



Representation Form

Please complete a separate **Part B Representation Form** (this part) for each representation that you would like to make. One **Part A Representation Form** must be enclosed with your **Part B Representation Form(s)**.

We have also published a separate **Guidance Note** to explain the terms used and to assist in making effective representations.

Part B: Representation

Name and Organisation:	Fletcher Homes
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Q1. To which document does this representation relate?

- Regulation 19: Pre-Submission Draft of the Shropshire Local Plan
- Sustainability Appraisal of the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan
- Habitats Regulations Assessment of the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan

(Please tick one box)

Q2. To which part of the document does this representation relate?

Paragraph:	<input type="text"/>	Policy:	<input type="text" value="S8.2 and S8.3 Cockshutt"/>	Site:	<input type="text"/>	Policies Map:	<input type="text" value="Cockshutt"/>
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Q3. Do you consider the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan is:

- | | | | | |
|--|------|--------------------------|-----|-------------------------------------|
| A. Legally compliant | Yes: | <input type="checkbox"/> | No: | <input type="checkbox"/> |
| B. Sound | Yes: | <input type="checkbox"/> | No: | <input checked="" type="checkbox"/> |
| C. Compliant with the Duty to Co-operate | Yes: | <input type="checkbox"/> | No: | <input type="checkbox"/> |

(Please tick as appropriate).

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(Please continue on a separate sheet if necessary)

Shropshire Local Plan – Regulation 19 consultation

Settlement Policies

S8.2 Community Hubs: Ellesmere Place Plan Area in relation to Cockshutt

S8.3 Community Clusters: Ellesmere Place Plan Area in relation to Cockshutt

Fletcher Homes consider the demotion of Cockshutt from a Community Hub to a Community Cluster fails the 'justified' test of soundness.

Cockshutt has been recognised as a suitable settlement for development in previous plans, namely the North Shropshire District Local Plan and the SAMDev Plan. It has a primary school, nursery, post office, regular bus service, public house, community hall, church, library, children's playground, sports pitches and super-fast broadband.

To remove Cockshutt's current status as a Community Hub in the SAMDev Plan will lead to the loss of services and facilities over time and *reduce* the village's long-term sustainability. It consigns Cockshutt to decline, contrary to the stated aspirations of the Plan to improve sustainability.

No justification is provided in the Plan for the proposed change in status of Cockshutt. The only change in the village's circumstances is the closure of its convenience store which has reduced its score in the Council's Hierarchy of Settlements' Paper from 50 points in 2017 to 46 points in 2020. The threshold for a Community Hub is deemed by the Council to be 48 points, but no justification is given for this arbitrary cut-off figure.

Following the Covid19 pandemic, many villages have lost services and facilities. In consequence, the Council's Hierarchy of Settlements' Paper no longer reflects reality on the ground and does not provide a sound justification for deciding whether a village should be a Community Hub or a Community Cluster.

Furthermore, the Hierarchy of Settlements Paper (August 2020) is inaccurate, identifying Cockshutt as having no amenity green space. There is an area of landscaped amenity green space opposite the post office and primary school, shown in figure 11 below. The 'Hierarchy of Settlements' paper needs to be updated, giving 3 points for this facility. With this correction, Cockshutt's correct score would be 49 points, above the threshold for Community Hubs.

Fig 1. Amenity green space west of Shrewsbury Road, opposite the post office



In addition to its inaccuracies and the impact of the Covid19 pandemic, the ‘Hierarchy of Settlements’ approach is deeply flawed because it ignores the size of rural settlements. As shown in the extract below, Cockshutt has a population of 859 persons whereas many Community Hubs have populations less than half this number. For example, Brockton has a population of 292 persons, Nesscliffe 218 persons, Chirbury 213 persons, Knockin 181 persons.

Figure 2. Extracts from the Council’s Hierarchy of Settlements Paper 2020

	Total score	Population
Community Hubs		
Cross Houses	53	727
Hanwood	53	1,100
Brockton (Worthen with Shelve)	52	292
Nesscliffe	52	218
Hinstock	51	887
Ford	51	699
Chirbury	50	213
Woore/ Irelands Cross	50	775
Cressage	50	336
Knockin	50	181
Longden	50	332
Cosford/ Donnington	48	1,752
Duddleston Heath/ Gadlas	48	205
Trefonen	48	779
Weston Rhyn/ Preesgweene	48	1,944
‘Countryside’		
Morda	47	1,623
Myddle	47	361
Cockshutt	46	859

Key to colour coding	
>500	
500-1,000	
>1,000	

The ‘Hierarchy of Settlements’ methodology states in paragraph 4.2 that settlement function, “involves consideration of: (i) the population and number of households within a settlement and (ii) The extent to which the settlement provides services and facilities; high speed broadband; employment opportunities; and public transport links.” However, having acknowledged the relevance of population, the methodology then only uses it to screen out very small settlements.

The failure of the methodology to consider the role of population size for larger villages is a serious flaw in the evidence base and undermines the whole approach of determining which settlements should be Community Hubs.

To provide a robust approach, we suggest that points should be awarded to reflect the size of a village. We suggest each hundred counts as ‘1’, so for example a population of 361 persons counts as ‘3’ while a population of 859 counts as ‘8’ and so on. This would ensure that the methodology accounts for population size, making it more rounded as a measure of community sustainability.

The Council's latest published Five Year Housing Land Supply figures (to 31st March 2019) record that Cockshutt delivered 31 new dwellings over the 7 years 2011/12-2018/19 with a further 17 dwellings consented. This reliable delivery record averaging 4.4 dwellings per annum demonstrates strong local demand for housing that should not be ignored.

The proposed loss of Cockshutt's Community Hub status in the SAMDev Plan to the downgraded Community Cluster category in the emerging Local Plan does not reflect the evidence detailed above and does not pass the 'justified' test of soundness.

Modifications necessary

To make the Plan 'sound', Cockshutt should be moved from Policy S8.3 Community Clusters to Policy S8.2 Community Hubs as shown below:

S8.2. Community Hubs: Ellesmere Place Plan Area

2. Within the Ellesmere Place Plan Area, ~~one~~**two** Community Hub settlements ~~have~~ **has** been identified. ~~This settlement is Dudleston Heath, its residential development guideline is as~~ listed below:

Community Hub Settlements	Residential Guideline
Dudleston Heath	Around 60 dwellings
<u>Cockshutt</u>	<u>Around 80 dwellings</u>

S8.3. Community Clusters: Ellesmere Place Plan Area

1. Within the Ellesmere Place Plan Area, a number of Community Clusters have been identified, these are:

- ~~a. Cockshutt;~~
- b. Elson; and
- c. Welsh Frankton

The 'Hierarchy of Settlements' evidence base estimates that Cockshutt has a population of 859 persons in 350 dwellings. If growth rates of 1% per annum are applied, Cockshutt would deliver 77 dwellings over the 22 year plan period (an average of 3.5 per annum).

