NHS Cheshire and Merseyside

NHS Property Services

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15th April 2026

Application Ref:	26/00486/OUT
Address:	Land At Frog Lane Tattenhall Chester
Proposal:	Outline planning application with all matters reserved (except for principal means of access), for development comprising up to 400 no. dwellings (Use Class C3) and new Medical Centre (Use Class E), with associated open space, landscaping, allotments and other associated works including earthworks and drainage

NHS Cheshire and Merseyside Integrated Care Board (ICB) are responding to the above application in relation to the impact of the proposed development on local health infrastructure. The ICB has delegated authority from NHS England for the commissioning of primary care services (general medical services) for the entirety of the Cheshire West and Chester local authority area. This includes consideration of estate requirements to deliver these services.

Summary Comments

There is not sufficient existing primary healthcare capacity locally to address demand generated by the development. Mitigation is therefore required in the form of a financial contribution of [redacted] towards the capital cost of delivering the additional primary care floorspace required to serve residents of the new development. Without this mitigation, the development would not comply with Policy STRAT 11 (Infrastructure) and Policy SOC 5 (Health and Wellbeing) of the Chester West and Chester Local Plan (Part 1 Strategic Policies), and paragraphs 56 to 59 of the NPPF and related Planning Practice Guidance.

1 Infrastructure Delivery and Funding

The National Planning Policy Framework (2021) recognises the importance of sustainable development, and that sufficient provision of healthcare infrastructure should be made.

The Cheshire West and Chester Council Local Plan Policy STRAT 11 states that the Council will 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 Plan Policy SOC 5 goes on to state that proposals will be supported that provide new or improved health facilities across the borough, particularly in areas of recognised need.

It is common knowledge that NHS services and infrastructure will be under evermore pressure due to population growth. It is therefore imperative that the NHS uses all available funding sources to ensure it can continue delivering quality patient care. The NHS, council and other partners must work together to deliver the infrastructure required to support the projected population growth and development across the authority area. A vital part of this is ensuring the NHS has the ability to develop additional healthcare infrastructure where necessary. The Local Plan policies clearly support seeking and securing of planning obligations towards healthcare infrastructure.

2 Submitted Planning Documentation

The drafted S106 Heads of Terms identifies the need for healthcare infrastructure mitigation, outlining options for either an on-site medical centre or an off-site facility with a minimum floorspace of 600 sqm.

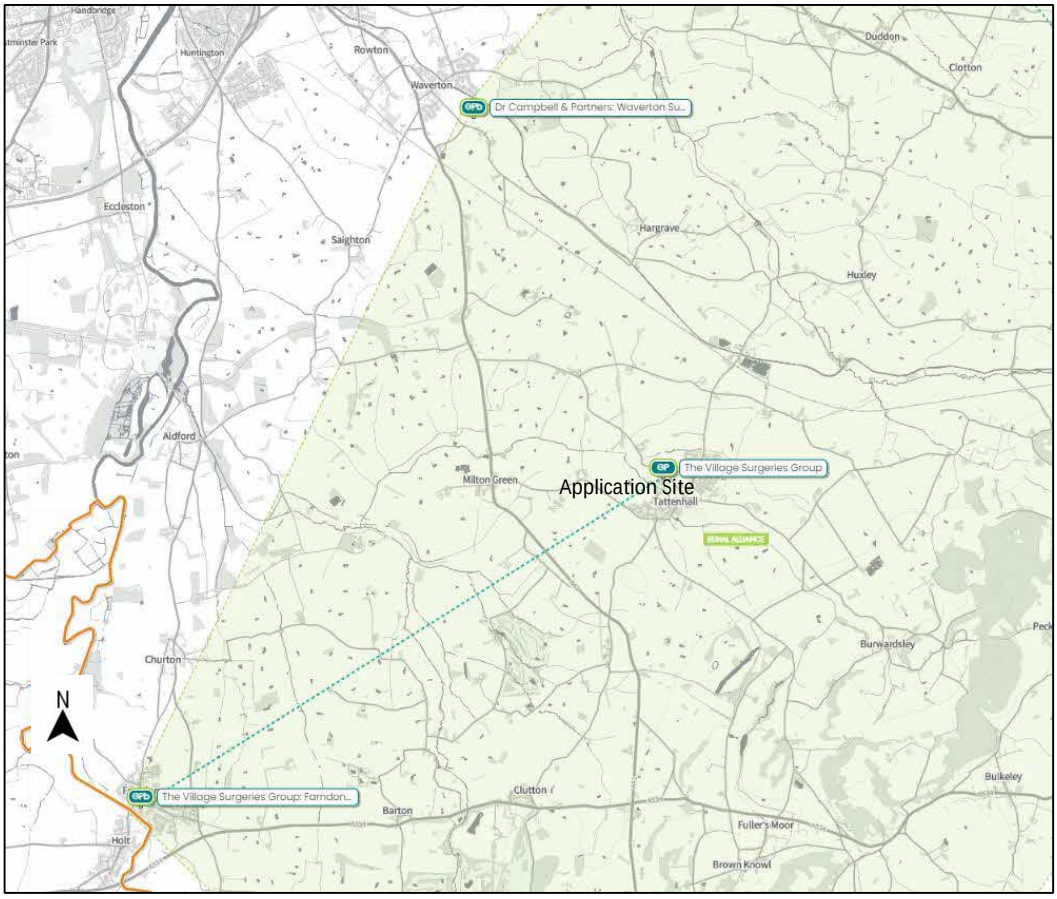
We fully support the application position that, where appropriate, a healthcare contribution will be required. The floorspace requirements for this development proposal in question is outlined in Table 2 below.

