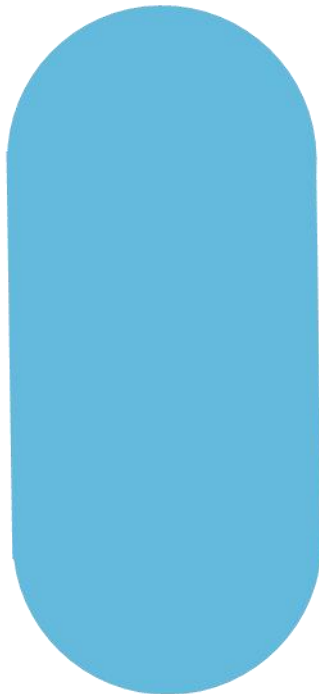


## Representations

South Warwickshire Local Plan Part 1 –  
Issues and Options Consultation

Rosconn Strategic Land Limited – Land north of Idlicote Road,  
Halford

March 2023





1. The following representations are made in response to the South Warwickshire Local Plan (SWLP) Part 1 Issues and Options Consultation (January 2023) on behalf of Rosconn Strategic Land Limited, in respect of their land interest north of Idlicote Road, Halford (the site). A separate call for sites submission has also been made for this site.
2. A summary of these representations has also been submitted to the SWLP Online Consultation Portal and should be read alongside the Illustrative Layout Plan (Ref: 3660-04F) which is submitted with the call for sites, and provides further detail on the development proposals for the site.
3. The site is allocated for self-build and/or custom-build housing under Proposal SCB.4: North of Idlicote Road, Halford in the Site Allocations Plan Revised Preferred Options Consultation (June 2022).
4. An Outline Planning Application was submitted to Stratford-on-Avon District Council on 21<sup>st</sup> December 2021 for up to 15 self-build / custom- build dwellings, creation of a new vehicular access and the provision of public open space (Ref: 21/03775/OUT). The planning application is currently awaiting determination by Stratford-on-Avon District Council.

### Chapter 3 - Vision and Strategic Objectives

#### Q-V3.1: Vision for the Local Plan

5. Rosconn Strategic Land consider that the proposed Vision is appropriate in general terms. However, the proposed Vision makes reference to meeting unmet need from neighbouring authorities, and Rosconn Strategic Land consider it would be more appropriate to reference meeting unmet need from the wider Housing Market Areas.
6. Whilst Birmingham and the Black Country authorities are not neighbouring authorities of South Warwickshire, they do form part of the same Housing Market Area and therefore should not be excluded. South Warwickshire falls within both the Coventry and Warwickshire Housing Market Area and the Birmingham and Black Country Housing Market Area it is therefore imperative that the SWLP adequately considers



accommodating unmet housing needs which are arising from outside of South Warwickshire.

## Chapter 4 - Meeting South Warwickshire's Sustainable Development Needs

### Option S2-C: Intensification

7. Intensification is a way to optimise brownfield land and realise its effectiveness. However, Rosconn Strategic Land consider that this matter should be dealt with by the SWLP Part 2 Local Plan or Neighbourhood Plans if relevant, so that the implications of applying an intensification policy to a particular area can be assessed in terms of character and deliverability, which are key factors to consider.
8. Intensification is challenging and requires evidence around viability and deliverability before it can be considered to form part of the supply, and as such any intensification potential in the windfall allowance should be avoided.

### Q-S3.1: Urban Capacity Study

9. The production of an Urban Capacity Study (UCS, October 2022) to support identification of brownfield land to help deliver the growth needs of South Warwickshire is in accordance with the NPPF<sup>1</sup>. The following points are made in relation to how the UCS considers housing supply in the urban areas. However, it should be noted that the UCS also discusses the SWLP housing requirement and representations are made on those points under Q-H1-1 & 2.
10. In relation to housing allocations from the adopted Local Plans, Rosconn Strategic Land consider that a comprehensive review of all outstanding allocations without planning permission is required to ensure that such sites still meet the definition of developable as set out in the NPPF<sup>2</sup>. In particular, evidence will be required to demonstrate why the UCS suggests the capacity of some of the allocations will increase beyond what is included within the adopted Local Plan. That review and

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<sup>1</sup> Paragraph 119 of the National Planning Policy Framework (July 2021)

<sup>2</sup> Glossary of the National Planning Policy Framework (July 2021)



evidence must be published prior to the next iteration of the Plan to demonstrate the capacity from the allocations can be relied upon to meet the housing need.