As sustainable rural settlements serve as a focus for growth for their surrounding rural hinterland, it is sensible to round up to a housing guideline of around 80 dwellings.

To deliver this residential guideline figure, Fletcher Homes propose that site CCT010, land north-east of Shrewsbury Road (A528) should be allocated in the Plan.

The site will accommodate the village's longer term growth to 2038 in a comprehensive, well thought-out manner and will make a significant improvement to the flow of traffic through the village through the highway improvements identified below.

Fletcher Homes have an option to develop this site, providing certainty that it will be delivered if is allocated for housing in the Local Plan Review. The site would provide a number of benefits including:

- A larger roundabout designed to reduce traffic speeds entering the village;
- A pavement to the properties at the north-west edge of the village and visual clues to drivers to slow down;
- An alternative route through the village, reducing farm and HGV traffic for properties on Crosemere Road;
- Affordable housing and CIL contributions to benefit the village;
- Public open space fronting the site and as a buffer with the adjoining new houses.

*Figure 3. Land north-east of Shrewsbury Road, Cockshutt
Indicative improvements that would accompany development*



Fletcher Homes will deliver high quality mixed residential development on site CCT010 if it is allocated in the Local Plan, helping the Council deliver its housing requirements for sustainable rural housing. We therefore propose the following addition to Schedule S8.2(i) of the Plan:

Schedule S8.2(i)

<p><u>Land north-east of Shrewsbury Road (CCT010)</u></p>	<p><u>Provision of appropriate highway improvements for vehicles and pedestrians and traffic calming on the A528;</u></p> <p><u>Provision of an alternative route through the village to reduce farm and HGV traffic on Crosemere Road;</u></p> <p><u>Provision of adequate public open space to protect the character and residential amenity of the area.</u></p>	<p><u>Provision:</u> <u>40 dwellings</u></p>
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Q5. Please set out the modification(s) you consider necessary to make the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified at Q4 above.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination. You will need to say why each modification will make the Regulation 19: Pre-Submission Draft of the Shropshire 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.

Please see previous page.

(Please continue on a separate sheet if necessary)

Please note: In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

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 Yes, I wish to participate in hearing session(s)
(Please tick one box)

Q7. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

Fletcher Homes wish to be present at relevant hearing sessions in order to contribute in their role as a Shropshire-based housebuilder.

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Signature: Date:

Office Use Only	Part A Reference:
	Part B Reference:

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(Please tick one box)

Q2. To which part of the document does this representation relate?

Paragraph:	<input type="text"/>	Policy:	S16.2 re Cross Houses	Site:	<input type="text"/>	Policies Map:	Cross Houses
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Shropshire Local Plan – Regulation 19 consultation

Settlement Policy S16.2 Community Hubs: Cross Houses

Cross Houses is a sustainable settlement with a good range of services and significant local employment, scoring 53 points on the Council's 'Hierarchy of Settlements' paper. However policy S16.2 gives the village a residential guideline of only 90 dwellings which Fletcher Homes consider fails the 'positively prepared' and 'justified' tests of soundness.

Cross Houses' settlement guideline figure was 130 dwellings in the 2018 'Preferred Options' Plan and was reduced with no reasonable explanation to only 90 dwellings in the current draft Plan. The housing guideline consists largely of the 81 dwellings already committed at 31st March 2019, as reported in Schedule A5(ii) on page 347 of the Local Plan. Almost all of these commitments are located on Fletcher Homes' ongoing development to the south of the A458, which totals 70 dwellings. This has proved very popular, with a waiting list for the new houses largely from existing village residents keen to move to more suitable housing in the village. Schedule A5(ii) shows the remaining windfall allowance for 2019-2038 as only 9 additional dwellings.

Policy SP8 (Managing Development in Community Hubs) states that permissions should, *"not result in the settlement's residential guideline being exceeded"*. The guideline therefore acts as a ceiling on development that restricts delivery of much-needed housing to only 9 dwellings for the remaining plan period to 2038. As stated in Policy SP8, *"Community Hubs are considered significant rural service centres and the focus for development in the rural area"*. To plan such low growth for a successful, popular and sustainable village when it should be a focus for rural growth, renders the plan 'not positively prepared'.

The Council's Schedule A5(ii) on page 347 of the Plan shows 18 dwellings delivered in Cross Houses in the first 3 years of the plan period (2016-2019), equivalent to 6 dwellings per annum. Strong demand means a much higher rate could be delivered. If this previous rate of delivery were extrapolated for the whole plan period, ie. 6 dwellings per annum x 22 years, the village would deliver 132 dwellings. This is close to the level of growth of 130 dwellings previously proposed for Cross Houses in the 'Preferred Option' Plan.

The Local Plan's strategic approach is described in paragraph 3.28 of the Plan. It: *"reflects the objective to prioritise investment in strategic locations and growth zones along strategic corridors utilising existing road and rail connections. The strategic corridors are:*

a. Eastern Belt M54/A5/A41/A464/A5 and A454/A458...."

Cross Houses is located on the A458 strategic corridor half-way between the Strategic Centre of Shrewsbury and the Principal Centre of Bridgnorth. Both Shrewsbury and Bridgnorth are planned to continue to experience growth in jobs and facilities and Cross Houses will in consequence continue to benefit from excellent access to these opportunities via the A458. The low housing guideline for Cross Houses is inconsistent with the Plan's Strategic Approach to focus growth on strategic corridors and fails the 'justified' test of soundness.

To make the Plan positively prepared and justified, the residential guideline figure for Cross Houses should be increased from 90 dwellings to 130 dwellings.

The Council's Sustainability Appraisal in its Site Assessments report shows that, of all the sites considered in Cross Houses, site CSH006 has the best sustainability score. It was only not selected by the Council because it was considered too large, however the field can easily be subdivided, with suitable landscaping to soften the south eastern boundary. The proposed line of a 2.5ha site that rounds off the Cross Houses development boundary is shown in figure 2 overleaf. This could accommodate 30 - 60 dwellings, depending on density.

Site CSH006 forms a natural extension of Fletcher Homes' existing development, from which access is available and fully achievable. It would be accessed through the existing Fletcher Homes Phase 1 development as shown in figure 3.