It is important to note that any mitigation options under consideration are done so in liaison with the ICB. This letter sets out an assessment of the proposed application in the context of existing healthcare infrastructure provision in the area, ensuring the development's impacts are fully understood and suitably addressed through developer contributions.

In the following sections, we outline the existing floorspace capacity of nearby primary care facilities and detail the measures the applicant must take to mitigate the development's impact on local health infrastructure as required by Policy STRAT 11 and Policy SOC 5 of the Cheshire West and Chester Council Local Plan.

3 Existing Primary Care Position

The proposed development is located in Tattenhall and is for up to 400 dwellings. The ICB has identified surgeries listed on Table 1 are most likely to be impacted by the proposed development given their proximity to the site and predominant patterns of patient access in the area. These practices are part of the Rural Alliance Primary Care Network (PCN) and are shown on Map 1.



Map 1 GP locations in relation to the proposed development (Source: Strata, April 2026)

The ICB has assessed the capacity of the impacted practices and medical centre to establish if they have adequate overall floorspace (clinical rooms and supporting accommodation) to provide services to the existing local population. The results of this assessment, shown in Table 1, demonstrates that the impacted surgeries are currently experiencing a health infrastructure deficit and do not have the capacity to absorb any additional residents. The development would therefore have an impact on primary healthcare provision in the area and its implications, if unmitigated, would be unsustainable.

Table 1 Capacity of existing primary healthcare infrastructure impacted by proposed development

Premises	Weighted Patient List Size	Actual NIA of Current Premises (sqm)	Required Floorspace (NIA) as per HBN Guidance (sqm)	Additional Floorspace Required (sqm)
The Village Surgeries Group (Main) The Village Surgeries Group: Farndon Village Surgery (Branch)	9,489	384.00	650.67	-266.67
Dr Campbell & Partners	9,023	278.00	618.72	-340.72
Overall Floorspace Capacity				**-607.39sqm**

The ICB's approach to assessing existing capacity for planning purposes involves reviewing weighted patient list sizes against the current net internal area (NIA) of premises. Weighted patient list sizes are used in preference to overall patient registrations because weighting for patient demographics reflects that certain types of patients place a higher demand on practices than others – for example, older and very young patients.

The ICB uses a standard floorspace requirement of approximately 150sqm GIA/ 120sqm NIA per 1,750 patients is used, aligned to Department of Health (DH) guidance within *Health Building Note 11:01: Facilities for Primary and Community Care (HBN 11-01)*. Health Building Notes are published by the DH to provide best practice guidance on the design and planning of new healthcare buildings and the adaptation or extension of existing facilities. They are intended to support the briefing and design processes for individual projects in the NHS building programme.

In assessing existing capacity, the premises capacity of the main surgery and its branch sites is assessed together. This reflects how main and branch services operate – when a patient registers at a GP practice with multiple surgeries, they are assigned a 'preferred' surgery, even though the patient is formally registered to the GP practice as a whole and can generally attend appointments at any of the locations.