11. The UCS also includes within the supply 795 dwellings on sites which have been submitted to the SWLP Call for Sites process in the urban areas, and are considered to be potentially suitable. As no formal assessment of these submissions has taken place, their inclusion will need to be reviewed once the Housing and Economic Land Availability Assessment (HELAA) is published. Any allowance for such sites must be deducted from the windfall allowance.
12. The UCS identifies an additional five sites on vacant land in the urban areas which have not yet been submitted to the Call for Sites process, but are considered potentially suitable for 328 dwellings. There is no certainty around the availability and deliverability of these sites to include them at this stage. Further, on assessment of these sites there are some serious concerns around their suitability in any case. The UCS also identifies two additional sites on brownfield land within the urban areas, at Talisman Square, Kenilworth (65 dwellings) and Westgate House, Warwick (39 dwellings). As above, these sites have not yet been submitted to the Call for Sites process and so there is no certainty around delivery.
13. Finally, the UCS includes an assessment of the potential windfall supply with reference to the level of windfall delivery across South Warwickshire in the period 2011/12 to 2020/21. However, it is considered that this assessment is limited as it does not detail the sources of windfall supply, nor consider how the planning policy landscape in South Warwickshire may impact future windfall delivery. Whilst a windfall allowance is likely to be acceptable in principle in the SWLP, it should be calculated on the basis of compelling evidence as required by the NPPF<sup>3</sup>.

#### Q-S4.1: Growth of Existing Settlements

14. Yes, growth of existing settlements in South Warwickshire is imperative to deliver the overall growth targets, and achieve the Vision and overarching principles. The need for housing, affordable and specialist housing, green infrastructure, improved facilities

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<sup>3</sup> Paragraph 71 of the National Planning Policy Framework (July 2021)



and infrastructure is within the towns and villages. Those needs are best met sustainably adjacent to the settlements.

#### Q-S4.2: Settlement Analysis

15. The village of Halford has not been included within the Settlement Analysis evidence supporting the South Warwickshire Local Plan. In the absence of any analysis, the following comments are therefore made in support of growth at Halford.
16. Land north of Idlicote Road, Halford is allocated for self-build and/or custom-build housing under Proposal SCB.4: North of Idlicote Road, Halford in the Site Allocations Plan Revised Preferred Options Consultation (June 2022). The site was also identified as a site that is likely to be deliverable in the SHLAA (2021) under reference HALF.03. The SHLAA stated that the site is well related to physical form of the village and development can be effectively mitigated including the retention of mature trees.
17. In terms of the site context, the southern boundary of the site fronts onto Idlicote Road, with dwellings situated on the opposite side of the road. To the west of the site is existing residential development at 'The Close' which is a cul-de-sac of 21 dwellings. The north and eastern boundaries of the site adjoin agricultural land, with three existing dwellings situated along the frontage of Idlicote Road. The north and eastern boundaries also form the proposed built up area boundary in the draft Site Allocations Plan (SAP).
18. In the adopted Core Strategy for Stratford-on-Avon, Halford is defined as a Category 4 Local Service Village and is therefore considered a suitable location for development.
19. The site lies within Flood Zone 1, which is the lowest possible risk of flooding and is suitable for development.
20. The site falls within the Stour Valley Landscape Character Area, and there are no special landscape designations in this area that could impact the site.



21. The site does not lie within or adjacent to a conservation area and there would be no impact on the settings of any listed buildings.
22. When taking account of the information above, land north of Idlicote Road is considered a suitable location to accommodate small scale development within the village of Halford.
23. Paragraph 141 of the NPPF states that before changes are made to Green Belt boundaries, the LPA will need to demonstrate that they have considered all other reasonable options for meeting its identified need for development. LPA's must therefore demonstrate that they have made use of suitable and underutilised land before Green Belt land is released. Land north of Idlicote Road, Halford, should therefore be given priority as this land is outside of the Green Belt and is considered to be a deliverable site to help deliver homes within the plan period.