Figure 1. Extract from the draft Policies Map

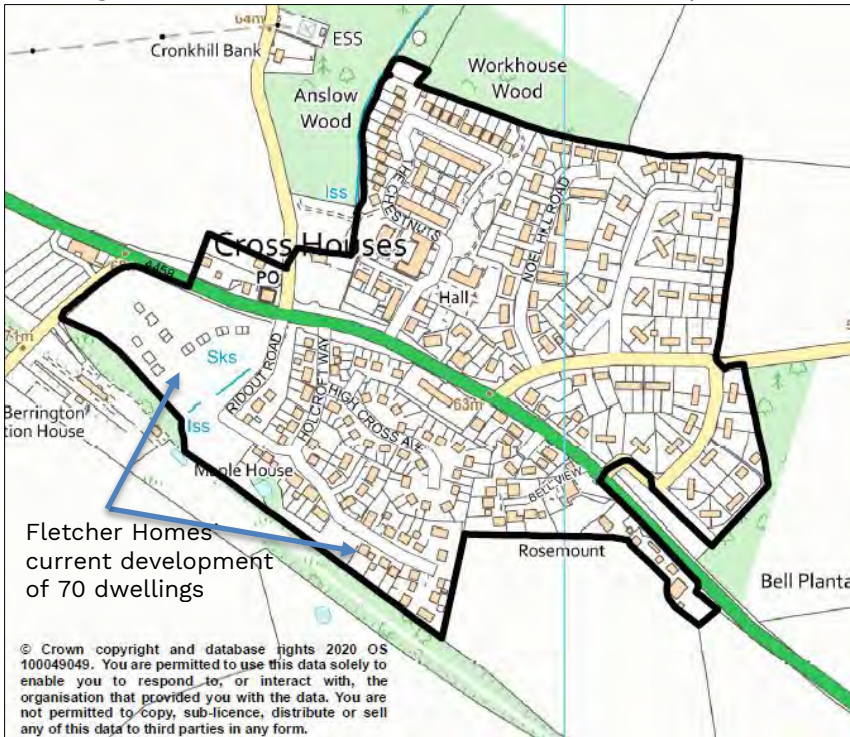


Figure 2. Suggested new development boundary and allocation of part of CSH006

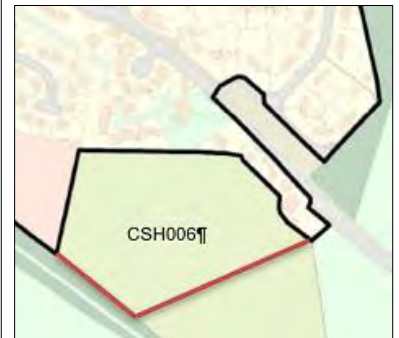
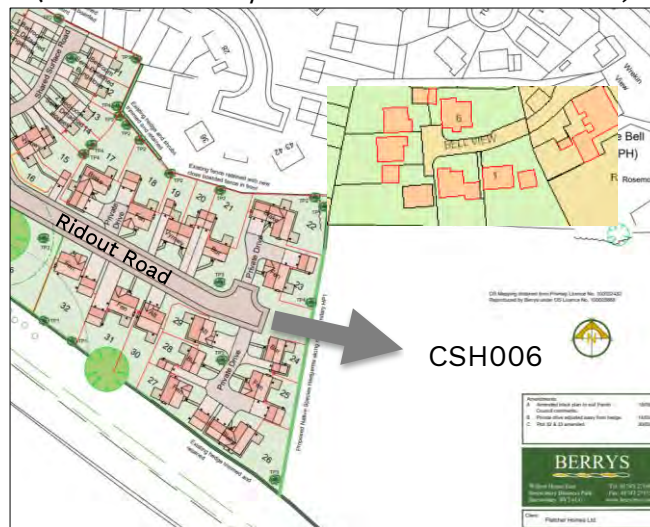


Figure 3. Access to site CSH006 (Recent development at Bell View added)



Modifications necessary

To make the Plan sound, the following modifications are necessary to Policy S16.2 and Schedule S16.2(i): Site Allocations: Community Hubs in the Shrewsbury Place Plan Area:

Community Hub Settlements

Cross Houses

Residential Guideline

~~Around 90~~ At least 130 dwellings

<u>Site Allocation</u>	<u>Development Guidelines</u>	<u>Provision</u>
<u>Land east of Ridout Road (CSH006a)</u>	<u>Appropriate pedestrian, cycle and vehicular access will be provided to the site via Ridout Road.</u> <u>Site to be developed at a low-density and to include significant open space to reflect the character of its 'edge of village' location.</u> <u>Mature trees, hedgerows and priority habitats will be retained, forming part of the green infrastructure network.</u>	<u>40 dwellings</u>

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Signature:

Helen Howie on behalf of Fletcher Homes

Date: 19/01/2021

Office Use Only

Part A Reference:

Part B Reference:



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Q2. To which part of the document does this representation relate?

Paragraph:	<input type="text"/>	Policy:	<input type="text" value="S8.1"/>	Site:	<input type="text"/>	Policies Map:	<input type="text" value="Ellesmere"/>
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Shropshire Local Plan – Regulation 19 consultation

Correction to Policies Map for Ellesmere

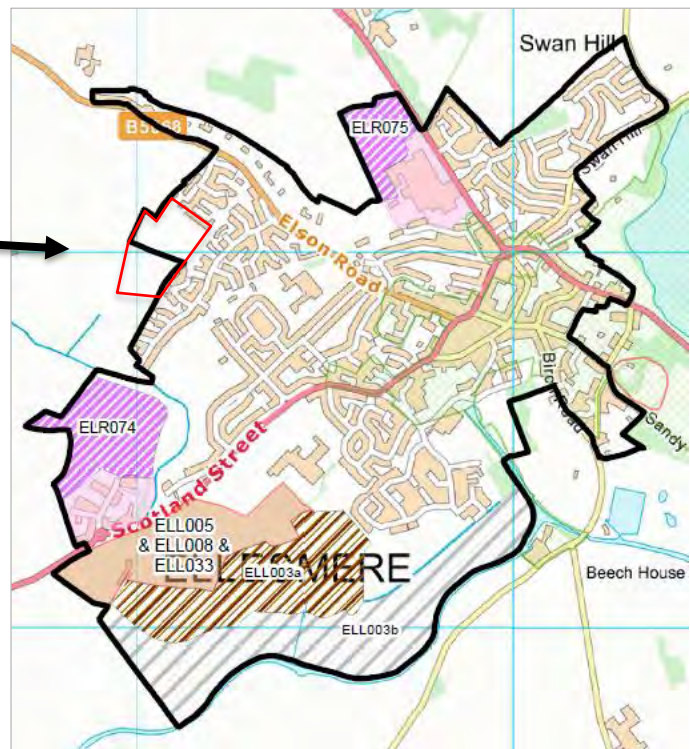
The Policies Map for Ellesmere bizarrely includes half of Fletcher Homes' current development site, but not the remainder. In the interests of consistency, this anomaly should be corrected to include all existing developments within the development boundary.

The extent of Fletcher Homes' consent for 112 dwellings at 'Hawthorn Rise' (south of The Hawthorns) is shown in figure 1 below. The site obtained outline consent 14/00822/OUT on 13th February 2015, reserved matters consent 15/05415/REM on 19th October 2017 and has been under construction at the rate of around 30 dwellings per annum with completion of the 112 dwellings expected by the end of 2021.

Figure 1. Location and Layout Plans 15/05415/REM



Figure 2. Extract from the Policies Map with consent overlain in red



The development boundary should be updated accordingly.

