



# Publication Draft Representation Form 2014

For Official Use Only
Person ID:
Rep ID:

This consultation stage is a formal process and represents the last opportunity to comment on the Council's Local Plan and accompanying Sustainability Appraisal (SA) before it is submitted to the Secretary of State. All comments made at this stage of the process are required to follow certain guidelines as set out in the **Representation Form Guidance Notes** available separately. In particular the notes explain what is meant by legal compliance and the 'tests of soundness'.

#### This form has two parts:

- Part A Personal Details
- · Part B Your Representations

If you are commenting on multiple sections of the document, you will need to complete a separate Part B of this form for each representation on each policy.

This form may be photocopied or alternatively extra forms can be obtained from the Council's offices or places where the plan has been made available (see the table below). You can also respond online using the Council's e-Consultation System, visit: www.warwickdc.gov.uk/newlocalplan

Please provide your contact details so that we can get in touch with you regarding your representation(s) during the examination period. Your comments (including contact details) cannot be treated as confidential because the Council is required to make them available for public inspection. If your address details change, please inform us in writing. You may withdraw your objection at any time by writing to Warwick District Council, address below.

All forms should be received by 4.45pm on Friday 27 June 2014

To return this form, please deliver by hand or post to: **Development Policy Manager, Development Services,** Warwick District Council, Riverside House, Milverton Hill, Leamington Spa, CV32 5QH or email: newlocalplan@warwickdc.gov.uk

#### Where to see copies of the Plan

Copies of the Plan are available for inspection on the Council's web site at **www.warwickdc.gov.uk/newlocalplan** and at the following locations:

Warwick District Council Offices, Riverside House, Milverton Hill, Royal Leamington Spa
Leamington Town Hall, Parade, Royal Leamington Spa
Warwickshire Direct Whitnash, Whitnash Library, Franklin Road, Whitnash
Leamington Spa Library, The Pump Rooms, Parade, Royal Leamington Spa
Warwickshire Direct Warwick, Shire Hall, Market Square, Warwick
Warwickshire Direct Kenilworth, Kenilworth Library, Smalley Place, Kenilworth
Warwickshire Direct Lillington, Lillington Library, Valley Road, Royal Leamington Spa
Brunswick Healthy Living Centre, 98-100 Shrubland Street, Royal Leamington Spa
Finham Community Library, Finham Green Rd, Finham, Coventry

Where possible, information can be made available in other formats, including large print, CD and other languages if required. To obtain one of these alternatives, please contact 01926 410410.

### Part A - Personal Details

	1. Personal Details* * If an agent is appointed, please comple	2. Agent's Details (if applicable) te only the Title, Name and Organisation
Title	boxes below but complete the full conto	Mrs
First Name		Jane
Last Name		Gardner
Job Title (where relevant)		Director of Planning
Organisation (where relevant)	William Davis Limited and Hallam Land Management	Marrons Planning
Address Line 1	- G	1 Meridian South
Address Line 2		Meridian Business Park
Address Line 3		Leicester
Address Line 4		
Postcode		LE19 1WY
Telephone number		0116 281 6949
Email address		jane.gardner@marrons-planning.co.uk
<b>3. Notification of subsequent stages of</b> Please specify whether you wish to b		
		v V
The submission of the Local Plan for independent examination		Yes No
Publication of the recommendations of any person appointed to carry out an independent examination of the Local Plan		Yes No
The adoption of the Local Plan.		Yes No

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## Part B - Your Representations

Please note: this section will need to be completed for each representation you make on each separate policy.

