-market housing and Affordable Housing.

An adequate proportion would be one in three, to reflect the growing proportion of older residents in the area. This policy is intended to apply to all developments and not just to those specifically for older residents delivered under Policy H4 below.

Justification and Evidence

The Lifetime Homes Standards offer a recognised and inexpensive method of ensuring that dwellings either meet the needs of residents at all stages of life, “from raising small children to coping with illness or dealing with reduced mobility in later life”⁽³²⁾, or can be adapted to that aim, for example through level access, width of doors, and by allowing fitting of a stair-lift or adapted bath rails. These standards implement the NPPF Core Planning principle to “*always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings (Paragraph 17)*”.

Please refer to Appendix 7 for a summary of the Lifetime Standards specifications.

Such dwellings can benefit all sections of the population, and they should not be built, marketed, or allocated only for older residents. They allow people to remain in their homes independently as their circumstances or health change, and make necessary adaptations much less costly to residents – or, in the case of Affordable Housing, the registered providers. As such, Lifetime Homes can help those who want to downsize in later life but do not wish for or need specialist housing (as covered in 5.3 below).

³² LifetimeHomes.org.uk

There is only a marginal cost associated with making a new building a Lifetime Home⁽³³⁾, as the cost of compliance can be largely offset by layout and design. However the flexible, adaptable and accessible design of such dwellings means that they are consistently popular, and contribute to balanced communities.

Local Plan (Part One) Policy SOC1 specifies that “Market and affordable homes on sites should be indistinguishable and achieve the same high-quality design”.

This policy was supported by 94% of Reg14 respondents.

This policy conforms with: NPPF Paragraph 50, 57, and Local Plan (Part One) Strategic Objective SO6, Policies SOC1 and SOC3.

5.3 Provision of Housing for Older Residents

The proportion of residents of retirement age in the local area is already higher than average. In addition, the elderly population is forecast to increase by about 50% nationally⁽³⁴⁾. Kelsall has a small medical care home – Sable Cottage - and some older bungalows. Twenty of the existing (pre-2012) affordable housing units are classed as Sheltered, but there is no new market or affordable housing targeted for, or adapted to the needs of the elderly.

Plan Objectives

- C1. *Provide the right mix of housing, in terms of size, tenure, design, and affordability to meet the needs of all sections of the population.*
- C2. *Meet identified local needs for housing for the elderly.*

Policy: Housing for older residents	
H4	Proposals providing housing suitable for older residents will be encouraged; these could include Sheltered, Supported and/or Extra Care Housing.
H5	Proposals for 10 or more market dwellings must include at least two bungalows.
H6	Properties available under this policy shall also be made available to disabled local residents.

Note on Policies H4, H5 and H6.

For the avoidance of doubt, the housing described in these policies is not Affordable Housing. Privately provided extra-care, supported or sheltered housing would meet the expressed local needs. Any such development would need to provide a component of Affordable Housing under CWAC policies.

³³ Using two-, three- and four-bed houses typical of designs at the small end of the range of sizes, cost of adapting to Lifetime Home Standards range from £928 for a two-bed house, to £120 for a three-bed house on a small development (i.e. ten dwellings). This is the equivalent of adding roughly 2m³ to the dwelling. The cost decreases as the size of the development increases. Source: Assessing the Cost of Lifetime Homes Standard, by David Langdon and Elemental Energy, for DCLG, July 2012.

³⁴ CWAC Rural Housing Strategy 2011; CWAC SHMA 2013, Core Output 3, Future Households.

Justification and Evidence

The challenge of an ageing population is highlighted in numerous policy documents. The Local Plan states in its vision that “residents will have access to a range of high quality market and affordable homes and the needs of all our communities, **in particular those of an ageing population**, will be provided for”.

Policy SOC3 of the Local Plan (Part One) encourages “the provision of accommodation types to meet the long term needs of older people, including Lifetime Homes, bungalows and extra-care housing”. However it doesn’t contain any specific target or requirement to achieve this. This NDP provides specific local policies to support the implementation of these aims, and ensure that the needs of older people are finally met.

Demographics

The population figures detailed below show why it is necessary that suitable accommodation for the elderly is provided as part of both market housing and Affordable Housing.

- **Current population**

The 2011 Census showed that the retirement age population in Kelsall is significant: 606 residents are over 65, making up 23.2% of population (against 18.5% in West Cheshire, and 16.2% nationally). Households made up solely of pensioners make up a higher proportion still - fully 28% of households in Kelsall consist of one or two pensioners ⁽³⁵⁾.

- **Forecast age profile**

Across the borough, the proportion of the elderly is forecast to increase further: the 2013 CWAC Strategic Market Housing Report found that: “By 2033, the number of elderly people living here is expected to double and over a third of the borough's population will be over 60 (up from 18.5% in 2011)”⁽³⁶⁾. Applied to Kelsall, this trend would translate into an extra 146 pensioner households, bringing the total to 451 or 34% of the total local households⁽³⁷⁾. The number of residents aged over 85 is expected to more than double (+118%).

Consultation Results

- **SHMA.** The 2013 SHMA shows a need for affordable housing for over-65s of four dwellings per annum, and recommends the delivery of four for the Ward of Tarvin and Kelsall⁽³⁸⁾. Policy H4 is designed to implement this.
- Consultation for the NDP has shown a need for downsizing accommodation, possibly with extra care, suggesting that many elderly residents are prevented from moving by a lack of suitable local properties. A questionnaire focused on older residents found that 45% supported the need for sheltered accommodation in Kelsall.
- Typical comments included “Many people in the village would like to downsize; providing smaller well-located properties for older people would release many family houses”.

³⁵ 2011 Census [Household Composition (Alternative Child and Adult Definitions) - People (QS114EW) and Households (QS115EW)]

³⁶ Strategic Housing Market Assessment, July 2013, Core Output 3

³⁷ Based on households in Kelsall Parish increasing by an estimated 240 from 2011 Census, to 1,315.

³⁸ SHMA 2013 Tables 4.22 and 4.23

- A more extensive Housing Needs **Survey**, carried out in November 2014, showed that:
 - at least 39 elderly households would like to move in the next five years, in order to downsize and/or be able to live independently.
 - most were looking to move to a two-bedroom property, preferably a bungalow.

	One-bed	Two-bed	Three bed	Total	Tenure
Bungalows	3	20	7	30	Private: 22, rented 6, shared-ownership 2
Flat	1	4		5	All private
House		2	2	4	All private
Total	4	26	9	39	

Table 2 - Housing Needs for Elderly Residents (Nov 2014)

- Most were looking for a privately-owned property (please see Appendix 4, Housing Needs Survey). The need for rental or shared ownership properties was about 20%, and so will be adequately met by the Local Plan (Part One) requirement that all market housing development provide 30% of units as Affordable Housing.

Reg14 Consultation

These policies had strong support from Reg14 respondents, with 96%, 87% and 96% in favour of policies H4, H5 and H6 respectively.

Quality of life

It is crucial for the quality of life of older people that they can remain close to friends and family, in order to avoid increasing isolation and poor health in later years. Research⁽³⁹⁾ shows that over 30% of over-60s live alone, many report suffering from isolation and loneliness. This is shown to have a detrimental effect on health (see also evidence for the Allocation policies above).

Lack of recent supply

In spite of this clear need, none of the housing built or planned in Kelsall since 2010 has taken account of this need. Developers are suggesting that smaller houses, where proposed, take care of the requirement for downsizing, although the design of these properties make no allowance for the needs of older people.

This was recognized by the Rural Housing Strategy (adopted September 2011), which identified the supply of such housing for older households as a strategic priority, as "key parts of the current housing offer are deficient, in terms of the balance between supply and demand, including the provision of ... accommodation suitable for older person households looking to 'downsize'".

The 2013 SHMA stated that "Crucially, the nature of household change needs to be better reflected in strategic housing and planning policies."

³⁹ Later Life in the United Kingdom, May 2015 by Age UK.

Demand for bungalows is consistently strong, and the SHMA found that 18% of over-65s, and 10% of high-income households regardless of age want to move to a bungalow ⁽⁴⁰⁾.

The current housing stock in Kelsall and Willington comprises a good number of bungalows but these are now old and in need of maintenance. Many are also located relatively far from facilities, connected to them via steep roads (e.g. Quarry Lane, Longley Avenue).

The provision of housing for the elderly must consider the location and specification of dwellings as well as their size, and arrangements for maintenance.

This policy conforms with: NPPF Paragraph 50, and 57, and Local Plan (Part One) Strategic Objective SO6, and Policy SOC3.

5.4 Self-build

Plan Objectives

- C1 *Provide the right mix of housing, in terms of size, tenure, design, and affordability to meet the needs of all sections of the population.*
- F2 *Ensure that all development is of high quality design, and meets high sustainability standards.*
- B2 *Ensure that development respects village character and local topography, and contributes towards local distinctiveness.*

Policy: Self Build	
H7	Planning applications for a development consisting of plots available exclusively to people wishing to build their own homes would be encouraged.
H8	Developments comprising more than ten market dwellings should include one or more plots to be made available to people with local connections wishing to build their own homes. This could be part of the affordable component of the scheme.

Policy H7 could come forward in a number of ways, including, but not limited to:

- through the intervention of the local authority under the support for Custom Build introduced in recent legislation (see below);
- by a land owner, housing association, or developer, who may obtain planning permission and arrange for services, then sell on the plots;
- independently through a group of interested self-builders .
- For any of the above options, the Self-Build plots could be part of the affordable housing component of a larger development (whether a registered provider assists the residents undertaking the build, or not). The plot would be subject to S106 agreement so that the dwellings remain affordable when sold on.

Policy H8: Plots delivered under this policy should be marketed for a period and in a fashion to be agreed with the developer, CWAC, and the Parish Council when the planning application is submitted. If the plots have not been taken up in the timescales

⁴⁰ 2013 Strategic Housing Market Assessment, Core Output 2 (table 4.7) and Core Output 6.

agreed, they would revert the developer or registered provider. Local connection criteria would be those used for the allocation of Affordable Housing.

Justification and Evidence

Support for people building their own home has gathered momentum in recent years. A 2011 YouGov poll commissioned by the Building Societies Association suggested that one in two people would consider building their own home if they felt that they could⁽⁴¹⁾. The NPPF (Paragraph 50) specifies that local authorities should plan to meet the needs of people planning to build their own home.

Following a pilot 'Right to Build' in 12 local areas, and a consultation exercise, the government passed the Self-build and Custom Housebuilding Bill in March 2015. The fact that the Bill took just eight months to go from its first reading on 2 July 2014 to being passed is a sign of the major cross party support the Bill attracted. The bill undertakes, "to take forward the Right to Build, requiring local planning authorities to support custom and self-builders registered in their area in identifying suitable plots of land to build or commission their own home".