Settlement Policy S8.1 Development Strategy: Ellesmere Key Centre

Fletcher Homes consider that the proposed development strategy to deliver 800 dwellings through proposed allocations and windfall development, as set out in section 2 of Policy S8.1, fails the 'effective' test of soundness.

Schedule A5(i) on page 345 of the Local Plan shows that 460 of the 800 dwellings planned for Ellesmere are already committed, leaving 340 dwellings to be delivered over the remaining plan period to 2038. The Plan proposes to achieve this through allocations sufficient for a further 170 dwellings with the remaining 170 dwellings to be 'windfall' development.

The Plan fails the 'effective' test of soundness on two counts:

1. The windfall allowance cannot be accommodated within the development boundary, which is closely drawn around the town; and
2. The allocations are unlikely to deliver 170 dwellings by the end of the plan period.

1. Windfall

The windfall allowance cannot be accommodated within the development boundary, which is closely drawn around the town. There is insufficient space within the development boundary to accommodate the town's 170 dwellings windfall allowance.

Development outside the settlement boundaries is strictly controlled in accordance with Policies SP7 (Managing Housing Development) and SP10 (Development in the Countryside). Policy SP7 states in section 4:

"Additional market housing development outside the settlement development boundaries shown on the Policies Map will be strictly controlled in line with Policy SP10, and will only be considered potentially acceptable where there is clear evidence that the residential development guideline for the settlement appears unlikely to be met over the plan period, or where there are specific considerations set out in the Settlement Policies."

Policy S8.1 Development Strategy: Ellesmere Key Centre states in section 2 that:

"These allocations will be complemented by appropriate small-scale windfall residential development within the Ellesmere development boundary shown on the Policies Map, where it is consistent with relevant policies of this Local Plan. It will also be complemented by appropriate cross-subsidy and exception development where it is consistent with relevant policies of this Local Plan."

The exception site policies DP4, DP5 and DP6 are more restrictive than the existing Core Strategy policies CS5 and CS11, which have delivered very little affordable housing adjoining Ellesmere over the ten years 2011-2021. It is fantasy to expect affordable housing exception sites to deliver a significant contribution to the 170 dwelling windfall allowance when more generous Core Strategy policies have failed to do so.

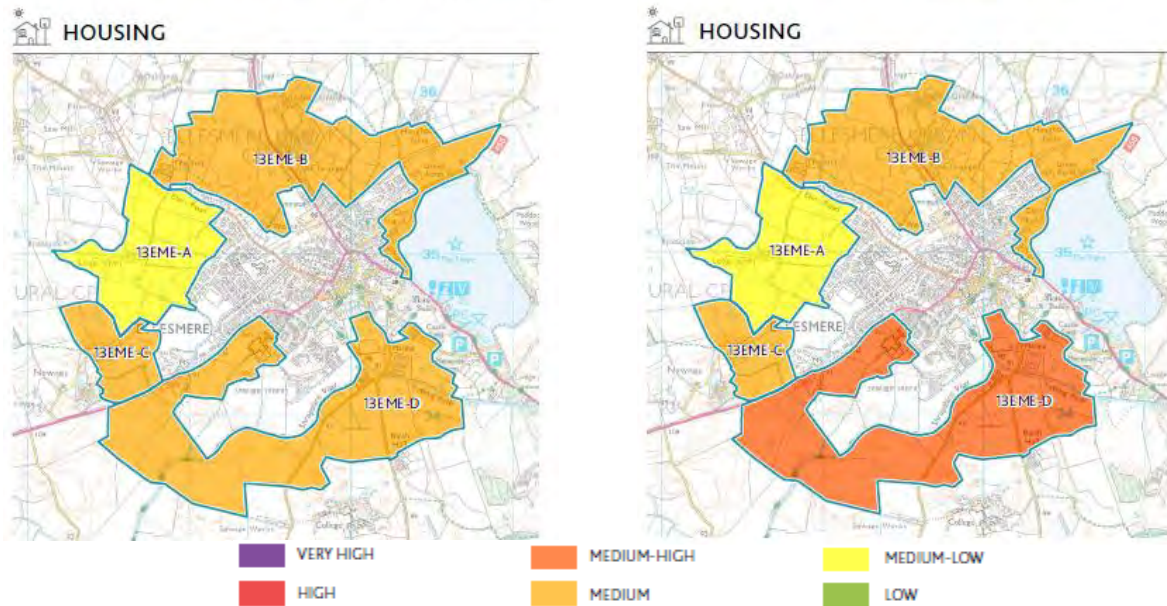
The Plan will only pass the deliverable and effective 'test of soundness' if there is sufficient space within the development boundary for the planned 170 dwellings windfall allowance to be realistically delivered.

An extension to the development boundary should be in the direction of lowest landscape and visual sensitivity. As shown in the extracts from the Council's Landscape and Visual Sensitivity Assessment (LVSA) in figure 3 overleaf, this is land to the west of Ellesmere.

Figure 3. The Council's Landscape and Visual Sensitivity Assessment

ELLESMERE LANDSCAPE SENSITIVITY

ELLESMERE VISUAL SENSITIVITY



2. Delivery of the allocations

All the SAMDev Plan and proposed allocations ELL005/ ELL008/ ELL033 are concentrated in the south-west corner of Ellesmere. This concentration minimises choice and competition in the market.

The south-west corner of Ellesmere has been the focus for Local Plan allocations since the North Shropshire Local Plan was adopted in 1986. The Dairy Crest site off Wharf Road/ Canal Way (152 dwellings) took 21 years from first application¹ in 1993 to the onset of construction in 2014. The SAMDev Plan allocated the adjoining site ELL003 for 250 dwellings. Site ELL003 took over two years to obtain outline consent² and has to date (January 2021) still not received reserved matters consent, over 5 years after the SAMDev Plan was adopted. Two applications have been withdrawn³ and the current application⁴ has stalled due to various environmental objections. The slow rate of progress for developments close to the canal over the 27 years from 1993-2020 indicates long-term deliverability problems in this part of Ellesmere.

Part of the problem is the financial viability of the ground works necessary to resolve flood risk problems. The current reserved matters application on allocation ELL003 has ongoing problems in demonstrating that the development can deliver sufficient flood storage capacity (shown in green in figure 4 overleaf) to adequately compensate for the area to be lost to development (shown in salmon in figure 4 overleaf). The area shown in green is raised ground adjoining the canal which will be very costly to excavate and remove from the site.