4. To which part of the Loc	al Plan or Sustainability Appr	aisal (SA) do	es this representation relate?	
Local Plan or SA:	Local Plan			
Paragraph Number:				
	DS10			
Policy Number:				
Policies Map Number:				
5. Do you consider the Loc	al Plan is :			
5.1 Legally Compliant?		Yes	No 🗸	
5.2 Complies with the Duty	to Co-operate?	Yes	No 🗸	
5.3 Sound?		Yes	No 🗸	
<ol><li>If you answered no to a (please tick that apply):</li></ol>		the Local Pl	an and/or SA unsound becaus	se it is not:
Positively Prepared:				
Justified:				
Effective:				
Consistent with National	Policy:			

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comply with the duty co-operate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.
Hallam Land Management and William Davis consider that the policy wording to Policy DS10 should be changed to meet the changes to Policy DS11, which they outline in separate submissions.  Continue on a separate sheet if necessary
8. Please set out what modification(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the test you have identified at 7. above where this relates to soundness. (Please note that any non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why this modification will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.
The following changes should be made to the wording of the policy.
Line 2. Greenfield sites on the edge of Kenilworth 90
Line 3. Green field sites on the edge of Warwick, Leaminton Spa and Whitnash 4,000
Continue on a separate sheet if necessary
Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.  After this stage, further submissions will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

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9. If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?
No, I do not wish to participate at the oral examination
Yes, I wish to participate at the oral examination
10. If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:
This and other separate comments indicate that Hallam Land Management and William Davis Limited find that a number of the policies and proposals for the development of new homes and in relation to heritage matters are unsound. They also have concerns regarding the overall level of housing provision and the distribution of new homes as reflected in the strategic proposals. They therefore would wish to participate at the oral part of the examination in order to elaborate on their concerns and the necessary changes to the plan that flow from that.
Please note: This written representation carries the same weight and will be subject to the same scrutiny as oral representations. The Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the oral part of the examination.
11. Declaration
I understand that all comments submitted will be considered in line with this consultation, and that my comments will be made publicly available and may be identifiable to my name/organisation.
Signed: )  25 June 2014  Date:
Copies of all the objections and supporting representations will be made available for others to see at the Council's offices at Riverside House and online via the Council's e-consultation system. Please note that all comments on the Local Plan are in the public domain and the Council cannot accept confidential objections. The information will be held on a database and used to assist with the preparation of the new Local Plan and with consideration of planning applications in accordance with the Data Protection Act 1998.
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### Part A - Personal Details

	1. Personal Details* * If an agent is appointed, please comple	2. Agent's Details (if applicable) te only the Title, Name and Organisation
Title	boxes below but complete the full conto	Mrs
First Name		Jane
Last Name		Gardner
Job Title (where relevant)		Director of Planning
Organisation (where relevant)	William Davis Limited and Hallam Land Management	Marrons Planning
Address Line 1	- G	1 Meridian South
Address Line 2		Meridian Business Park
Address Line 3		Leicester
Address Line 4		
Postcode		LE19 1WY
Telephone number		0116 281 6949
Email address		jane.gardner@marrons-planning.co.uk
<b>3. Notification of subsequent stages of</b> Please specify whether you wish to b		
		v V
The submission of the Local Plan for independent examination		Yes No
Publication of the recommendations of any person appointed to carry out an independent examination of the Local Plan		Yes No
The adoption of the Local Plan.		Yes No

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## Part B - Your Representations

Please note: this section will need to be completed for each representation you make on each separate policy.

4. To which part of the Loc	al Plan or Sustainability App	raisal (SA) does thi	is representation relate?	
Local Plan or SA:  Paragraph Number:  Policy Number:  Policies Map Number:	Local Plan  DS11 Allocated Housing Sit Kenilworth	tes: Land at Thicktl	thorn East of	
5. Do you consider the Loc	al Plan is :			
5.1 Legally Compliant?		Yes No	<b>✓</b>	
5.2 Complies with the Duty	to Co-operate?	Yes No	✓	
5.3 Sound?		Yes No	✓	
6. If you answered no to a (please tick that apply):	question 5.3, do you consider :	r the Local Plan and	nd/or SA unsound becaus	e it is not:
Positively Prepared:	✓			
Justified:	✓			
Effective:				
Consistent with National	Policy:			

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7. Please give details of why you consider the Local Plan is not legally compliant or is unsound or fails to comply with the duty co-operate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

These representations relate to Policy DS11, site HO6, the allocation of land at Thickthorn, East of Kenilworth for 760 dwellings. Within the area shown on the proposals map, there is an additional area of 8ha set aside for employment uses (Policy DS9). The concerns set out below about the allocation of this land for development also apply to this part of the site.