The SHMA 2013 household survey identified a strong interest in self-build from households planning to move (13% of respondents were interested). The proportion of plots in Policy HM3.2 reflects this.

Research shows that self-build properties can allow members of the community to get a foothold on the housing ladder, and can add to the diversity and character of an area, as they often deliver more innovative and sustainable design, while keeping costs down (not least owing to VAT exemption and reduced stamp duty). The cost to build a typical project only amounts to 75% of the value of the finished property⁽⁴²⁾.

Shropshire has implemented a "build-your-own" approach to affordable housing, which has delivered 10% of the Affordable Housing in the borough.

Cheshire West and Chester is currently keeping a register of residents interested in Self-Build, and working out options for meeting their obligations under the Act. This should be included in the CWAC Local Plan (Part Two). This could be through Community Land Trusts (voluntary organisations), provision of serviced plots, or 'self-finish Affordable Housing.

Reg14 Consultation

Policies H7 and H8 were supported by 81% and 83% of respondents respectively.

Review and Implementation

Delivery of self-build is relatively untested, as legislation is recent and mechanisms for delivery will depend on how CWAC chooses to implement it in the Local Plan (Part Two). Some respondents to Reg14 consultation thought that there should be more self-build plots. This is difficult to do when the mechanisms for delivery are not defined.

As a project following the NDP, the Parish Council could work with CWAC to assess how this policy could be implemented locally and improved. This will depend on demand for self-build, according to the register being compiled by CWAC.

This policy conforms with NPPF points 50, and 57, Local Plan (Part One) Strategic Objective SO6, and Policy SOC3 (7.23).

⁴¹ Source: Laying the Foundations: A Housing Strategy for England, DCLG 2011.

⁴² Source: National Self-Build and Renovation Centre

5.5 Allocation of Affordable Housing

Introduction

Property in and around Kelsall is very unaffordable for the region – meaning that prices are very high compared with local incomes. This is true in all income brackets but particularly acute in the lower income brackets, as detailed previously.

One intention of the Housing Mix policies at 4.3 above is to increase building of smaller, therefore relatively cheaper properties. This section deals specifically with Affordable Housing, i.e. social housing managed by CWAC through its Partnership, Trust Homechoice, and housing associations.

The Local Plan Policy SOC1 requires that 30% of new builds are Affordable Housing. This is a welcome tool to start addressing the problem, and has already brought about 52 new Affordable Housing units in recent developments ⁽⁴³⁾ (in addition to an existing supply of 56).

However, the problem remains that it is difficult for local residents to access Affordable Housing, due in part to the Housing Register being managed across the borough, and in part to timescales involved or availability of information.

Plan Objectives

- C1 *Provide the right mix of housing in terms of size, tenure, design, and affordability to meet the needs of all sections of the local population.*
- C4 *Improve access to Affordable Housing to people with strong local connections.*

Policy: Allocation of Affordable Housing

H9 The allocation of Affordable Housing shall be consistent with the customized Allocation Policy detailed in the table below. Any exceptions must be agreed by CWAC Housing with the Parish Council (Kelsall or Willington as appropriate).

H10 A proportion of the Affordable Housing required of larger sites must be properties designed for the needs of, and available specifically to, older residents, as justified by the latest local housing needs figures.

Local Connection cascade

Local Connection Criteria	Timescales applicable for non-rented units, second and subsequent occupancy only
i. First instance – connection to the parish, this would be Kelsall or Willington as appropriate	12 weeks
ii. Neighbouring parishes or ward; include Tarporley and Gowy wards	2 weeks as per existing CWAC policy.

⁴³ New Affordable Housing units: 11 in Bloor Homes on Sandstone Park (completed), four in Elan on Willington Lane (under construction), 33 in Taylor Wimpey on Flat Lane, two in Chester Road nursery site, and two in Eastview, Chester Road.

iii.	Offer to whole borough.	As per existing CWAC policy.
iv.	Any person deemed to be in housing need by CWAC,	As per existing CWAC policy.

Timescales for affordable rented units are unchanged by this policy.

For new developments, the Affordable Housing units are allocated before they are built, therefore the shorter timescales in the standard policy do not create an obstacle to customers accessing the non-rented units.

For rented units, eligible applicants would be all be notified at the same time so the shorter two-week timescales in the 2nd and 3rd tiers, coming after the initial four weeks offer period to the first tier, effectively become six and eight weeks respectively.

Justification and Evidence

All NDP consultation supports the access of local residents to new or existing Affordable Housing. In the initial 2012 Village Questionnaire, small family housing, and more affordable housing were joint first priorities for housing development. This was already identified as a need by the Policy Recommendations of the Kelsall Parish Landscape and Design Statement⁽⁴⁴⁾.

These policies accord with the CWAC Housing Allocation Policy to offer properties to local residents in the first instance, in the interest of fairness and social cohesiveness. Within bands of housing need, Affordable properties are allocated according to a cascade of geographical criteria, starting with the most local⁽⁴⁵⁾. For housing in rural area, the most local band is defined as the parish instead of the ward. This matches the NDP's own emphasis on access for local residents.

The timescales involved before offers are passed on are quite short and can make it difficult for residents to be aware of or take up an offer for the shared ownership, part-buy and discount for sale properties: the four week period used in the cascade allow little time to arrange a mortgage. The standard allocation criteria of the Trust Homechoice allocation policy are therefore amended as detailed above.

For Policy H10, the council's Trust Homechoice policies recognize that there is a specific category of older residents in housing need who should be matched to properties specially designed for the age group: this can be either adapted properties, for example using Lifetime Homes Standards, sheltered housing, or extra-care housing⁽⁴⁶⁾.

Reg14 Consultation

Policies H7 and H8 were supported by 98% and 96% of respondents respectively.

Note on Exception Sites in Green Belt

Since 2010, the CWAC policy on Affordable Housing has delivered 15 additional Affordable units in Kelsall and four in Willington, with another 35 still to be built under extant permissions⁽⁴⁷⁾. This is a total of 54 new Affordable dwellings in addition to existing stock.

⁴⁴ Kelsall Parish Landscape and Design Statement 2007, SPD 4, p24. Also see Appendix One.

⁴⁵ Trust Homechoice Allocation Policy, Jan 2015, Para. 2.9 (no) Local Connection, and para. 3.19, Rural Connection Criteria.

⁴⁶ Trust Homechoice Common Housing Allocation Policy, Jan 2015, para. 3.14, extra-care and sheltered housing (Trust Homechoice is now called West Cheshire Homes)

⁴⁷ See Appendix 4; Housing Needs Survey for details.

The total new stock for Affordable Housing will also be boosted by the planned retirement development to be delivered by the Site Allocation policy in Section 3. A development of 50 retirement dwellings would include at least 15 Affordable units. This would bring the total for the Plan period to 69.

The SHMA foresees a need for affordable dwellings of 25 per annum for the Ward of Tarvin and Kelsall ⁽⁴⁸⁾. Since Kelsall accounts for about a third of the ward population, this amounts to a need in Kelsall of eight per annum overall for the five years covered by the SHMA, or a total of 40.

These figures show that the provision more than adequately meets the needs identified. As a result there is no justification for an Affordable Housing development to come forward under "exception schemes" permitted in the Green Belt.

These policies conform with: NPPF Paragraphs 47,185, Local Plan (part1) Strategic Objective SO6, and Policy SOC1.

⁴⁸ 2013 SHMA, Core Output 7.

6 Design Policies

Introduction

Our neighbourhood wants priority given to more sustainable development. Results from the Community Questionnaire ranked this second on the list of issues. The Code for Sustainable Housing, recognised throughout the construction industry, can no longer be used in local and neighbourhood plans to help raise standards of energy efficiency in buildings. This is because of changes to national planning policy. In the absence of this set of standards, developments that meet all criteria of the BRE Home Quality Mark, operational from October 2015, would be welcomed.

6.1 Design

Plan Objective

- B2. To ensure that development respects village character and the local topography, and contributes towards local distinctiveness.
- B3. To ensure that where development borders countryside, the edge of the built area is designed so as to achieve a soft transition into the open countryside.
- F2. Ensure that all development is sustainable and of high-quality design.

Policy: Building for Life 12

- D1 All housing development shall demonstrate the use of "Building for Life 12" and will be required to meet as many "greens" as possible, minimise "ambers" and avoid "reds", justifying any "greens" they are unable to meet.

Policy: Height

- D2 New buildings and extensions shall be no higher than two-storeys unless responding creatively to the hilly topography, or the immediate context; and the resultant design is not over dominant from any one aspect.

Policy: Variety

- D3 Developments shall vary the built form and appearance or style of development to help create areas with different character within larger developments.

Policy: Sandstone

- D4 Appropriate red sandstone features in design are encouraged and sandstone features present already on site, such as walls, gateposts, quarries, banks and wells, shall be preserved.

Policy: Boundaries

- D5 Development next to open land should be designed to achieve a gradual and sympathetic transition between the built form and the open countryside.
- D6 Boundary treatment should reflect the open rural character of the Plan area by retaining its visual permeability.

Policy: Infrastructure

- D7 New development should provide linkages to green spaces, Public Open Spaces, and the Rights of Way network, where possible.
- D8 Parking spaces must be adjacent to the dwelling they serve. There shall be no Public Open Space between a dwelling and its allocated parking space(s). Separate parking courts shall not be permitted.

Note: all design policies apply to extensions and modifications to existing properties as well as new developments.

Justification and Evidence

The community felt very strongly that Kelsall and Willington are special places to live and that new developments should be of a high-quality design and construction⁽⁴⁹⁾. On the question of future housing developments, the 2012 Village Questionnaire provided typical comments such as, "new housing has been unimaginative" and "Kelsall is not chocolate boxy and does not need to be preserved, but new development needs to be of the highest standard to reinforce the village character".

This Plan takes forward a number of the recommendations of the Kelsall Parish Landscape and Design Statement⁽⁵⁰⁾ which establish local distinctiveness and diversity. In accordance with NPPF Paragraph 58 the policies above set out the elements of design that, "respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation."

Building for Life 12

The Design Council has produced an industry code called Building for Life 12 which sets out standards for items such as character, street layout, car parking and public/private spaces. Appendix 5 lists the 12 questions that underpin Building for Life. CWAC promotes the use of Building for Life to guide development. Policy D1 requires new developments to strive to meet the standards in all 12 sections of this code, securing as many "greens" as possible, minimizing the number of "ambers" and avoiding "reds". Policy D1 was supported by over 96% of respondents to the Regulation 14 consultation with one resident expressing the opinion that this policy is "*essential for inclusive, sustainable communities*".