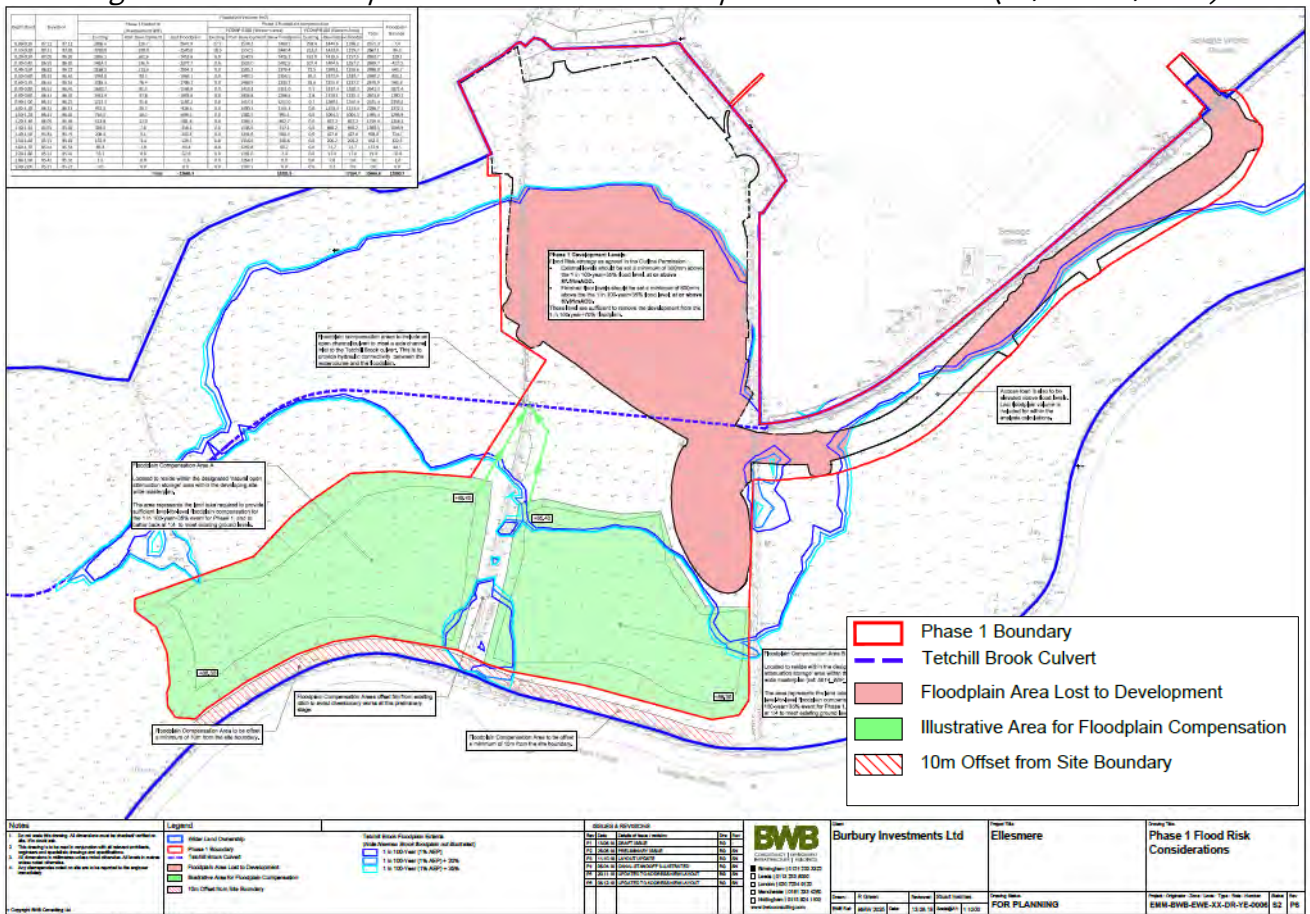
¹ application reference N/93/852/EU/28

² application reference 14/04047/OUT granted permission 20th December 2016

³ applications 18/05815/VAR and 19/00187/REM both withdrawn on 8th January 2020

⁴ application 19/05445/REM

Fig 4. Phase 1 Floodplain considerations for phase 1 of ELL003 (19/05445/REM)



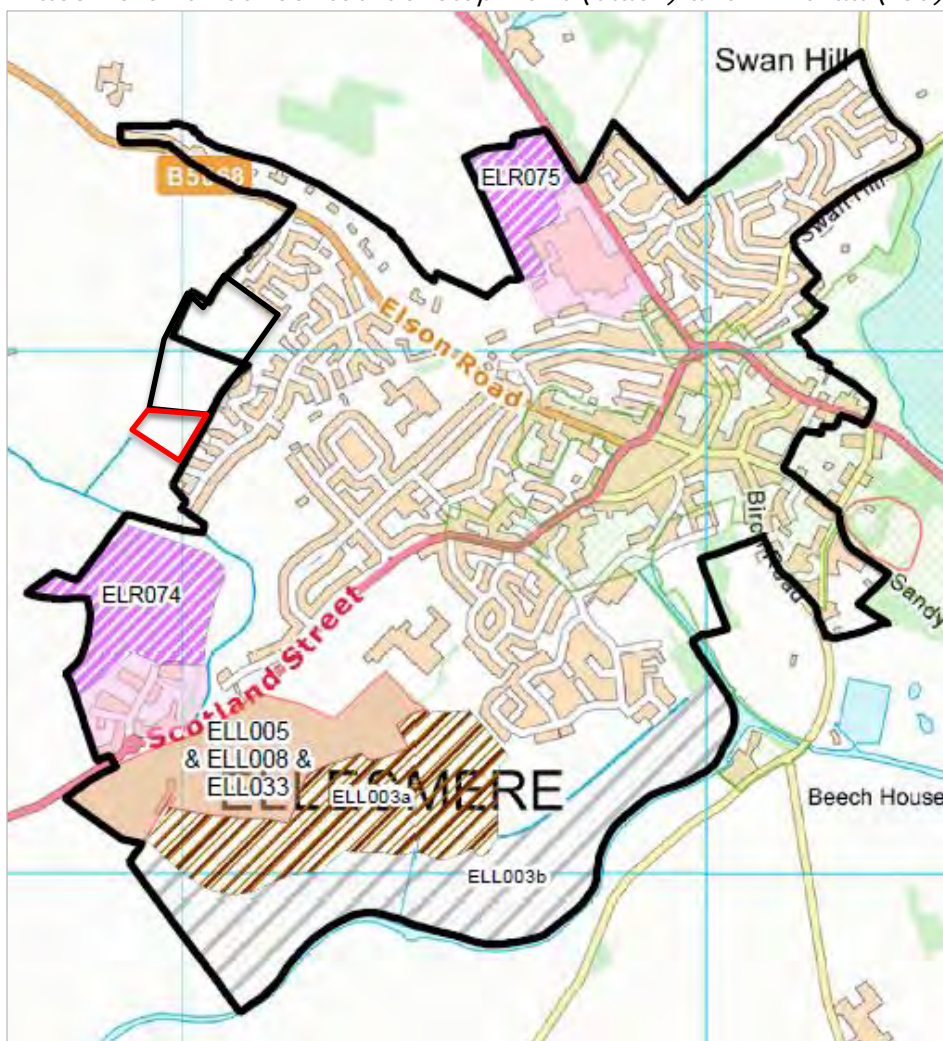
The deliverability problems in Ellesmere means the Plan's proposals fail to pass the 'effective' test of soundness.