This response to policy DS11 is based on the housing requirement for the District as set out in Policy DS7. William Davis and Hallam Land Management have, however, submitted separate comments on the scale of housing provision.

It is considered that the allocation at Thickthorn should be deleted from the plan and the area remain as Green Belt for the following reasons.

cont'd on separate sheet

8. Please set out what modification(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the test you have identified at 7. above where this relates to soundness. (Please note that any non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why this modification will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

This representation relates to the allocation at Thickthorn for 760 dwellings and not the 470 dwellings to be provided within Kenilworth on land outside the Green Belt. The modification considered necessary to make the Plan sound is the de-allocation of the land at Thickthorn in Policy DS11 and the reinstatement of the allocation for about 600 dwellings on land to the south of Gallows Hill and to the west of Europa Way; specifically:

Delete H06. East of Kenilworth (Thickthorn)
Allocate HOX South of Gallows Hill / west of Europa Way\*

\* Justification for this allocation is set out in an accompanying representation.

Consequential adjustments to Policy DS19 Green Belt flow from this representation, in particular, paragraph 2.81 of the plan.

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#### Response to Q7 continued

1. Policy DS11 of the Plan proposes to allocate the following sites in Kenilworth for housing:

H07 Crackley Triangle 90 dwellings (greenfield land outside the

Green Belt)

H12 Kenilworth VI Form College 130 dwellings (redevelopment site part

in Green Belt)

H09 Kenilworth School Site 250 dwellings (redevelopment site)

H06 East of Kenilworth (Thickthorn) 760 dwellings (greenfield and Green Belt)

- 2. These proposals are not based on a specific local assessment of housing need in Kenilworth. In the absence of such a figure, there is no identifiable need for housing within and adjoining the town that would begin to provide the exceptional circumstance, required by paragraph 83 of the NPPF, for the alteration of Green Belt boundaries which should be dealt with in the preparation at review of a Local Plan.
- 3. The land at Thickthorn is within the Warwickshire Green Belt, as defined in the Warwickshire Green Belt Local (Subject) Plan 1982. It is presently used for agriculture (including grazing for horses) and outdoor sports (rugby, football and cricket); uses that national green belt policy deems to be appropriate in areas of Green Belt.
- 4. The proposed allocation of this site forms part of a "package" of proposals within the draft Local Plan for the town that in total provide for 1,230 dwellings (Policies DS10 and DS11 HO9, DS11 H12 and DS11 HO7 refer). This compares with the total of 700 new homes allocated at Thickthorn in the Revised Development Strategy (RDS) which at that time was the only provision for new housing at Kenilworth. (It is worthy of note that in the RDS, it was stated that the allocation of sites to the north of Leamington, which are also within the Green Belt and had been included in the Preferred Options, could not be supported given the availability of sites outside the Green Belt and specifically to the south of Warwick / Leamington / Whitnash. It appears that the same considerations did not apply at that stage to the land at Thickthorn).
- 5. Notwithstanding that the relocation of the two schools to Southcrest Farm necessitates the development of land currently within the Green Belt, the Council's proposals provide for 470 dwellings in Kenilworth without recourse to Green Belt land. It is therefore considered that there is no pressing identifiable need for the provision of additional housing at Kenilworth such that land in the Green Belt at Thickthorn is required. Any additional housing can be met on land outside the Green Belt, to the south of Warwick / Leamington Spa and Whitnash, as previously identified in the RDS, and specifically on the land south of Gallows Hill, since those houses form a part of an overall District requirement.
  - 6. Further justification for the deletion of the allocation at Thickthorn is set out below:

#### 1. Kenilworth Rugby Club and Kenilworth Wardens Cricket and Football Club

- Within the proposed allocation site, there are two sports grounds: Kenilworth Rugby Club and Kenilworth Wardens Cricket and Football Club. Kenilworth Rugby Club occupies two sites. The main pitch and clubhouse is to the south of Glasshouse Lane. To the east, and separated from the main pitch, are 3/4 further pitches, variously used on match days and for junior rugby.
- Kenilworth Wardens adjoins the above grounds to the north and has a clubhouse with indoor practice hall (cricket) and a cricket pitch and football pitch.
- There is no provision in the Local Plan proposals for the relocation of the two clubs and their extensive grounds and facilities, to replacement sites, in or on the edge of Kenilworth. It is considered essential for such sites to be easily accessible to the town and its residential areas.
- The retention of these facilities on their present sites would be entirely consistent with Green Belt policy and also with Policy HS2 'Protecting Open Space, Sport and Recreation Facilities' of the plan, given the absence of alternative equivalent sites, as required by sub-paragraph a) of this policy which states, inter alia, that development will not be permitted unless "an alternative can be provided which is at least equivalent in terms of size, quality, accessibility, usefulness and attractiveness"

#### 2. National Green Belt Policy

- The Council have not demonstrated in the plan that the proposed alteration to the Green Belt boundary in the vicinity of Kenilworth is necessitated by reference to exceptional circumstances, as required by paragraph 83 of the NPPF. Exceptional circumstances and the necessity for amendments to areas of Green Belt were matters rehearsed in a recent judgment in the High Court (30 April 2014) (Gallagher Estates vs Solihull MBC). The judge, Mr Justice Hickinbottom, made reference to the content of the relevant paragraphs in PPG2 Green Belts in relation to the issue of exceptional circumstances. He noted that the test for redefining the Green Belt boundary, as set out in the PPG, has not been changed by the NPPF.
- The mere process of preparing a Local Plan is not such an exceptional circumstance that would justify an alteration to established Green Belt The redefinition of a Green Belt boundary requires the boundaries. identification of exceptional circumstances that necessitate a revision to the existing boundary. What is capable of amounting to exceptional circumstances is a matter of law. Once a Green Belt is approved, it requires more than general planning concepts to justify an alteration. The requisite necessity cannot be adjudged to arise unless some fundamental assumption which caused the land to be included in the Green Belt (at Kenilworth) is thereafter clearly and permanently falsified by a later event. The fact that the Council now take a different view on where the boundary (to the south and east of Kenilworth) should lie and that, in their judgement, it is now suitable for development for reasons relating solely to the overall provision of housing across the District does not constitute an exceptional circumstance that necessitates the proposed change.

- It is also the case that the boundary to the Green Belt hereabouts, as established in the existing Development Plan, cannot be considered in any way to be provisional or uncertain. It was not part of an area subject to the provisions of Policy 2 of the earlier subject plan, where Green Belt policies would apply until such time as there was a later definition of boundaries in a statutory Local Plan. Nor did those subsequent plans identify the land hereabouts, as safeguarded land, as defined in the NPPF and previously within PPG2. Previous development plans therefore assumed that the land would not be needed for development in the longer term.
- Paragraph 84 of the NPPF sets out clear advice about the need to promote sustainable development patterns of development and the need to consider the consequences for the Green Belt. Once Green Belts have been approved, alterations should only be contemplated where it can be demonstrated that opportunities for development, either,
  - i. Within urban areas contained by the Green Belt, or
  - ii. Urban areas beyond the Green Belt,

have been fully considered and as stated above any alterations would have to be justified by reference to exceptional circumstances. Insofar as this plan is concerned, there are suitable opportunities to accommodate the requisite amount of development in areas beyond the Green Belt which, in the context of the strategy of this plan, are to the south of Warwick, Leamington Spa and Whitnash, or within and adjacent to the villages outside the Green Belt.