While Building For Life 12 does address the question of Character in section 5, Policies D2, 3, 4, 5 and 6 make explicit the design elements that will help to promote the local distinctiveness of the Plan area.

⁴⁹ See Consultation Statement.

⁵⁰ See Appendix 1.4 for recommendations from Kelsall Parish Landscape and Design Statement relevant to design.

Height

The Kelsall Parish Landscape and Design Statement recommended limiting the height of buildings to preserve village character. Feedback from consultation indicated that residents want to see “low rise” houses and bungalows ⁽⁵¹⁾.

The Plan area spans valleys, ridges and plains and in accordance with section 6 of Building for Life 12, we recommend *“working with the contours of the land rather than against them, exploring how built form and detailed housing design can creatively respond to the topographical character; thinking carefully about the roofscape.”* Recent developments on sloping sites, e.g. on Quarry Lane, have resulted in buildings which are single-storey or two-storey on the roadside but four-storey when viewed from below, and are over-dominant as a result.

We encourage proposals that use innovative designs to adapt to steep sites unless the design becomes over dominant from any one aspect. Policy D2 seeks to ensure the height of buildings respects the village character. 94% of Regulation 14 respondents supported it. Policy E1 provides further guidance on how new development must contribute to local distinctiveness with respect to topography.

Variety

Kelsall celebrates a diversity of buildings with no single dominant vernacular. The Kelsall Parish Landscape and Design Statement therefore recommends that “additional buildings should be individual in design whilst respecting the character of adjacent buildings”⁽⁵²⁾. On the question of what development should avoid in the 2012 Village Questionnaire, the second highest response was to avoid faceless developments and large estates and unsurprisingly in the Regulation 14 consultation, over 98% of respondents supported Policy D3.

Developments should vary the density, built form and style such that when viewed in a “passing glance” or a “blink of an eye” they do not appear to be uniform in appearance. We would like to challenge developers to be a little more creative in the design of their house types rather than the usual approach of limited variation on a common theme.



Kelsall celebrates a variety of buildings with no singular dominant vernacular

Sandstone

Local red sandstone has been used extensively throughout the Plan area in walls, gateposts and wells. Outcrops of sandstone are visible in banks and elsewhere. These

⁵¹ See Consultation Statement; also Justification & Evidence for policy H5 shows demand for bungalows.

⁵² Appendix 1.1 Key Planning Issue, Kelsall Parish Landscape and Design Statement Summary

sandstone features, both natural and manmade, help shape the distinctive appeal of Kelsall and Willington. We welcome new designs that respond to local characteristics in a contemporary way and encourage the use of the local red sandstone in the design. This policy enjoyed the support of 95% of Regulation 14 respondents.

Boundaries

Residents are keen to prevent blocks of housing and roofscapes forming harsh solid edges to the village⁵³. Policy D5 and D6 were supported by over 96% and 92% of respondents to the Regulation 14 consultation respectively. Where development meets open countryside, the wish is to achieve a soft fringe through the skillful layout of proposal sites: buildings should be appropriately set back from site boundaries and respect existing landscape features, roof heights should be varied, and boundary treatment should retain its visual permeability.

Fundamental to Kelsall and Willington's rural character are the soft, open boundary treatments. Recent developments have ignored this and erected six-foot solid fencing adjacent to public footpaths. Suitable treatments could include native trees and hedges, red sandstone walling, and Cheshire/estate raining rather than close boarded fencing.



Not in keeping boundary treatment



In keeping boundary treatments

Parking

Residents specifically requested that new developments provide sufficient and suitable parking.

The recent Bloor housing development within the village of Kelsall has already evidenced that separate parking courts to the rear or the side of a group of dwellings tend not to be used by residents who choose instead to park on the road in front of their house where space does not easily permit, causing congestion. Parking on the road is particularly unsuitable in developments with narrow and winding roads, such as in recent Bloor and Taylor Wimpey developments in Kelsall. "Manual For Streets" recommends that the design quality of the street is paramount when considering the design and location of parking. "Done well, on-street parking can be efficient, understandable and can increase vitality and safety."⁵⁴ It is acknowledged that there is no single best solution to providing car parking – a combination of on-plot, off-plot and on-street will often be appropriate.

⁵³ See Consultation Statement

⁵⁴ Manual For Streets, Department for Transport, 2007

"Lifetime Homes" Criterion 2 requires that car parking spaces are close to the home as it makes getting between the home and the car more convenient and as easy as possible for everyone.

Separate parking courts are not consistent with the rural character of the village. As one resident commented, "Parking courts are very urban looking and not in keeping with the local character."⁵⁵

The Building for Life Question 10 recommends that large rear parking courts are avoided, however due to reasons stated above, this Plan discourages the building of separate parking courts at all (Policy D8).

These policies together with the policies on density, will ensure that new development "*will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development,*" NPPF Paragraph 58.

Policies D7 and D8 were supported by 94% and 91% of respondents to the Regulation 14 consultation respectively.

These policies conform with: NPPF Section 7 – Requiring Good Design esp..paragraphs 58, 64 and 69; Cheshire West and Chester Local Plan (Part One) Policies STRAT 1 Sustainable Development, STRAT 8 Rural Area, STRAT 10 Transport and Accessibility, SOC 5 Health and Wellbeing, ENV 6 High Quality Design and Sustainable Construction.

6.2 Surface Water Run-off

Plan Objectives

- F2 To ensure that all development is sustainable and of high-quality design
- F3 To minimise the impact of development on the environment, including water run-off.

Policy: SuDS

- D9 Development shall, where appropriate, include design measures to reduce the surface water run-off and incorporate Sustainable Urban Drainage Systems (SuDs).

Justification and Evidence

Due in part to the hilly nature of the area and impervious hard landscaping increasingly replacing front lawns, run-off from rainwater can be a problem, particularly in the lower areas of Kelsall where drains frequently overflow after medium to heavy rain. The effects of climate change mean that heavy rainfall events (and subsequent flooding) may occur more often in the future. As pluvial flooding does not qualify for monitoring, a key local concern therefore is that particular attention be paid to drainage of new developments. Residents are keen to see positive steps being taken in new developments: "*Products exist to help, such as porous resin driveways. Have front lawns as well as hard standing to assist in the reduction of surface water run-off*"⁵⁶ In the Kelsall Parish Landscape and Design Statement it is recommended that new development "*should incorporate Sustainable Drainage Systems (SuDS) to effectively manage water run off and minimise the potential*

⁵⁵ Regulation 14 Consultation Q23

⁵⁶ See Regulation 14 Survey Responses Q24

for flood risk." Policy D9 was supported by over 98% of respondents to the Regulation 14 consultation.

New Development

While Cheshire West and Chester Local Plan (Part One) ENV 1 Policy on Flood Risk and Water Management requires new developments to include SuDS in order to reduce surface water run off, this Plan requires applicants to provide design measures that effectively mitigate any adverse effects from surface water run-off. Sustainable drainage may include features such as rainwater recycling, pervious paving, and ponds. The SuDS must be designed as an integral part of the green infrastructure and development layout, so that SuDS features are positive features of the development.

Limiting hardstanding also contributes to the preservation of the rural character of the Plan area, so valued by residents.

Existing Properties

Residents wishing to build a new drive or replace an old one must comply with the 2008 Order that amends the Town and Country Planning (General Permitted Development) Order 1995. It states that, *"householders will not need planning permission if a new or replacement driveway of any size uses permeable (or porous) surfacing, such as gravel, permeable concrete block paving or porous asphalt, or if the rainwater is directed to a lawn or border to drain naturally. If the surface to be covered is more than five square metres planning permission will be needed for laying traditional, impermeable driveways that do not provide for the water to run to a permeable area."*

Residents are directed to the "Guidance on the permeable surfacing of front gardens" produced by the Department for Communities and Local Government.

Policy D9 conforms with: The Town and Country Planning (General Permitted Development) (Amendment) (no.2) (England) Order 2008 No. 2362; NPPF Section 10 – Meeting the Challenge of Climate change, Flooding and Coastal Change, Section 7 – Requiring Good Design; Cheshire West and Chester Local Plan (Part One) Policies ENV 1 Flood Risk and Water Management, ENV 6 High Quality Design and Sustainable Construction.

7 Environment Policies

Introduction

Residents of Kelsall and Willington recognise that their village is set in a beautiful varied landscape – with hills, valleys, trees and plains – and that it has a long history of passage and settlement from Roman times and earlier. Of particular value are the spectacular views from the high points of the Plan area to the east, west and south, and also the views of Kelsall Hill from the plains below.

Remaining green spaces are highly valued and provide opportunity for recreation and amenity, helping the village to retain a rural atmosphere.

The NPPF and the CWAC Local Plan serve to protect and enhance landscape character and local distinctiveness, while the Kelsall Parish Landscape and Design Statement provides an excellent guide to take into account in the making of planning decisions, having established what makes the Plan area unique.

In this Neighbourhood Development Plan it is necessary to make explicit the elements of the Plan area that residents wish to see protected and enhanced.

7.1 Protection of Views and Landscape Character

Plan Objectives

- B1. To protect the long views, both from within the Plan area and of the sandstone ridge from the plains below.
- B2. To ensure that development respects village character and the local topography, and contributes towards local distinctiveness.

Policy: Views

- | | |
|----|---|
| E1 | Development on the scarp shall not obstruct or interfere with the view of the Sandstone Ridge skyline looking up from public areas within the Plan Area. |
| E2 | Proposed new buildings or extensions shall not obscure the views from the Key View Points as depicted on map 4 below. Existing visual connections with the surrounding countryside from the Key View Points shall be maintained by providing unobstructed lines of sight. |
| E3 | Proposals are expected to provide views along streets and across open spaces to the surrounding countryside from within new developments. Later extensions must not obscure those. |



Justification and Evidence

The sandstone ridge, on the eastern edge of Kelsall and Willington, is the most significant defining feature of the Plan area and can be seen on Map 4 above. It is home to a scheduled monument and a local wildlife site. Kelsall Hill is described in the Kelsall Parish Landscape and Design Statement (see also extracts from the Design Statement in Appendix 1.2). Kelsall's landscape setting in the distinctive pass is unique. This affords views both from the high points of the Plan Area to the east, west and south and also up to Kelsall Hill from the plains below.

As part of the process for both the earlier Kelsall Parish Landscape and Design Statement and this Neighbourhood Development Plan, residents have expressed concern that both the distant and the more immediate views of the sandstone ridge are protected. Policy E1 was supported by 96% of respondents to the Regulation 14 consultation. The Kelsall Parish Landscape and Design Statement recommends that *"there should be a complementary relationship between the height of new buildings and the immediate topography to prevent any adverse impact on the character and appearance of the landscape and on visual amenity."*

This is in line with Cheshire West and Chester Local Plan ENV 2: **"8.17** The 'Cheshire Landscape Character Assessment 2009' classified and described the landscape types across the borough. These character areas, coupled with conservation area appraisals, Village Design Statements, and neighbourhood plans, seek to define the character and local distinctiveness which will be protected and, wherever possible, enhanced across the borough."