Modifications necessary

To ensure the Plan passes the 'effective' tests of soundness, Fletcher Homes suggest an addition to the Policies Map and Schedule S8.1(i) of the Plan.

The development boundary should be enlarged to include the highly deliverable site ELL007 outlined in red in figure 5 overleaf which adjoins Fletcher Homes' existing development outlined in black. As an additional phase to their existing development, it would be delivered quickly, helping Ellesmere deliver its windfall allowance.

Figure 5. Suggested modifications to the development boundary on the western edge of Ellesmere for consented development (black) and windfall (red)



To ensure the Plan is effective, the Policies Map should be amended to include site ELL007 and Schedule S8.1(i) extended as follows:

<p><u>Land off Cherry Drive, Ellesmere (ELL007)</u></p>	<p><u>Provision of footpath & cycleway across the Newnes Brook to link Cherry Drive to employment allocation ELR074.</u></p> <p><u>Provision of flood storage areas to compensate for raising land at the access point.</u></p> <p><u>Mature trees, hedgerows and priority habitats will be retained, forming part of the green infrastructure network.</u></p>	<p><u>Provision: 22 dwellings</u></p>
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An illustrative layout plan for site ELL007 is shown in figure 6 overleaf and in Appendix 1 to this representation. Only the developable part of site ELL007 need to be included in the development boundary with the remaining area for public open space and/or wildlife left outside the development boundary.

The Council's site assessment work notes that the point of access is located within flood zones 2 and/or 3 but there are technical solutions available for this very small area at the point of access, by raising the road access level and compensating by providing compensatory floodplain capacity.

The Council are prepared to accept large scale compensatory flood storage areas in exchange for raising ground levels for development in respect of allocation ELL003 (figure 4). A consistent approach should be taken to all sites, with the relatively small area involving the access road to site ELL007 treated in the same way as ELL003 with respect to compensatory flood storage areas.

There is plenty of space in the southern two-thirds of site ELL007 for compensatory improvements to flood capacity together with significant green infrastructure improvements.

*Fig 6: Proposed layout plan (left) and detailed Flood Risk Assessment (right)
Residential development would not be affected by flood risk*



The small affected area of the proposed access will be raised by a few centimetres to a level that is guaranteed to be not at risk in a 1 in 100 year plus climate change event. This will be accompanied by mirrored small amounts of compensatory earth movements at lower site levels elsewhere to increase water capacity, ensuring no net loss volume of flood storage. This simple measure enables site ELL007 to bring forward multiple benefits:

- A generous 2ha area of new public open space and connections to POS to the north, providing continuous POS along the western edge of Ellesmere's revised development boundary;
- A new footpath link over the Newnes brook, linking the employment site to the south and the residential areas to the north;

- Provision of new habitats adjoining the Newnes Brook that will aid ecological diversity;
- Provision of water storage to help manage flood risk on the Newnes Brook to the benefit of land downstream;
- Enables some of the housing requirement to be met away from the sensitive landscape to the south of the town;
- Provides a choice of housing sites, reducing reliance on one part of the town;
- Greater certainty of delivery of Ellesmere's housing needs.

This proposed solution will ensure that the Plan's proposed scale of development for Ellesmere will pass the 'effective' test of soundness.

Q5. Please set out the modification(s) you consider necessary to make the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified at Q4 above.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination. You will need to say why each modification will make the Regulation 19: Pre-Submission Draft of the Shropshire 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.

Please see previous page.

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Yes, I wish to participate in hearing session(s)

(Please tick one box)

Q7. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

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(Please continue on a separate sheet if necessary)

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Signature: Date:

Office Use Only	Part A Reference:
	Part B Reference:

APPENDIX 1: INDICATIVE LAYOUT OF PROPOSED ALLOCATION ELL007

CS Mapping derived from Planning License No. 100002432
 Reproduced by Berrys under CS License No. 100003022



Schedule of Accommodation										
No.	Ref.	HouseType Name	Detached / Semi	Beds	Total Beds	Garage	ft ²	Total ft ²	m ²	Total m ²
2	S	Sutton (Affordable)	Semi	2	4	No	624	1 248	58	116
8	V	Vymryn	Semi	3	24	No	724	5 792	673	538
1	Bu	Burton	Detached	3	3	No	932	932	88.4	88.4
4	H	Hesley	Semi	3	12	No	960	3 840	892	357
2	P	Preston	Semi	4	8	No	1 060	2 120	195.5	197
1	AJ	Albrighton	Detached	4	4	Yes*	1 124	1 124	104.4	104.4
2	Fe	Fenemere	Detached	4	8	Yes*	1 464	2 928	136	272
2	Bl	Blakenmore	Detached	4	8	Yes*	1 625	3 250	150.9	301.8
				71				21 254		1 975

* Note - Floor areas exclude double garages which are approx. 291 ft² / 27 m²



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Client: Fletcher Homes
 Project: Phase Two, Ellesmere, Shropshire
 Drawing: Proposed Block Plan

Drawing Number: Rev: Scale: Paper: Drawn By: CH
 6428970 / 02 1 1:500 A1 48 Date: Mar 2017

Representation Form

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Name and Organisation:	Fletcher Homes
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- Habitats Regulations Assessment of the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan

(Please tick one box)

Q2. To which part of the document does this representation relate?

Paragraph:	<input type="text"/>	Policy:	<input type="text" value="SP2"/>	Site:	<input type="text"/>	Policies Map:	<input type="text"/>
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Q3. Do you consider the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan is:

- | | | | | |
|--|------|--------------------------|-----|-------------------------------------|
| A. Legally compliant | Yes: | <input type="checkbox"/> | No: | <input type="checkbox"/> |
| B. Sound | Yes: | <input type="checkbox"/> | No: | <input checked="" type="checkbox"/> |
| C. Compliant with the Duty to Co-operate | Yes: | <input type="checkbox"/> | No: | <input checked="" type="checkbox"/> |

(Please tick as appropriate).

Q4. Please give details of why you consider the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.

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(Please continue on a separate sheet if necessary)

Shropshire Local Plan – Regulation 19 consultation

Policy SP2. Strategic Approach

Fletcher Homes consider the housing requirement of around 1,400 dwellings per annum does not meet the Duty to Co-operate and fails the 'positively prepared' and 'consistent with national policy' tests of soundness.

The proposed housing requirement amounts to a reduction in the amount of housing in the adopted Core Strategy, which planned for 1,530 dwellings per annum from 2021¹. In this respect the Plan fails, "*to support the Government's objective of significantly boosting the supply of homes*" as sought by paragraph 59 of the National Planning Policy Framework.

The figure of 1,400 dwellings per annum is significantly lower than the 2018-based household projections² which forecast growth levels averaging 1,656 households per annum over the plan period 2016-2038. Policy SP2 will therefore constrain growth rather than meet Shropshire's housing needs.