Q-S7.2: Refined Spatial Growth Options

24. Rosconn Strategic Land consider a mixture of options will be required to best deliver the growth needs of South Warwickshire for the reasons as set out below.
25. Firstly, the results of the high level testing of the five growth options in the supporting Sustainability Appraisal demonstrates that the options perform differently in different areas, with no one option standing out as the best performing option across all areas.
26. Secondly, it is important to remember that the assessment set out in the SA is provided at a high level, subject to several caveats, and without consideration of mitigation or deliverability. Options which score less favourably in the SA could therefore actually deliver more sustainable growth on closer examination.
27. Finally, given the significant level of growth the SWLP will need to accommodate (see response to Issues H1 and H4 below) this is unlikely to be able to be met sustainably through a single growth strategy.
28. Rosconn Strategic Land support the inclusion of Halford within the Dispersed (Option 5) as a settlement that is suitable to accommodate small scale development.



29. The Dispersed Option best meets the needs of rural communities. This will enable positive planning in response to the requirements of NPPF79 and NPPG009:

*“79. To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. **Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services.** Where there are groups of smaller settlements, development in one village may support services in a village nearby.”*

(2021 NPPF, emphasis added)

30. In addition, provision of a mix of sites which includes smaller-medium site allocations in rural communities reflects the objectives of NPPF60, 68 and 69.

31. In doing so, Stratford-on-Avon District Council has *already identified* suitable and sustainable sites for allocation as part of its emerging SAP. One of these sites is being promoted by Rosconn Strategic Land which is Proposal SCB.4: North of Idlicote Road, Halford. The Evidence Base underpinning the SAP supports the allocation, including the Sustainability Appraisal (Addendum, May 2022).

32. In taking forward a Dispersed Option, the Councils already have therefore an evidence base in place to make suitable allocations.

Q-S8.1: For settlements falling outside the chosen growth strategy, do you think a threshold approach is appropriate, to allow more small-scale developments to come forward?

33. Without knowing the chosen strategy, it is difficult to answer this question. However, yes, Rosconn Strategic Land agree that a threshold approach would be appropriate for any settlement listed within Option 5 not within the chosen strategy. This would ensure those settlements are able to plan for growth to meet their needs, particularly those settlements within designated neighbourhood areas in accordance with NPPF66.



Q-S8.1: For sites coming forward as part of this threshold approach, what do you think would be an appropriate size limit for individual sites?

34. Any limit on the size of site should have regard to the factors set out in NPPF67, namely local housing need, population of the area, and the strategy for the area. Other factors should also be taken into account such as the size and availability of suitable land identified. Stratford-on-Avon District Council has *already identified* suitable and sustainable sites for allocation as part of its emerging SAP. Therefore, the threshold should not be set at a fixed figure but should be flexible to respond to the circumstances of the settlement.

## Chapter 6 - Delivering Homes that meet the needs of all our Communities

Q-H1-1 & 2: Providing the Right Number of New Homes

35. Yes, the HEDNA provides a reasonable basis for identifying future levels of housing need across South Warwickshire. However, Rosconn Strategic Land reserve its position in respect of whether this approach is reasonable for other authorities in Coventry and Warwickshire.
36. The NPPF sets out that “to determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the Standard Method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals”<sup>4</sup>. National policy is therefore supportive of the approach that South Warwickshire Councils are seeking to implement, and as such utilising the HEDNA to inform the local housing need for South Warwickshire is supported.
37. It is important, however, to remember that the local housing need is not the same as the housing requirement within the Plan.
38. The UCS suggests that the SWLP housing need equates to 30,750 dwellings, however this figure does not reflect the latest evidence within the HEDNA and needs

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<sup>4</sup> Paragraph 61 of the National Planning Policy Framework (July 2021)





updating. In addition, the UCS assumes a Plan period which commences in 2025, however this does not align with the base date of the HEDNA and as such a Plan period from 2022 is considered more appropriate to align with the evidence base.