The 15 Key View Points depicted on Map 4 above and documented in more detail in Appendix 6, allow residents to glimpse far-reaching views across the Cheshire plains towards the Welsh hills or south towards the locally famous skyline of Beeston and Peckforton Castle on the sandstone ridge or close by up to Kelsall Hill. These important vistas from public places such as the Church steps and Kelsall Green provide a sense of place and visual amenity. They enable reference to the distinctive countryside beyond which in turn helps to give the villages of Kelsall and Willington their character. Whilst these 15 views are not exhaustive, protecting them would go some way to retaining the sense of place from key public places throughout the village.

Recent extensions and planning approvals have blocked previously valued Key View Points from public places, such as the view towards the Welsh Hills from where Church Street crosses Chester Road (see below). Those that are left need preserving. Policy E2 and E3 were supported by 94% of respondents to the Regulation 14 consultation.

A view to protect - From Old Coach Road A view already lost - From Chester Road



Policy E3 is designed to ensure that new developments retain views out to the Welsh hills and up to the sandstone ridge (including Kelsall hill and around to the Peckforton hills) from the site early on in the design process. Building For Life 12⁵⁷, section 6 recommends avoiding “leaving an assessment of whether there are any views into and from the site that merit a design response until late in the design process.”

Policies E1, E2 and E3 conform with: NPPF Section 11: Conserving and Enhancing the Natural Environment, and Cheshire West and Chester Local Plan (Part One) Policy ENV 2.

7.2 Green Infrastructure

Plan Objective

B6. Maintain and enhance green infrastructure.

Policy: Local Green Space

E4 The eight sites indicated on Map 5 below are designated Local Green Spaces.

Policy: Footpaths and Sites of Open Space Value

E5 Planning applications affecting any site of Open Space Value or Footpath must apply the mitigation hierarchy and can only be permitted if the community gains equivalent or improved benefit.

The Neighbourhood Plan recognises 28 footpaths, delineated by grid references set out in Appendix 8.3.

This Plan defines 20 sites of Open Space Value. See Appendix 8.2 for locations.

Justification and Evidence

NPPF Paragraph 76 permits local communities to identify for special protection, green areas of particular importance to them. These areas are labeled as **Local Green Spaces**. Paragraph 76 states, “By designating land as Local Green Space local communities will be able to rule out new development other than in very special circumstances.”

In the NDP survey November 2014 ⁽⁵⁸⁾, residents voted overwhelmingly to designate eight areas as **Local Green Spaces** and in the Regulation 14 consultation, 98% of respondents voted “yes” to Policy E4. They are listed in the Schedule of Local Green Space below, and photographs can be found at Appendix 8.1. Each Local Green Spaces fulfills the following three requirements set out in NPPF Paragraph 77 that they should be:

- in reasonably close proximity to the community,
- demonstrably special to the community or hold a particular local significance and
- local in character and not extensive tracts of land.

⁵⁷ See Policy D1

⁵⁸ See Consultation Statement and its Appendices for the full results of the November 2014 Survey.

Schedule of Local Green Space			
Ref.	Site	Location	Comments
1	Kelsall Green	Chester Road	Equipped play area, multiple games area, hosts the annual Chester Folk Festival –sport and recreational value
2	Chapel Green and the War Memorial	Chapel Bank	Home to the Kelsall War Memorial with seating for quiet contemplation – of historical significance
3	The Allotments	Between Chester Road and Kelsborrow Way	Home to 11 Plots with 5 people on the waiting list at time of writing - recreational value
4	The Football Pitch	Dog Lane	Sport and recreational value
5	Willington Green	Willington Road	Prominent Green Space, and a local landmark with numerous trees and seating. Hosts the annual Village Garden Party and is the site of the village notice board.
6	The Waste	Waste Lane	A beauty spot on a popular walking route. Home to a large pond and mature trees which are rich in wildlife. Seating for quiet contemplation
7	Boothsdale	The steep sided valley end at Boothsdale	Known locally as “Little Switzerland”. Stunning channeled views towards the Peckforton Hills. Home to a rich variety of wildlife. Currently in the process of being designated as a Local Wildlife Site. Under consideration for being classified as an Area of Outstanding Natural Beauty.
8	Land off Pasture Close	Abutting Salters Brook	This is currently owned by Cheshire West and Chester council and is presently without any management. This area could be upgraded to provide a Local Nature Reserve for the benefit of the school, local residents, and wildlife. This land is largely unsuitable for development; it abuts the brook and supports a large badger sett. Whilst designating this as Local Green Space, its future use could also be directed to meet an established community priority such as play facility, habitat creation, woodland. Further areas of high maintenance amenity grassland not catering for recreation should be avoided.



Kelsall Green, for example, provides a children's play area, a multiple-use games area, and an open green on which residents can come together both informally and where community events are held; the Chester Folk Festival is held annually on Kelsall Green. Boothsdale, known locally as Little Switzerland, is as much loved by residents for its beauty and channeled views towards the Peckforton Hills as for its biodiversity and historic significance.

There are, though, other elements of the green infrastructure that are considered valuable to the community therefore the policies above make a distinction between Local Green Space, and Footpaths (Appendix 8.3) and Sites of Open Space Value (Appendix 8.2).

Sites of Open Space Value provide relief to the built form of the village adding to the open feel and reinforcing the sense that you are in a village rather than an urban area. Footpaths are valuable for recreation and everyday circulation, given the absence of roads connecting Chester Road with either Old Coach Road or Quarry Lane.

Feedback from the community highlighted the strong opinion that Kelsall and Willington should retain its rural atmosphere.

The CWAC Open Space Audit and Assessment of Need 2011 reveals a shortage in the provision of allotments and open space for children and young people, as well as a lack of parks and gardens. While there appeared to be a surplus of natural and semi-natural green space there has been a reduction since the audit was carried out. \$106 agreements, from recently approved planning applications, have provided sums of money to be spent on new play and open space provision. These sums are however insufficient to purchase new land and there is a limit to the capacity of Kelsall Green to accommodate new play equipment and play facilities. It is essential therefore, that existing open green spaces are retained and that new open green space is provided within new development sites.

Policies E4 and E5 conform with: NPPF Paragraph 76 and 77, Cheshire West and Chester Local Plan (Part One) Policies ENV2 and ENV3.

7.3 Biodiversity



Residents appreciate the well-wooded character of Kelsall

Plan Objectives

- B6 Maintain and enhance green infrastructure
- B7 To ensure that there is no net loss of biodiversity (ideally a net gain) and that proposals provide suitable compensation for the loss of any semi-natural habitat.

Policy: Biodiversity	
E6	Development should not adversely affect Local Wildlife Sites, or UK priority habitats or protected/priority species within and outside the conservation sites.
E7	This Plan designates the Kelsall Indicative Wildlife Corridors North and South as identified on Map 6 below. Development should not adversely affect the Wildlife Corridors.
E8	Development proposals must be designed to retain existing areas of wildlife value wherever possible such as trees, hedgerows or other semi-natural habitat.
E9	Ecological surveys should be submitted in support of development planning applications.
E10	The mitigation hierarchy – avoid, mitigate, compensate and enhance – should be followed at all times.
E11	Development should include onsite habitat creation or enhancement using locally native species, including trees and hedges.
E12	Where habitat creation/enhancement schemes are required as part of new development, management plans should be produced with provision made for long term maintenance.

Policy: Trees

- E13 Development proposals must be designed to retain mature or trees of known importance, e.g. those with a TPO or in a Conservation Area. Where removal of a tree of recognised importance is proposed, a replacement of similar amenity value should be provided on site. Where trees are not in this category developments should be designed to meet the recommendations set out in British Standard 5837:2012.
- E14 All developments are expected to plant potentially large native species of trees in on-site public open spaces where due consideration has been given to:
- an adequately designed tree pit
 - appropriate potential rooting space
 - a suitable location where it can grow to maturity without intervention
- Where there is no public open space, the developer shall provide financial contributions and work with the Parish Council and other land owners to identify suitable sites for such trees.
- E15 Proposals for ten or more dwellings shall provide for the planting of at least one potentially large native species of tree for every eight dwellings.

Note: all biodiversity policies apply to extensions and modifications to existing properties as well as new developments.