We recognise that the figure of 1,400 dwellings exceeds the figure resulting from the standard method but paragraph 60 of the Framework states that the minimum number of homes may be determined differently from the standard method where, "*exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals.*"

Such exceptional circumstances exist in Shropshire given the significant difference between the 2014-based and the 2018-based household projections published by the Office of National Statistics (ONS). Not only do the 2018-based household projections start with a higher number of households at the start of the plan period (11,566 households higher than the 2014-based projections), they also show a higher rate of growth over the 22 year plan period (26.9% rather than 19.2%) as shown in figure 1 overleaf.

The Covid19 pandemic has further increased the rate of growth with very strong increased demand for housing in Shropshire during 2020. As the economy shifts permanently towards more internet-based working from home, Shropshire will attract even higher levels of in-migration as commuting considerations are replaced by quality of life considerations.

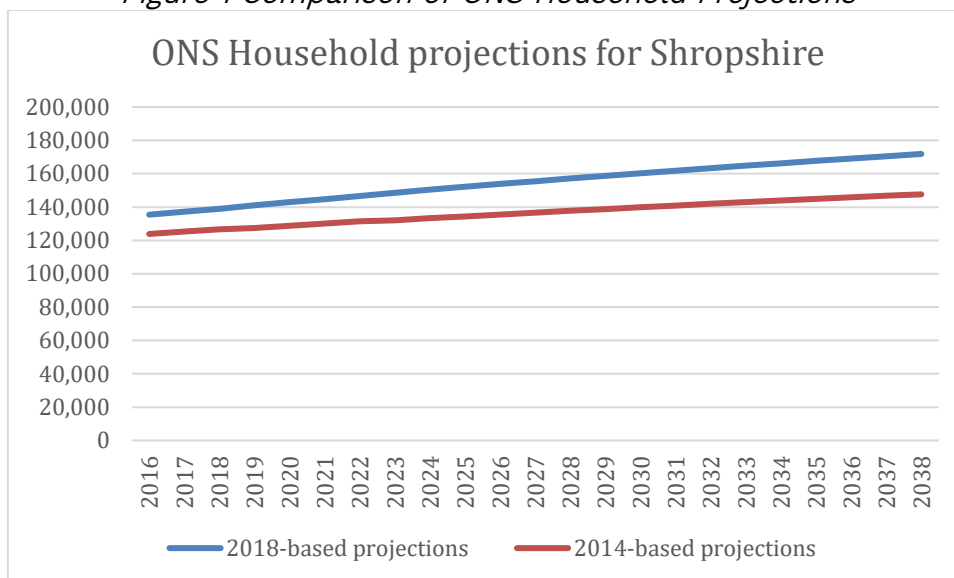
The 2014-based household projection is for Shropshire to have growth of 23,749 households over the plan period 2016-38 resulting in 147,635 households by 2038. In comparison, the 2018-based household projection is for Shropshire to grow to 171,876 households by 2038. This is 24,241 households *above* the standard method estimate of growth of 23,749 households over the plan period, a total increase of 47,990 households above the standard method figure for the start of the plan period in 2016. Such a large difference justifies a departure from the standard method.

¹ Core Strategy paragraph 5.5

² Office of National Statistics 2018-based household projections, published 29th June 2020, table 406

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/householdprojectionsforengland>

Figure 1 Comparison of ONS Household Projections

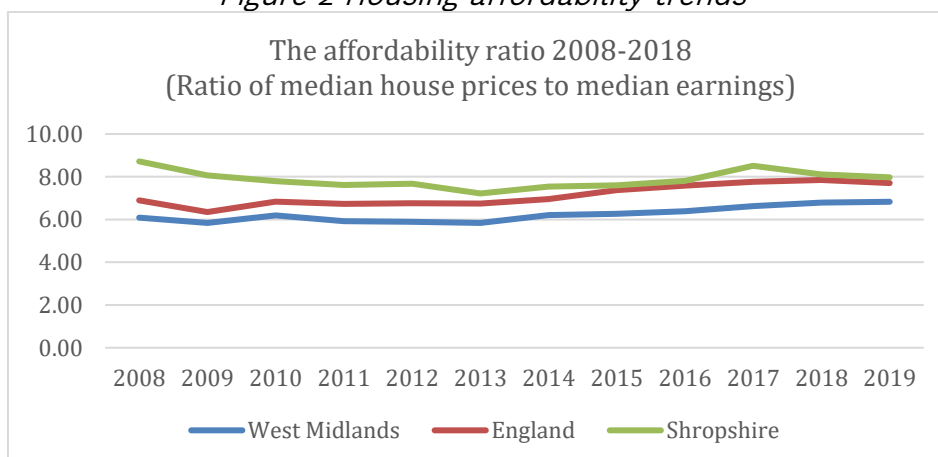


Shropshire	2016 no. households	2038 no. households	Change 2016-2038	% change	Rate per annum
2014-based projections	123,886	147,635	23,749	19.2%	1,080
2018-based projections	135,452	171,876	36,424	26.9%	1,656
Combination method	123,886	171,876	47,990	38.7%	2,181

The proposed housing requirement of 30,800 dwellings is less than the latest household projections of growth of 36,424 households over the plan period. If the Council insist on using the 2014-based household projections for the start date of 2016, the latest household projections show a growth of 47,990 households by 2038. It is therefore more sensible to accept the 2018-based projections as a more accurate picture of the Shropshire situation than the 2014-based projections, rather than to try and combine the two approaches.

Shropshire already has a housing affordability ratio well above the average for the West Midlands and for England, as shown in figure 2 below. Following rapid house price rises across Shropshire in 2020 we expect the affordability ratio to increase in future years. Under-delivery of housing by the Local Plan has potential to greatly worsen the affordability of housing in Shropshire and will fail to meet the 'positively prepared' test of soundness.

Figure 2 Housing affordability trends



The Association of Black Country Authorities wrote to Shropshire Council on 9th September 2019 and re-iterated their request that Shropshire's Local Plan help provide for their identified unmet need for 26,000 homes over the period to 2038.

Shropshire has limited Green Belt and is less constrained in this respect than the Black Country Authorities. Nevertheless, the Shropshire Local Plan only attributes 1,500 dwellings of Shropshire's housing target to support the housing needs of the emerging Black Country Plan. In this regard policy SP2 fails to be consistent with paragraph 60 of the Framework which states, "*In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.*"

Shropshire Council has to date not published any Statement of Common Ground with the Black Country Authorities. It is contrary to paragraph 27 of the Framework to wait until submission stage before publishing any Statements of Common Ground, as the Framework requires that, "*In order to demonstrate effective and on-going joint working, strategic policy-making authorities should prepare and maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these. These should be produced using the approach set out in national planning guidance, and be made publicly available throughout the plan-making process to provide transparency.*"

This is insufficient to demonstrate consistency with paragraphs 24-27 of the Framework and the Duty to Co-operate.