It is important to note that the requested contributions are directly related to the development in question in accordance with Regulation 122. Failure to provide an appropriate contribution to ensure the delivery of health capacity to serve this new population would place unsustainable pressure on local primary healthcare infrastructure.

4 Health Infrastructure Needs Arising from Proposed Development

Based on the ICB's assessment, there is currently no capacity within the local area to accommodate the population growth that will be generated by the development. As a result, a planning obligation will be required to create the full amount of additional primary care floorspace required, in accordance with Local Plan Policy SOC5.

The ICB calculates population uplift using the average household size in Cheshire West and Chester of 2.3 (2021 Census) applied to the total number of dwellings proposed. The additional floorspace requirement (sqm) arising from this residential population is then calculated based on 150sqm GIA per 1,750 patients to align to the requirements of *Health Building Note 11:01: Facilities for Primary and Community Care (HBN 11-01)*.

The ICB have identified that the preferred mitigation is for a new build facility either on or off in order to align with the Neighbourhood Health agenda. This is currently under exploration by the ICB. Should an alternative form of mitigation be required, the ICB have identified more limited potential to deliver improvements at existing. The PCN currently indicate overall capacity constraints, which could be exacerbated by the development proposed and the associated increase in patients.

The table below shows the capital cost for the required additional floorspace within the PCN. For indicative purposes we have demonstrated the costs for new build of existing premises based on build costs of [redacted]

Table 2 Capital cost calculation of additional primary healthcare infrastructure

Total residential units	Population Generated	Required Floorspace as per HBN 11-01	Delivery Approach	Total Capital Cost
400	920	78.86	New Build	[redacted]

This calculation is directly related to the proposed development, mitigating the uplift in population by establishing the required increase in primary care floorspace, then applying a build cost to quantify the contribution needed for mitigation. The build costs for primary care facilities are derived from NHS Property Services (NHSPS) build cost benchmarks.

As a government owned healthcare specialist property owner, manager, advisor and service provider, NHSPS works in collaboration with leading expert consultants to provide expertise in primary care delivery for ICBs across the country. NHSPS build cost benchmarks are prepared by independent quantity surveyors with a healthcare specialism to ensure accordance with HBN11-01.

NHSPS updates cost benchmarks on an annual basis to reflect current market conditions and rebases costs to the locality of the proposed development using the Built Cost Information Services (BCIS) TPS.

4 S106 Heads of Terms (HoT)

The ICB would look to secure the above capital cost as a financial contribution in the S106 linked to grant of planning permission. To ensure the required health mitigation is appropriately secured in the S106 agreement, we request the following be included in the S106 HoT when presenting the development to the planning committee or before issuing a decision notice:

> Healthcare contribution of [redacted] (index linked) to be applied by the NHS Cheshire and Merseyside Care Board towards the provision of primary care-led facilities and associated infrastructure within the local Primary Care Network (PCN) or successor body.

To enable the required additional capacity to be in place in a timely manner, the ICB's preference is that the contribution is paid prior to commencement of the development. The financial contribution should be indexed linked to the Build Cost Information Service (BCIS) All-In Tender Price Index. It is important that the detailed drafting of any S106 provides appropriate flexibility to align with ICB commissioning processes and estates plans, and we would welcome discussion on this should the application be approved.

5 Conclusion

Based on data on primary care infrastructure capacity presented above there is not sufficient existing capacity locally to accommodate the population growth generated by the proposed development. Mitigation is therefore required in the form of a financial contribution of £538,331 towards the capital cost of delivering the additional primary care floorspace required to serve residents of the new development. Without this mitigation, the development would not comply with Policies STRAT 11 (Infrastructure) and Policy SOC 5 (Health and Wellbeing) of the Chester West and Chester Local

Plan, paragraphs 56 to 59 of the NPPF as well as Planning Practice Guidance on Planning Obligations.

Should you need additional information or clarification on any matter please do not hesitate to contact me.

Yours sincerely,

[redacted]
Primary Care and Corporate Estates Manager
NHS Cheshire and Merseyside ICB

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Associate Town Planner
NHS Property Services Ltd

For and on behalf of Cheshire & Merseyside ICB