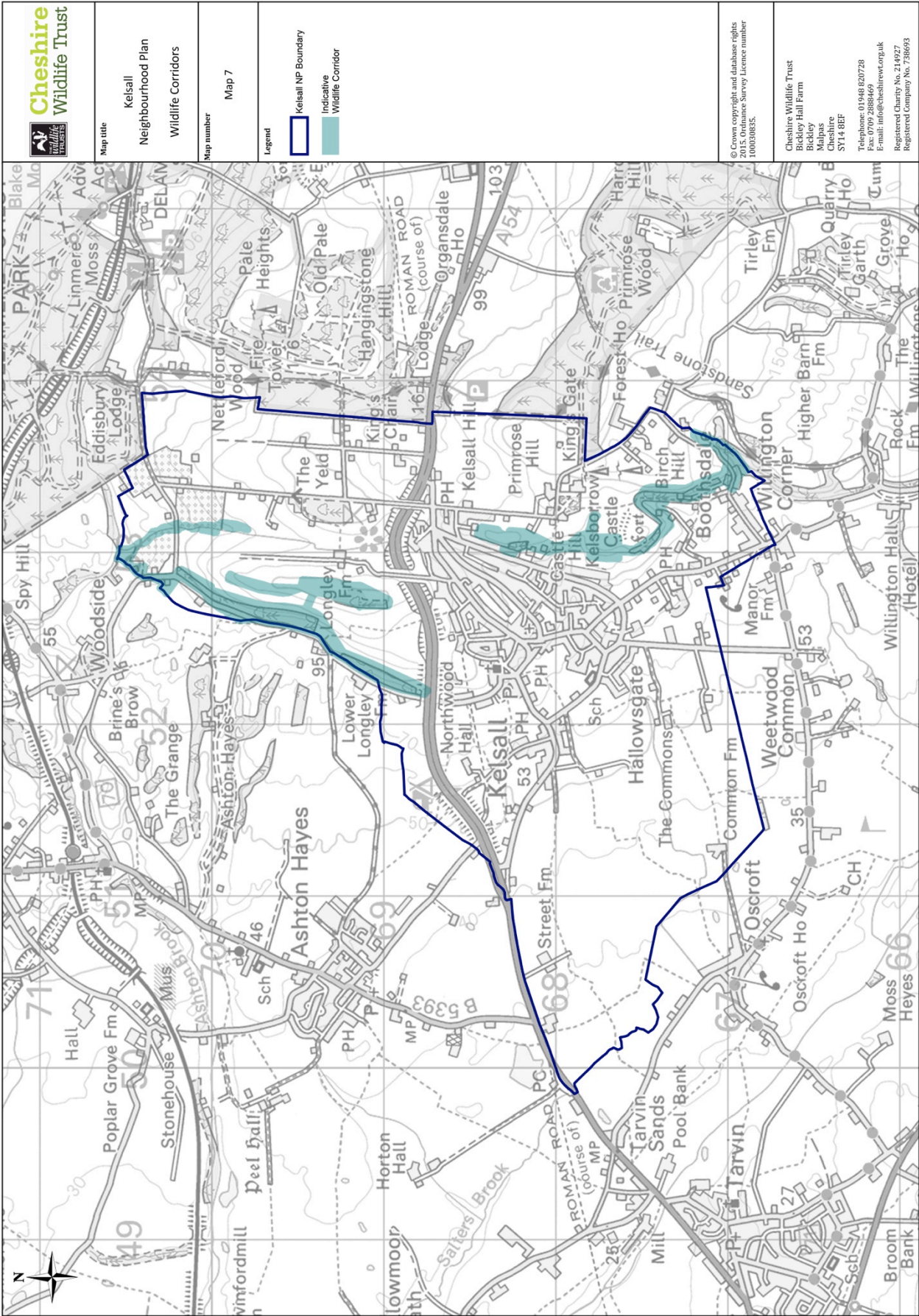
Justification and Evidence

The local community is keen to protect wildlife; one of the key ways to achieve this, and conforming with Cheshire West and Chester Local Plan (Part One) Policy ENV 4 Biodiversity and Geodiversity, is to ensure that new developments result in a net gain for biodiversity. It may be possible to secure this onsite by planting trees and hedges, and creating areas of wetland or species-rich grassland. Where this is not possible, offsite enhancements may be secured by working with the local authority and local landowners, as well as developers. Offsite enhancements ideally should be focused on the areas of High Ecological Value including the Wildlife Corridors (see Map 6), Local Wildlife Sites (see Map 7), and other UK Priority habitat (areas of high habitat distinctiveness on Map 8) for maximum benefit to wildlife⁽⁵⁹⁾.

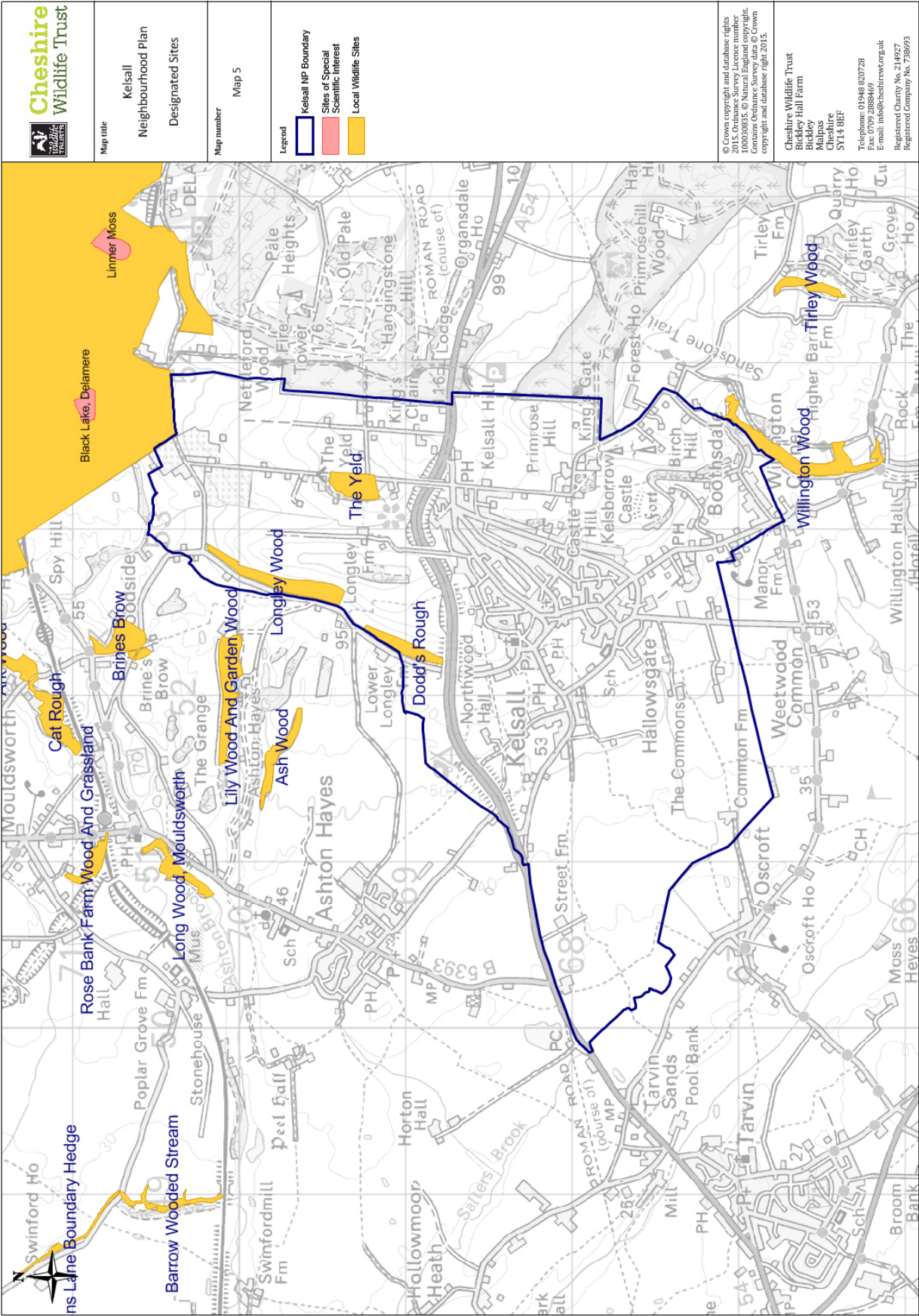
The (indicative) wildlife corridors identified in Policy E7 incorporate three previously designated Local Wildlife Sites and areas of connecting Priority/Semi-natural habitat⁽⁶⁰⁾. A fourth Local Wildlife Site at Boothsdale is in the process of being designated. Wildlife corridors are a key component of local ecological networks as they provide connectivity for species to move to and from core areas of high wildlife value. The designated area should incorporate all semi-natural habitat (medium habitat distinctiveness on Map 8) along the corridor and include a non-developable buffer zone to protect the corridor from issues such as ground water and light pollution, and the spread of invasive garden species.

⁵⁹ See Appendix 12 "Protecting and Enhancing Kelsall's Natural Environment" report by The Cheshire Wildlife Trust

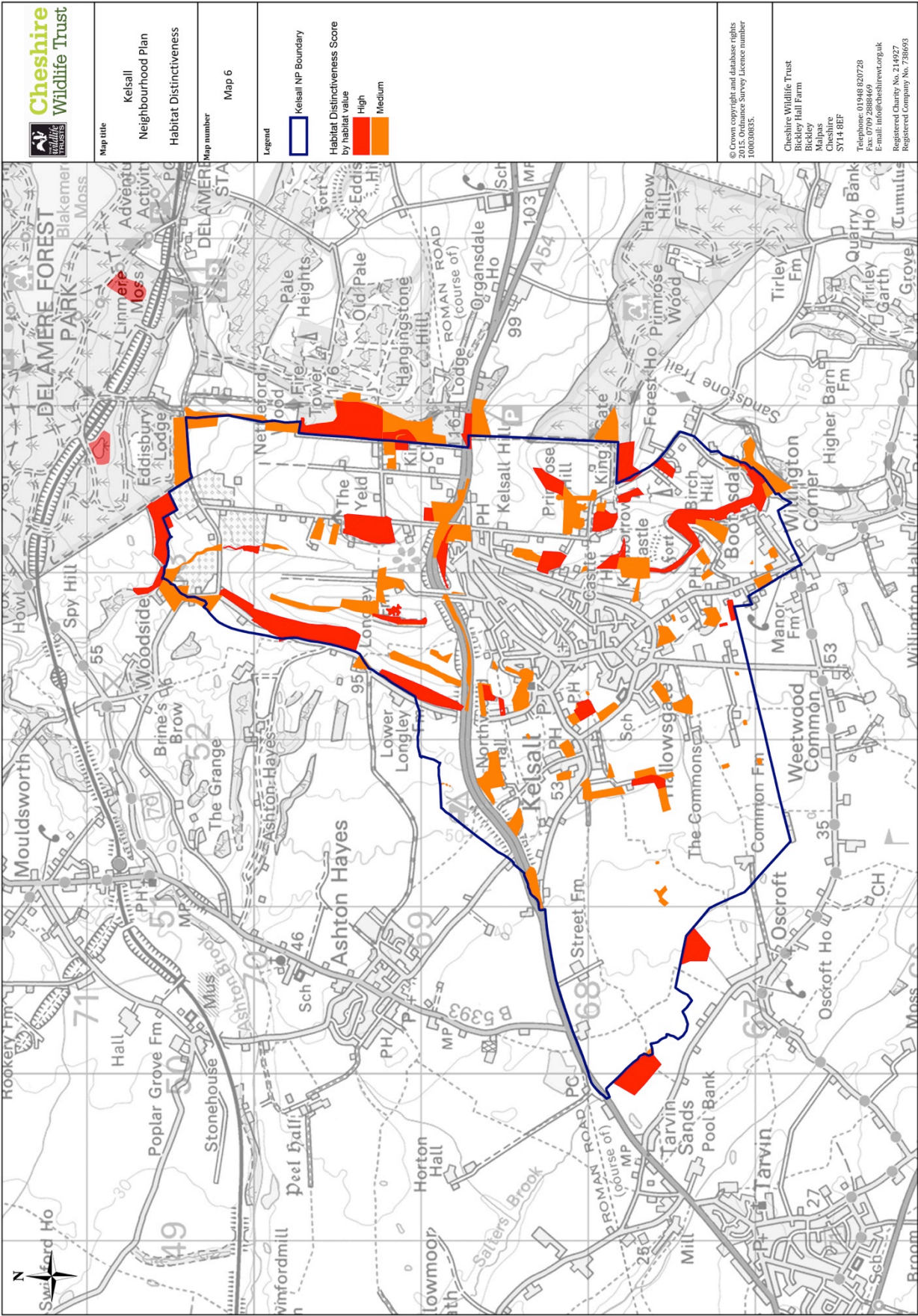
⁶⁰ See Appendix 12 "Protecting and Enhancing Kelsall's Natural Environment" report by The Cheshire Wildlife Trust



Map 6 - Wildlife Corridors



Map 7 - Designated Local Wildlife Sites



Map 8 - Habitat Distinctiveness

NPPF Paragraph 109 states that planning systems should contribute to and enhance the natural and local environment by “*protecting and enhancing valued landscapes*” and “*minimizing impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government’s commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.*”.