39. On the basis of the above, we consider a more appropriate local housing need for the SWLP is 47,012 dwellings over a 28 year plan period.
40. In line with the NPPF<sup>5</sup>, it is considered that this figure represents the minimum number of homes needed, and that the Councils should consider whether it is appropriate to set a higher housing requirement in line with national guidance<sup>6</sup>; for example in order to address a significant affordable housing shortfall, support economic development, or address strategic infrastructure requirements which are likely to increase the number of homes needed.
41. Further consideration will also need to be given to unmet needs within the Housing Market Area in line with the Duty to Cooperate and the positively prepared test of soundness<sup>7</sup>, which is explored in further detail in response to Issue H4 below.
42. Bringing together comments on the UCS and Unmet Needs under Q-H4.2, Rosconn Strategic Land consider that the SWLP will need to plan for a level of housing growth as set out in the below Table in the order of at least 43,000 dwellings.

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<sup>5</sup> Paragraph 61 of the National Planning Policy Framework (July 2021)

<sup>6</sup> Paragraph 010 Reference ID 2a-010-20201216 of National Guidance

<sup>7</sup> Paragraph 35 a) of the National Planning Policy Framework (July 2021)



**Table – SWLP Housing Requirement and Supply Calculation**

<u>Housing Requirement</u>	
South Warwickshire Minimum Housing Need Derived from the HEDNA (1,679 x 28 Years)	47,012 dwellings
Uplift to Minimum Housing Need	TBC – further work required to determine whether an uplift is appropriate
Contribution Towards Unmet Needs of Coventry and Birmingham & Black Country	TBC – engagement with Birmingham/Black Country and Coventry required but suggest increase of at least 21,000 dwellings possible (circa 11,000 towards Coventry and at least 10,000 towards Birmingham)
<b>Total Housing Requirement</b>	<b>68,000 dwellings +</b>
<u>Housing Supply</u>	
Sites with Planning Permission at 1 <sup>st</sup> April 2022 (with 5% lapse rate applied)	14,360 dwellings
Outstanding Local Plan Allocations at 1 <sup>st</sup> April 2022	5,579 dwellings
Windfall Allowance	TBC – 4,840 dwellings assumed in line with UCS however this requires further justification / compelling evidence
<b>Total Housing Supply</b>	<b>24,779 dwellings</b>
<b>Indicative Housing Requirement to be found by the Plan</b>	<b>43,000 dwellings +</b>

Q-H4.2: Accommodating Housing Needs Arising from outside of South Warwickshire

43. It is imperative that that SWLP adequately considers accommodating unmet housing needs which are arising from outside of South Warwickshire, to ensure compliance with the Duty to Cooperate and so the SWLP can demonstrate adherence with the



positively prepared test of soundness set out in the NPPF<sup>8</sup>. It is recognised that national planning policy and law has the potential to change during the course of the preparation of the SWLP, including in relation to the Duty to Cooperate and replacement with an ‘alignment policy’, however there is no suggestion the requirement for local authorities to address unmet needs arising from within their Housing Market Areas will be removed.

44. We consider that there are two likely sources of unmet housing needs which require consideration in the development of the SWLP: Birmingham and Black Country and Coventry and Warwickshire.

*Birmingham and Black Country*

45. There are clearly significant unmet housing needs arising from the Birmingham and Black Country Housing Market Area which require addressing by this Plan.
46. Birmingham published a New Local Plan Issues and Options consultation document in October 2022. This identifies an overall housing need in Birmingham to 2042 (derived from the Standard Method) of some 149,286 dwellings, with total housing supply equating to just 70,871 – leaving a shortfall of some 78,415 dwellings.
47. There are significant limitations to the potential for such substantial unmet needs to be met by Birmingham’s neighbouring authorities due to lack of available land in the Black Country and significant Green Belt coverage in the Black Country and elsewhere (Bromsgrove, Solihull, North Warwickshire, and Lichfield). This was evident in the work undertaken in the now abandoned Black Country Local Plan Review, which was subject to Regulation 18 consultation in 2021 and identified a shortfall in supply across the Black Country of some 28,239 dwellings to 2039.
48. There are strong functional relationships between Birmingham and South Warwickshire, in terms of transport connections and commuting patterns, and development in South Warwickshire can contribute towards meeting unmet needs.