#### 3. Traffic and Highway Considerations

- The delivery of housing fundamentally results in the generation of new trips on the local road network. We have concerns over the local highways capacity's ability to cope with the additional traffic generation within this location of Kenilworth. Therefore it is fundamental to the assessment of the allocations that the impact is correctly identified.
- New housing in Kenilworth will increase peak hour trips to Coventry and Leamington Spa, the main employment destinations, thus increasing traffic on roads already identified as experiencing congestion, e.g.. the A452.
- The Local Transport Plan (LTP3) produced by WCC highlights the gyratory within Kenilworth as a location that experiences traffic congestion, as does the A452 between Kenilworth and Leamington Spa.
- Warwickshire County Council have undertaken a Strategic Transport Assessment
  which has assessed the cumulative impacts of the allocations in the Warwick
  District Local Plan. It also identifies a range of highway interventions necessary
  to mitigate the identified impacts within the transport network.
- The results of the assessment indicate that various strategic mitigation measures will be required along the A452 corridor to deal with the impact of delivering 1,230 new homes within Kenilworth. These are as follows:
  - Thickthorn Roundabout £1,250,000
  - Kenilworth Gyratory £300,000
  - A452/Bericote Roundabout £1,250,000

- A452/Blackdown Roundabout £650,000
- Total Cost: £3,450.000
- Whilst these "mitigation" works will respond to the impact of the proposed development there will be no betterment.
- The mitigation measures simply act to minimise the impacts rather than delivering any betterment and the existing congestion problems will not be improved.
- The Strategic Transport Assessment only reviews the strategic impacts. There is no discussion on the local impacts or necessary local highway interventions. However, it is considered that an assessment of the local road network is fundamental to the delivery of the allocations, or indeed to determine if the sites could be considered developable in the terms set out in paragraph 47 of the NPPF.
- The proposed development site at Thickthorn is located adjacent to the A46 and the A452. It is likely that the main point of access will be secured from the A452. Development of the scale proposed will require a second access point. It is unlikely that this could be achieved from the A452 and would therefore require a connection to the north, onto Glasshouse Lane.
- Consideration would also need to be given to the location of the main site
  access in relation to the spacing that would be provided between the A46 and
  gyratory junctions in Kenilworth along the A452. It is presently the case that
  both of these junctions experience significant queuing and there are likely to be
  similar queue levels at the site access. There is therefore the prospect that the
  increased queuing would interfere with the A46 and the gyratory junctions such
  that the operation of same is severely hindered.
- Taking account of the likely levels of housing and employment trip generation, the Thickthorn site has the potential to generate significant levels of traffic. This suggests that a significant access proposal will be required, either a roundabout or signals. The site access would be required not only to cater for the significant development traffic but the high levels on the A452.
- The delivery of the Thickthorn allocation will clearly have a detrimental impact on the operation of the A452.
- It is likely that as a result of additional delays, and congestion on the A452, some development generated trips will be "redistributed" onto Glasshouse Lane to avoid the delay on the A452.
- Glasshouse Lane is primarily a residential road and is not suitable as a point of
  access into the Thickthorn allocation. It is possible that additional mitigation
  will be required along Glasshouse Lane to ensure that development trips are
  discouraged from using this route and remain on roads suited for this type of
  traffic. However, this will only result in more trips being assigned to the A452
  which will only lead to more congestion than currently identified in the
  Strategic Transport Assessment.
- It is clear that the delivery of the Thickthorn site will have both a strategic and local highway impact. The local impacts have not yet been assessed. However,

the issues highlighted above indicate that the development of the site will give rise to unacceptable transport impacts.

Therefore, in the absence of:

- a clear demonstration of such exceptional circumstances as necessitate the need for the revision to the Green Belt boundaries;
- an assessment of the need for new housing in Kenilworth;
- replacement sites for the existing sports facilities at Thickthorn.
- an assessment of the transport and traffic impacts of the development of the site on the local highway network.

the plan is not justified and hence is unsound because it has not been shown that the strategy for developing Green Belt land is the most appropriate when considered against the reasonable alternative of developing sites in sustainable locations outside the Green Belt.

9. If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?
No, I do not wish to participate at the oral examination
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