Paragraph 117 of the NPPF states that planning policies should “*promote the preservation, restoration and recreation of priority habitats, ecological networks and the protection and recovery of priority species populations, linked to national and local targets, and identify suitable indicators for monitoring biodiversity in the plan.*”

The various biodiversity policies were supported by between 92% and 96% of respondents to Regulation 14 consultation.

Trees Policies

Trees are important green elements in both the built-up areas of the Plan area and the Local Wildlife Sites, with the ridge above Quarry Lane providing a distinctive tree-lined skyline. As well as forming wildlife havens, they absorb CO₂, provide shade and help establish the leafy, green character of Kelsall and Willington. Once a mature tree is lost, by natural or unnatural causes, it is difficult to replace. There has been a steady piecemeal loss of trees from the pressures of development. Such developments result not only in the removal of trees to enable development, but more trees may be lost after site completion due to the long term impact of root disturbance and work undertaken by future occupants. Recent developments, however, are only planting faster growing trees with a shorter life span than those trees that are being lost. In order to sustain the wooded character of Kelsall, the policies above specify the use of locally native species that must be planted in suitable locations, such as public green spaces, where their potential size will contribute over time to the wider public amenity.

The Kelsall Parish Landscape and Design statement recommends that “the well-wooded character of the area should be sustained, protected and enhanced with native species for hedgerows and trees”⁽⁶¹⁾. The policies on trees above were supported by 94% of respondents to the Regulation 14 consultation.

Presently the ratio of trees awarded a tree preservation order (TPO) per number of dwellings is 1:10 within the settlement boundary of Kelsall (see CWAC interactive map). As this only applies to trees awarded a degree of protection by their TPO status, it therefore indicates that a significantly higher number of trees exist within the settlement boundary, many of which are mature specimens providing visual amenity, wildlife habitats and characterising the village. 1:10 represents the ratio of TPO trees to dwellings and understates the number of (mature) trees that currently exist within the settlement boundary of Kelsall. Therefore the expectation in Policy E14 for one potentially large tree to be planted for every eight dwellings is reasonable.

The Cheshire West and Chester Local Plan (Part One) Policy ENV3 Green Infrastructure supports local opinion that the well wooded area be protected and enhanced⁽⁶²⁾:

“8.26 Individual trees, groups of trees and hedgerows make a significant contribution to both the built and rural environment. Their visual amenity helps define the character of the borough, and their presence ameliorates the adverse environmental and climatic

⁶¹ Appendix 1, Section 2

⁶² See Consultation Statement

effects of the urban environment; helps to humanise space and; provides important habitats for wildlife."

and

"8.27 The projected reduction in tree cover and the reduction in the size of street trees is a significant factor which the Council seeks to address."

Policies E8 to E14 conform with: NPPF Paragraphs 109, 117 and Cheshire West and Chester Local Plan (Part One) Policy ENV 3 Green Infrastructure and Policy ENV 4 Biodiversity and Geodiversity.

7.4 Gardens, Infill, and Backland Development

Plan Objective

- B4. *To protect the landscape and character of the area from inappropriate development on residential gardens*

Policy: Gardens

E16 Proposals for new dwelling(s) within a private residential garden shall only be permitted where:

- the reduction of garden space within the site and the impact in terms of amenity, density, scale and massing of development is not detrimental to adjoining sites and the landscape character of the surrounding neighbourhood.
- access to the highway can be readily provided without significant loss of existing traditional boundary walls or hedges.

Justification and Evidence

The Cheshire West and Chester Local Plan (Part One) Policy STRAT 8 Rural Area states that the housing targets and policies are not intended to constrain any infill (the filling of a small gap, up to two dwellings, in an otherwise built up frontage in a recognised settlement) or redevelopment opportunities.

While infill may be considered acceptable, the community and the Parish Council have however expressed concerns about applications for additional residential dwellings within existing large gardens. (This does not include the replacement of an existing dwelling). Residents have expressed concern that important green space is being lost because mature gardens have been surrendered for new dwellings and policy E15 was supported by 94% of respondents to the Regulation 14 consultation.

Gardens provide important areas of biodiversity and provide habitats and food sources for wildlife, as well as providing wildlife corridors (and provide opportunities for growing fruit and vegetables). Large gardens, in areas of lower-density housing, add to the rural character and open aspect of the village as do traditional boundary walls and hedges.

Policy E15 conforms with: NPPF Paragraph 54 *"Local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where the development would cause harm to the local environment."* See Appendix 1.4 Extract from Kelsall Parish Landscape and Design Statement.

7.5 Historic Environment

Plan Objective

- B5. *To ensure that heritage assets are protected from inappropriate and harmful development, and that local features are retained.*

Policy: Heritage Assets

- E17 Designated and non-designated heritage assets enhance local distinctiveness and should be protected in a manner appropriate to their significance. Planning applications that would result in harm to heritage assets and their settings will be considered inappropriate unless this is outweighed by overriding public benefits. In addition to designated heritage assets there are many local non-designated heritage assets that are considered important to the historic environment of the area.

Justification and Evidence

The historic environment of the area has been shaped by its geography and geology with the villages of Kelsall and Willington situated in a cleft in the Mid Cheshire Sandstone Ridge. The Ridge stands prominently above the surrounding plain and is visually one of the most distinctive landmarks in the Cheshire landscape. The local sandstone has been used extensively in buildings, walls, and gateposts, and a number of outcrops are visible in banks and elsewhere. These have shaped the design and character of much of the area.

The importance of the historic environment has been recognised through the designation of the Iron Age fortification of Kelsborrow Castle and a Field System 200m south-east of Longley Cottage as scheduled monuments, the Conservation Area designation of lower Kelsall, and the Listing of a number of noted buildings and features (see Appendices 9.1 and 9.2).

In addition to these designated heritage assets, there are a number of non-designated, locally listed, assets. These are included in the Cheshire Historic Environment Record and relate to the former Vale Royal Borough area where an extensive number of local heritage assets had been surveyed. Unfortunately the record of local heritage assets is not as complete in the former Chester City Council area. The community has however identified a number of other non-designated buildings, which, although not locally listed at present, are considered to be of local merit due to their historic or architectural character and community value (see Appendices 9.3 and 9.4). The Cheshire Historic Environment Record should be consulted prior to application.

The listed buildings and scheduled monuments are protected through national legislation and through Policy ENV5 of the Cheshire West and Chester Local Plan, which also provides protection to non-designated local assets listed in the Cheshire Historic Environment Record. It is appropriate here also to protect the remaining non-designated buildings that have been identified because of their particular local merit, although it is recognised that these have a lower level of protection than the designated heritage assets referred to above. This policy was supported by 96% of respondents to the Regulation 14 consultation.

This policy conforms to; NPPF Paragraphs 135 and 131 *"planning systems should take account of the positive contribution that conservation of heritage assets can make to sustainable communities."*

Kelsall Parish Landscape and Design Statement Recommendation 6;
Cheshire West and Chester Local Plan (Part One) Policies ENV5 and ENV6.

8 Economic Policy

Policy objectives

- E1 *To retain existing retail and business enterprises and support their growth to provide additional employment opportunities.*
- E2 *To encourage new retail premises and small scale business enterprises.*

Policy: Retail and Business

- EC1 Planning applications for development that combines living and small scale employment space will be supported provided there is no detrimental impact on nearby residential areas.
- EC2 Proposals for new small-scale retail and business premises, or expansion of existing premises, will be supported provided there is no detrimental impact on the amenity of neighbours or on the environment, and where the impact on the transport network and parking conditions is not severe.

Justification and Evidence

The 1951 population of Kelsall of just over 1,000 supported some ten grocers, two fish-and-chip shops, four dairymen, cobblers, a tailor, and a variety of other businesses and tradespeople. Despite the population more than doubling over the following years the number of retail outlets has declined significantly due to wider car ownership and changes in shopping habits.

There was a mixed response to the questionnaire in 2012, with some residents saying that they would like to see more shops and businesses with a wider variety of shops and a takeaway food outlet, while other residents were happy with the current shops and concerned about increased parking problems around the Co-op and in Church Street in Kelsall. Slow broadband speed and poor mobile reception were other concerns.

Comments from residents during Regulation 14 consultation included:

"it is important to the sustainability of the community that small local businesses can flourish and provide local employment" and "Should be strongly encouraging local businesses to reduce impact on environment associated with commuting to other areas for work and trade/ shopping."

Over 94% of respondents supported the Economic policies.



Shops on Church Street

As a Key Service Centre, Kelsall is considered to have a sufficient range of services and facilities to support the level of housing growth required under the adopted Local Plan. A comparison of the number and range of retail outlets and commercial premises in Kelsall, against those in the other Key Service Centres ⁽⁶³⁾ shows however a significantly fewer number of businesses in Kelsall than in almost all of the other centres. Kelsall suffers from having no obvious village centre or "High Street" of shops and there is only one small public car park opposite the butchers in Church Street.

A survey of local businesses noted concerns over broadband and parking as well as banking facilities; but otherwise they were satisfied with their facilities.

Since then, a mobile fish-and-chip shop is now open on Wednesday evenings in the car park of the Social Club. Superfast broadband is now available in most of the area following roll-out through the Connecting Cheshire programme.

Employment:

69% of residents aged 16-74 are economically active with 7% of this age group working from home (compared with 3.5% nationally). There is also a higher than average, (12.9% compared with 9.8%) proportion of self-employed. Only 3% of working age adults are in receipt of "out of work" benefits.

(Source ACRE, OCSI 2013)

The policies above are therefore provided in order to encourage the retention of existing businesses, and a modest increase in new businesses and retail outlets. It should be noted however that any proposals for new business or retail use outside of the settlement boundary must also comply with the requirements of the Local Plan policy STRAT 9.

⁶³ Cheshire West and Chester Key Service Centres Background Paper 2012.

9 Infrastructure

Throughout the consultation process, residents have expressed strong concerns over the capacity of roads, parking, and other facilities to accommodate the needs of current residents, as well as the several hundred additional residents of new developments. These concerns included traffic, speeding, lack of parking and resulting obstructions from inappropriate parking around school and shops, and poor safety for pedestrians and cyclists.