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<sup>8</sup> Paragraph 35 a) of the National Planning Policy Framework (July 2021)



49. The Councils clearly need to engage with Birmingham and the Black Country authorities and others to determine an appropriate level of unmet needs to be directed to South Warwickshire. That process needs to be transparent in accordance with paragraph 27 of the NPPF, and effective in accordance with paragraph 35 c) of the NPPF. The lack of any published Statement of Common Ground showing progress made so far by the Councils is a concern that needs to be addressed before the next round of consultation. The Councils need to properly grapple with this issue, and not allow the failings of the last round of Local Plans to be repeated.
50. It is noted that the SA has tested the effects of an additional 5,000 to 10,000 dwellings to accommodate Birmingham's unmet needs, however given the numbers discussed above Rosconn Strategic Land consider 5,000 dwellings to be at the lower end of what could be expected to be accommodated in South Warwickshire. At this stage of the process and in advance of those discussions, as a working assumption for the level of unmet need to be accommodated, the figure should be an additional 10,000 dwellings.

*Coventry and Warwickshire*

51. Although the question does not address Coventry's unmet needs, this cannot be ignored. Coventry has by far the greatest level of housing need across Coventry and Warwickshire as set out in the HEDNA, with a housing need calculation derived from the Standard Method of some 3,188 dwellings per annum, adjusted in the HEDNA trend-based approach to 1,964 dwellings per annum. Applying the housing need calculated in the HEDNA to the proposed SWLP Plan period suggested from 2022 to 2050 equates to some 54,992 dwellings to be accommodated to meet Coventry's needs, as a minimum.
52. Coventry is highly constrained by a tightly drawn administrative boundary, with potential for brownfield redevelopment but limited opportunity for greenfield development. This was reflected in the adopted Coventry Local Plan (December 2017), where the local housing need in Coventry in the period 2011 to 2031 was calculated at 42,400. The Coventry Local Plan set a housing requirement of just 24,600 (some 60% of its local housing need), leaving a shortfall of some 17,800 dwellings to be met elsewhere.



53. It is therefore highly unlikely that Coventry will be able to meet its local housing need identified in the HEDNA of 54,992 dwellings to 2050. Even assuming that Coventry can accommodate a proportion of its local housing need consistent with that set out in the adopted Coventry Local Plan (i.e. 60%), which is itself a challenge, Coventry could only accommodate 33,000 dwellings to 2050 leaving a shortfall of some 22,000 dwellings to be met elsewhere.

54. Given South Warwickshire's functional relationship with Coventry, and as South Warwickshire makes up around half of the population of Warwickshire according to the 2021 Census data early releases<sup>9</sup>, an assumption that around 50% of this shortfall will be directed to South Warwickshire is considered appropriate. This equates to approximately 11,000 dwellings and should be taken into consideration at this stage of the process as a working assumption for the level of unmet need to be accommodated.

Option H5a: Identify a range of specific sites within or on the edge of existing settlements of approximately 5-20 homes in size to be developed only for self and custom build homes.

55. Rosconn Strategic Land support Option H5a, and the identification of a range of sites. Stratford-on-Avon District Council has *already* identified suitable and sustainable sites for allocation for self and custom build homes as part of its emerging SAP, and there is no need for the Councils to undo the work already undertaken.

## Chapter 12 – Proposed content of the Part 1 Plan

Q-P1.1: Do you agree with the proposed broad content of the Part 1 plan?

56. Yes, Rosconn Strategic Land support the allocation of other sites as necessary for short-term development. These sites should include those already allocated for development within the Draft Site Allocations Plan, such as the land north of Idlicote Road, Halford. (Proposal SCB.4 of the SAP).

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<sup>9</sup> [How the population changed where you live, Census 2021 - ONS](#)



57. This site has been allocated as a site to deliver self-build and/or custom-build. Its suitability, availability and deliverability has therefore been assessed, and found to be acceptable. The requirement to allocate sites for self-build and custom-build across the District should be confirmed within the South Warwickshire Local Plan Part 1 Document.