The Neighbourhood Plan policies are used in the determination of planning permissions and therefore cannot deliver the full range of improvements that residents have been hoping for. Developers can contribute to some infrastructure work but only to remedy the impact on local services, facilities, or highways issues resulting directly from their development. In addition, the local authority's own resources further limit what improvements may be delivered in the Plan area.

The policies in this Plan have addressed infrastructure concerns where possible, as listed below. This Plan also contains a number of aspirations, i.e. outstanding work in this area where the Parish Councils, CWAC and the community can work together to bring about further improvements.

9.1 Road Access and Connectivity

Plan Objectives

- G2. *Identify infrastructure priorities for new development, to ensure improvements through S106 agreements /CIL amongst others.*
- G3. *Ensure that new developments create cycle and pedestrian connections to minimise car trips, and enhance the existing network of paths.*
- F2. *Ensure that all new development is sustainable and of high-quality design.*

Policy: Connection to Main Roads

- I1 Planning applications (other than infill) on sites not accessed from Chester Road shall be required to take steps to improve connection from the proposed site to Chester Road, having regards to the following criteria:
- adequate road width to allow safe passing of vehicles along the whole length,
 - provision of adequate pavement along the whole length,
 - pedestrian crossing where need identified by NDP (see Appendix 10).

Policy: Connectivity

- I2 The design of new developments must keep possible access points to neighbouring undeveloped sites, to allow for suitable connectivity at later dates.

Policy: Road Layout

- I3 Roads in new developments must be of adequate width and design to allow for legitimate on-street parking without inconveniencing neighbours or other street users.

Justification and Evidence

Many roads in Kelsall, with the exception of Chester Road, suffer from one or several of the following problems in places: narrow road making passing difficult, no pavement or narrow pavement, junction with poor visibility, area blocked by parked cars for much of the day.

It is therefore a priority of the plan to encourage development with direct access to Chester Road. Sites on other roads must take steps to alleviate shortcomings of the road they are located on. Please refer to the Highways Improvement list in Appendix 10 for full details.

Residents have expressed many concerns that issues with the existing road network will be exacerbated by new developments, and do not want road safety to worsen as a result. Typical comments include "the roads cannot cope with the housing and traffic we already have".

The goal of Policy I2 is to achieve sustainable connections between developments in the long term, and avoid some of the problems of staggered developments apparent in the existing road network of Kelsall. This is the purpose of Criteria One of Building for Life 12 industry standards.

Some of Kelsall's neighbourhoods are inaccessible from the sites adjacent to them and access necessitates long detours back to a main road, which encourages driving, and stymies contact between different parts of the community.

Policy I3 aims to improve the usability of estate roads. The density and design of recent developments such as Thistle Close has resulted in a road layout, which does not allow on-street parking, as supported by Manual for Street (please refer to D8 and its supporting evidence). This causes problems for visitors, deliveries, workmen, and residents alike and does not contribute to pleasant neighbourhoods as intended by Building for Life 12 (Criteria 9 and 10).

100% and 92% of respondents to Reg14 Consultation supported policies I1 and I2 respectively. Policy I3 was drafted as a response to comments in Reg14 ⁽⁶⁴⁾ to support policies I2 and D8 (91% in favour).

These policies conform to: NPPF Paragraphs 17 (iv and xi), 35 and 58; and CWAC Local Plan (Part One) Strategic Objective SO5, and Policy STRAT10.

9.2 Other Infrastructure Improvements

The Plan policies of Section 6 on Design specify conditions relating to new infrastructure within and around new developments, namely:

- links to pedestrian and cycle path network
- parking provision.

⁶⁴ Please refer to Appendix 9.3 for full details.

In addition, other desirable improvements in infrastructure, particularly highways were identified by the NDP public consultation, but cannot be delivered through the policies of this plan. Section 11 below on Projects (together with Appendix 11) lists further work the community and its representatives could undertake to deliver those improvements after the NDP is made.

10 Viability and Planning Obligations

10.1 Viability

Plan Objectives

The policies in this section support the delivery of other policies in this Plan. As such they support the Goals and Objectives of this Plan indirectly, these have not been listed again in this section.

Policy: Viability of New Developments

- P1 Where proposals for new developments do not meet the policies of this Plan, then applicants will be expected to justify any alternative proposals through the submission of a full open book viability appraisal of proposed schemes.

Justification and Evidence

This policy follows the approach of the CWAC Local Plan: in Policy SOC1, Affordable Housing, it requires proposals departing from the policy requirements to "to justify any alternative proposals through the submission of a full open book viability appraisal".

Due to the high property prices in the Plan area, the planning uplift achieved by granting planning permission for housing is considerable. However, building costs for local sites do not differ from the norm.

The policies of this Plan, taken together, require that some of this potential uplift be used to improve the design of development schemes so that new building makes a positive contribution to the village environment, and deliver better amenity for the scheme's and the village's residents. This will contribute to making new development more acceptable and more sustainable. High local property prices allow for such policies without jeopardising the scheme's viability.

National Planning Policy Guidance specifies:

- Visions for an area... in the context of an understanding of local economic conditions and market realities. This should not undermine ambition for high quality design and wider social and environmental benefit (...)
- A site is viable if the value generated by its development exceeds the costs of developing it and also provides sufficient incentive for the land to come forward and the development to be undertaken.
- Policies for strategic sites which require high infrastructure investment.

To contribute to sustainable development, Policy P1 above (together with many other policies in this Plan) require that developers be prepared to adapt the design of a scheme rather than resort to costly infrastructure mitigation. This accords with the general principle that impacts of development should first be avoided; if not possible, mitigated, if not possible, compensated for.

This policy was supported by 90% of respondents to Reg14 Consultation.

This policy conforms to : NPPF Paragraph 173 , National Planning Policy Guidance (TBC), and Local Plan (Part1) Policy SOC1.

10.2 Planning Obligations

Policy: Planning Obligations

- P2
1. It will not be considered acceptable for a developer to avoid planning obligations by submitting separate applications for smaller sections of a scheme. Where subsequent applications prove to be part of one contiguous or neighbouring site, or built by the same developer, or in the same ownership, the total number of dwellings or area of the site will be taken into account for setting of planning obligations and other policies listed by this plan.
 2. When drafting developers' contributions, Chester West and Chester should have regard to the community needs listed in this Plan, and consult the Parish Council prior to agreeing planning obligations with applicants.

Precedent for point 1 of this policy is found in Vale Royal's SPD 3 on developers' contributions (adopted 2007).

The list of Community needs relevant to point 2 can be found in Section 11 below and Appendix 10.

This policy was supported by 98% of respondents to Reg14 Consultation.

10.3 Standards for Planning Applications

Policy : Mitigation by design

- P3
- Applicants will be required to demonstrate
1. how they have adapted designs to cope with any challenges posed by a site, first avoiding and then reducing impacts of development, only then mitigating those, rather than using higher infrastructure investment,
 2. how the proposed development integrates with the surrounding spaces by including meaningful streetscapes and elevations showing neighbouring properties and features.

Developments should reduce their intrusiveness on the built and natural environment, by using early design considerations to reduce the impact of the development. This includes integration with the surrounding features, views, impact on wildlife and vulnerability to climate change and the associated building cost. It is often possible to use design, location of buildings, planting, and different materials, amongst other things; to reduce noise and water run-off, and soften the visual impact of new buildings, rather than resort to more expensive and intrusive remedial actions to reduce the impact of a given design. This is particularly important in a rural location, for the construction and the finished development to integrate into the local environment.

This policy was supported by 96% of respondents to Reg14 Consultation.

This policy conforms to: NPPF Paragraphs 17 (point vi), 56 on Design, Section 10 on Climate Change: Paragraphs 93, 96 and 99; CWAC Local Plan (Part One) Policies ENV1 and ENV6.

11 Review and Update of NDP

11.1 Regular Review Points

The Kelsall and Willington Parish Councils will undertake regular reviews of the NDP every five years throughout its validity.

11.2 Tasks and Responsibilities

What needs doing	How often	Responsibilities
Updating the Housing Baseline; needed for Housing Growth Policy	When a planning application is approved	Parish Council / Cheshire West and Chester. Cheshire West and Chester planning will need the latest version to assess whether the area has reached the point where further permissions can be granted (Housing policies)
Agreeing adequate service provision for school / surgery	- When planning application is received - When school or surgery confirms new business plan for move and/or expansion	Parish Council(s) / School Trustees Parish Council(s) / Surgery Partners.
Reviewing NDP area to accommodate neighbouring parishes' NDPs and Parish Plans	At regular 5-yearly review point	Kelsall Parish Council to apply to Cheshire West and Chester to redefine NDP Area boundary. Small areas bordering Ashton and Tarvin will need to change to reflect the 2015 administrative boundary changes.
Keep updated list of community needs (Appendix 10) which should be used by CWAC to guide planning obligations	As needed depending on progress on Parish projects.	Kelsall or Willington Parish Council to discuss the list of Community needs with CWAC and agree changes.
Review Self-build policies to reflect implementation of Custom-build legislation in the Local Plan (Part Two)	Draft at publication of Local Plan (Part Two). Also may need to change if a local CLT is created.	Kelsall Parish Council / Cheshire West and Chester / Ashton Hayes PC is leading on the introduction of a Community Land Trust.
Update maps in NDP document	At first review point	Kelsall Parish Council to re-issue the NDP maps to include a more up-to-date version of the Ordnance Survey maps used as background; at time of writing these did not include all the recent developments in the NDP area.

11.3 Parish Changes

Willington was part of Delamere Parish for a good part of the duration of the NDP project. Delamere Parish Council and residents of Willington were consulted and involved throughout the NDP process.

Willington became Parish in its own right in April 2015.

The situation of a new parish being created within an existing NDP Plan area is very unusual and there is no precedent for it.

In the later stages of official consultation and referendum for the Neighbourhood Plan, the new Willington Parish Council has been involved as well as Delamere Parish Council.

At the first regular review point in the Neighbourhood Plan, it is expected that Kelsall and Willington Parish Councils will discuss whether there is any cause to amend the Plan priorities and policies. If priorities in the two parishes have diverged, separate policies could be introduced, or it may be possible for Willington to adopt its own version of the document. Unfortunately Neighbourhood Plans are very recent, with the first one having been adopted in March 2013, and there are no examples of changes or reviews having taken place as yet.

12 Associated Projects

What Needs Doing Now?

As detailed in the introduction section of this document, a Neighbourhood Plan contains primarily policies to influence land use and planning applications. Feedback received throughout the project included issues and aspirations in areas which could not be addressed wholly through this Plan. Equally, some aspirations could fall within the remit of the Plan but could not be addressed due to the current situation or wider policy framework at this stage, for example school expansion and use of land within the Green Belt off Chester Road.

This section lists projects and community actions necessary once the Neighbourhood Plan is adopted, in order to:

- complement Plan policies and ensure maximum effectiveness
- implement measures identified as necessary by consultation but falling outside the scope of the Plan

Who Will Be Doing This?

The Parish Council is the proper body to co-ordinate most of these projects, but anybody can get involved. Many of these projects will not be possible without more residents taking an active interest and devoting some time, expertise and motivation to see these through.

12.1 Assets of Community Value

The Community Right to Bid (Assets of Community Value) was introduced through the Localism Act 2011. It allows communities and parish councils to nominate buildings or land for listing by the Local Authority as an asset of community value. An asset can be listed if its principal use furthers the community's social well-being or social interests (including cultural, sporting or recreational interests) and is likely to do so in the future.

When a listed asset comes to be sold, a moratorium on the sale (of up to 6 months) may be invoked, providing local community groups with a chance to raise finance, develop a business and make a bid to buy the asset on the open market.

This designation does not guarantee that the nominated asset can be preserved by the community, but at least gives local residents a chance to prepare a bid and seek funds to acquire it, or agree a plan of action with another party who may be able to operate it for the benefit of the community.

The NDP group has prepared a draft list of Assets of Community Value. This needs feedback from residents and discussion with Cheshire West and Chester before any suggested assets can be placed on the register.

Please refer to Appendix 10, Highways and Community Improvements, for a list of the suggested assets. These include:

- Leisure facilities such as the tennis and bowls clubs
- Car parking, notably that at the Lord Binning
- The Community Centre, Social Centre and their car parks

12.2 Green Spaces

This Project will ensure that the community's aspirations for Green Spaces are implemented as far as possible. This is likely to utilize S106 and New Homes Bonus monies. It may include land in the Green Belt where housing and facilities development have been ruled out in the short to medium term.

This is likely to include:

- enhancement of some of the new **Local Green Spaces** designated by the Environment policies of this Plan, by maintenance, landscaping or measures to encourage wildlife.
- similarly, any actions such as monitoring and improvement for valuable **wildlife habitats** identified in this Plan (in conjunction with established wildlife groups).

12.3 Green Belt Development

Current Situation

The community consultation for the Neighbourhood Plan generated much debate about the possible use of the Green Belt land off Chester Road as a sustainable and desirable location for development of facilities and some further housing – not to mention the only location remaining with decent road access now that the “green heart” of the village has been lost to development⁽⁶⁵⁾.

After a community vote approving this suggestion, the NDP team asked that Cheshire West and Chester should amend the Green Belt boundary locally as part of drafting the Local Plan. This was unsuccessful.

As a result this Plan cannot contain policies suggesting development in that area. Cheshire West and Chester Local Plan policies and the NPPF restrict any use of Green Belt Land to development which “*requires a countryside location and cannot be accommodated within identified settlements*”, for example agriculture, forestry or farm diversification schemes on a small scales. Some outdoor leisure uses are also possible.

It is worth noting however that Green Belt sites bordering Chester Road come under the remit of Policy L2 regarding development close to the village centre. This policy would apply if a planning application came forward using permitted exceptions (called “exception schemes” for Affordable Housing, and other development using “exceptional circumstances”, but still very limited in nature).

Possible Community Projects in Green Belt

To investigate options for possible uses allowed in the Green Belt, and how they could be delivered. Some uses suggested during consultation included:

- outdoor leisure such as a skate or bike park for young people, playing fields, fitness trail ...
- burial ground,
- improvements to footpaths,
- more investigation for Roman Road and Hollow Way; this could be done in conjunction with a school project.

⁶⁵ See Consultation Statement, Consultation Process and Options Assessment sections.

It is worth noting that any of these would be subject to agreement with the landowners and also likely to require some fundraising by the community to complement any grants that may be available.

Even though the decision by Cheshire West and Chester to maintain the local Green Belt boundary frustrated the community's ambition to free up land for a possible re-location of the school and surgery, this could be an opportunity for Kelsall to achieve some of its ambitions for better leisure facilities: leisure uses would be unable to compete with housing economically if planning permission for housing were a realistic prospect. However, without such a prospect, they could offer a better option for the landowner than agricultural uses.

12.4 Retirement Housing

Policy G6 allocates a site for retirement housing and /or sheltered housing. As yet there is no developer identified to build such a scheme. This project could look into options for delivery and feasibility of this retirement housing. This could be carried out by Kelsall Parish Council and/or a local group, jointly with a housing association or other charitable provider. A possible partner for this project could be a Community Land Trust (CLT). It is likely that Cheshire West and Chester would need to have sight of / approve housing needs data.

12.5 Self-build

Cheshire West and Chester is currently keeping a register of residents interested in Self-Build, and working out options for meeting their obligations under the Act. This should be included in the Cheshire West and Chester Local Plan (Part Two). This could be through Community Land Trusts (voluntary organisations), provision of serviced plots, or 'self-finish Affordable Housing.

The purpose of this project would be to liaise with CWAC to gauge support for self-build in the area. If support can be found, a group could assist in a project to investigate feasibility, and progress a self-build development in the area. As for the previous item, this could be done in partnership with the Council, registered providers, voluntary groups and/or a CLT.

The parameters for this project will depend on the policies adopted in the Cheshire West and Chester Local Plan (Part Two) regarding self-build. Policies H7 and H8 relating to self-build may need to be refined to reflect the approach adopted by the Council.

12.6 Highways

Kelsall NDP would support the introduction of CIL contributions from developers, to reflect and correct the extent to which property prices are distorting the incentive to develop and therefore driving the growth of the village.

The Neighbourhood Plan process has identified improvements in the infrastructure of Kelsall and its area which could be funded by NHB (New Homes Bonus), S106 agreements or CIL if/when introduced in the borough. These are listed in **Appendix 10**. The project dealing with Highways issues will add to this list as necessary.

As specified in the Standards for Planning Applications policies, such contributions should seek to remedy the shortcomings listed there.

12.7 Community Improvements

In the Plan period the community would like to deliver a number of improvements to the 'social infrastructure' of the area. Some of these are listed in Appendix 10. Developments can contribute to these either directly or through the relevant financial contributions.

This can include:

Village Car Park

The car park owned by the Lord Binning pub is effectively the village car park, used by customers for the shops, parents going to school and everybody using the Green. This is a crucial asset for the village centre, despite being owned and maintained by the pub. This project will explore options for making this car park a village asset in name and status, for example by buying or leasing the land from the pub owners, so that it can be maintained and altered to function better for the needs of all residents. This would also mean that the costs would be shared instead of being borne by the pub. This would need to include a formal agreement that use of the car park would not be withdrawn from either the pub or the village.

A related issue is the possible use of the land downhill from the Lord Binning for small-scale retail or office premises. The Development Location policies are designed to ensure that none of this land is developed for housing.

12.8 School Expansion

Link with Trustees to ensure the consultation work relating to the school is followed up.

Evidence documents

This table summarises the principal sources of evidence used.

Calnea.com – Land Registry House Price Indices

Cheshire Historic Landscape Characterisation Project 2007

Cheshire Landscape Character Assessment 2008

CWAC Local Plan Publication Draft 2013 – www.cheshirewestandchester.gov.uk

CWAC Affordable Warmth Strategy 2010- 2013 (Standard Assessment Procedure (SAP) Ratings)

CWAC 2013 Strategic Housing Market Assessment, Final Report July 2013 (arc4Ltd)

CWAC Annual Housing Market Report 2012

CWAC Draft SHLAA 2013 – Schedule of Sites, Kelsall Parish

CWAC Emerging Local Plan, Background Documents – Key Service Centres Background Paper 2013

CWAC Local Plan – Annual Monitoring Report, December 2012

CWAC Local Plan – Housing Requirement Background Paper, August 2012

CWAC Local Transport Plan, Summary 2011 – 2026

CWAC Open Space Assessment. - Updated figures following Ward Boundary Amendments, October 2011

CWAC Open Space Audit and Assessment of Need 2011

CWAC Strategic Flood Risk Assessment and Preliminary Flood Risk Assessment 2011

CWAC Strategic Housing Land Availability Assessment 2013

CWAC Strategic Housing Market Assessment 2013

CWAC Water Cycle Strategy 2010

CWAC Rural Housing Strategy & Action Plan (CWAC September 2011 – GVA)

CWAC Rural Regeneration Strategy Action Plan (CWAC Adopted September 2011 – Amion Consulting Ltd)

Defra Magic Map – www.magic.defra.gov.uk

Kelsall Conservation Area Appraisal 2008

Kelsall NDP Business Questionnaire 2012/13

Kelsall NDP Sheltered Housing Questionnaire 2013

Kelsall Parish Council

Kelsall Parish Landscape and Design Statement 2007 (Supplementary Planning Document)

Kelsall Village Questionnaire 2012

Land Registry website: www.landregistry.gov.uk

Later Life in the United Kingdom, May 2015. Age UK

Laying the Foundations: A Housing Strategy for England, 2011, DCLG. www.gov.uk

Lifetimehomes.co.uk

" Assessing the Cost of Lifetime Homes Standard", by David Langdon and Elemental Energy, for DCLG, July 2012.

Manual For Streets, Department for Transport, 2007

National Self-Build and Renovation Centre, www.nsbrc.co.uk

Office of National Statistics – Neighbourhood Statistics for Area Kelsall Parish, unless otherwise stated. www.neighbourhood.statistics.gov.uk

(Kelsall / Parish / Lower Layer Super Output Area)

- Age Structure, 2011 (KS102EW) and, Age Structure, 2001 (KS02)
- Domestic Energy Consumption 2011- for Chester 007 (Super Output Area Middle Layer)
- Dwellings, Household Spaces & Accommodation Type, 2011 (KS401EW), Number of Rooms, 2011 (QS407EW) and, Number of Bedrooms, 2011 (QS411EW)
- General Health, 2011 (QS302EW), General Health, 2001 (UV20) and, Health & Provision of Unpaid Care, 2011 (KS301EW), Health & Provision of Unpaid Care, 2001 (KS08)
- Highest Level of Qualification, 2011 (QS501EW)
- Household Composition, 2011 (KS105EW) Household Composition (Alternative Child and Adult Definitions) - People (QS114EW) and Households (QS115EW)
- Method of Travel to Work 2011 (QS701EW), Method of Travel to Work 2001 (UV39) and Distance Travelled to Work 2001 (UV35)
- Occupation, 2011 (KS608EW)
- Occupancy Rating (Bedrooms), 2011 (OS412EW)
- *General Lifestyle Survey 2011*, Table 3.3. ONS, 2013)

Right Move website: www.rightmove.co.uk \house-prices

'Trust Homechoice' Common Housing Allocation Policy, Jan 2015, Para. 2.9 (no) Local Connection, and para. 3.19, Rural Connection Criteria. (Now called 'West Cheshire Homes')