Modifications necessary

To make policy SP2 sound, Fletcher Homes suggest increasing the annual housing requirement as follows:

- match the 2018-household projection for average growth over the plan period of 1,656 dwellings per annum; and
- add the standard method's adjustment figure based on the 2019 affordability ratio of 7.97, namely an adjustment of $x0.248^3$, which increases the figure by 24.8% or 411 dwellings per annum to 2,067 dwellings per annum; and
- add 5,000 dwellings (equivalent to 227 dwellings per annum) as Shropshire's contribution to meet unmet need from neighbouring areas;
- the resulting total requirement is 50,468 dwellings (2,294 dwellings per annum) which rounded up is 50,600 dwellings (2,300 dwellings per annum).

The following modification to section 2 of the policy will make it sound:

Over the plan period from 2016 to 2038, around ~~30,800~~ **50,600** new dwellings and around 300 hectares of employment land will be delivered. This equates to around ~~1,400~~ **2,300** dwellings and around 14ha of employment land per annum.

$$^3 \text{ Adjustment factor} = \left(\frac{\text{Local affordability ratio} - 4}{4} \right) \times 0.25 = (7.97 - 4)/4 \times 0.25 = 0.248$$

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(Please tick one box)

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Fletcher Homes wish to be present at relevant hearing sessions in order to contribute in their role as a Shropshire-based housebuilder.

(Please continue on a separate sheet if necessary)

Please note: The Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

Signature:

Helen Howie on behalf of Fletcher Homes

Date: 19/01/2021

Office Use Only

Part A Reference:

Part B Reference:



Representation Form

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(Please tick one box)

Q2. To which part of the document does this representation relate?

Paragraph: Policy: Site: Policies Map:

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- A. Legally compliant Yes: No:
- B. Sound Yes: No:
- C. Compliant with the Duty to Co-operate Yes: No:

(Please tick as appropriate).

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Shropshire Local Plan – Regulation 19 consultation

Policy SP7 Managing Housing Development

Fletcher Homes are concerned that policy SP7 fails the 'justified', 'effective' and 'consistent with national policy' tests of soundness.

Not justified

Section 3 of Policy SP7 makes residential development guidelines, “*a significant policy consideration*”. Local Plan paragraph 3.49 notes that, “*the guideline is not intended to represent a ceiling on development, but going beyond it by too great a degree could result in unsustainable development.*” Nevertheless, in practice the operation of section 3 is to restrict the number of new dwellings in settlements that are identified in the Plan as ‘sustainable settlements’.

The Council has presented no evidence to support its the residential development guidelines represent sustainable levels of development or that higher levels of development represent unsustainable levels. There is no evidence that the guideline figures for settlements represent an appropriate strategy, taking into account the reasonable alternatives. As such, section 3 of the policy fails the 'justified' test of soundness.

Not consistent with national policy

Applying a settlement target to restrict development runs counter to the Framework’s emphasis in paragraph 59 on, “*significantly boosting the supply of homes*” and in paragraphs 60 and 73 of treating housing requirements and land supply respectively as *minimum* figures. As such, section 3 of the policy fails the 'consistent with national policy' test of soundness.

Not effective

We have concerns that Policy SP7 (Managing Housing Development) in combination with Policy DP1 (Housing Mix) will adversely impact on housing delivery. Policy DP1 seeks a higher proportion of smaller houses, effectively requiring a larger number of units on a site to achieve the same saleable floorspace. It will be difficult to achieve the housing mix sought by the Council if doing so would result in exceeding the housing settlement guideline.

As the Council’s Viability Study demonstrates, viability is finely balanced in many parts of the county so developers must maximise saleable floorspace. The summary tables on pages 226-230 of the Delivery and Viability Study ([shropshire-viability-study.pdf](#)) show that the residual land value (RLV) of development sites in many of the typologies is less than the Benchmark Land Values (BLV) at which a reasonable landowners might be expected to sell their land. Where the RLV is less than the BLV the typology is coloured amber or red. For the North, 23 out of the 25 typologies are not viable; for the South, 21 out of the 25 typologies are not viable; for the South Higher, 2 out of 25 typologies are not viable; for Shrewsbury, 20 out of the 25 typologies are not viable. Extract from the Viability Study for the north and south of the county are shown overleaf.

Table 12.6d Residential Development, – Residual Value v BLV Full Range of Policy Options. NORTH					
			EUV	BLV	Residual Value
Site 1	Green 250	North	25,000	425,000	-279,396
Site 2	Green 120	North	25,000	425,000	-370,052
Site 3	Green 80	North	25,000	425,000	-451,236
Site 4	Green 60	North	25,000	425,000	-473,097
Site 5	Green 30	North	25,000	425,000	-478,613
Site 6	Green 20	North	25,000	425,000	-536,735
Site 7	Green 12	North	100,000	500,000	-516,054
Site 8	Green 9	North	100,000	500,000	593,468
Site 9	Green 6	North	100,000	500,000	473,954
Site 10	Green 3	North	100,000	500,000	883,270
Site 11	Green Plot	North	100,000	500,000	362,741
Site 12	Urban 300	North	500,000	600,000	-723,231
Site 13	Urban 100	North	500,000	600,000	-876,413
Site 14	Urban 60	North	500,000	600,000	-1,075,593
Site 15	Urban 25 HD	North	500,000	600,000	-1,619,513
Site 16	Urban 25	North	500,000	600,000	-1,099,026
Site 17	Urban 16 HD	North	500,000	600,000	-1,550,378
Site 18	Urban 16	North	500,000	600,000	-750,513
Site 19	Urban 8 HD	North	500,000	600,000	-1,585,467
Site 20	Urban 8	North	500,000	600,000	-356,693
Site 21	Urban 5	North	500,000	600,000	-754,542
Site 22	Urban 3	North	500,000	600,000	-1,423,720
Site 23	Urban Plot	North	500,000	600,000	-2,848,888
Site 24	PRS 25	North	500,000	600,000	-1,841,163
Site 25	PRS 60	North	500,000	600,000	-1,826,480

Source: HDH (June 2020)

Table 12.6a Residential Development, – Residual Value v BLV					
Full Range of Policy Options. SOUTH					
			EUV	BLV	Residual Value
Site 1	Green 250	South	25,000	425,000	223,651
Site 2	Green 120	South	25,000	425,000	225,158
Site 3	Green 80	South	25,000	425,000	247,071
Site 4	Green 60	South	25,000	425,000	246,691
Site 5	Green 30	South	25,000	425,000	260,688
Site 6	Green 20	South	25,000	425,000	240,166
Site 7	Green 12	South	100,000	500,000	306,155
Site 8	Green 9	South	100,000	500,000	967,914
Site 9	Green 6	South	100,000	500,000	913,170
Site 10	Green 3	South	100,000	500,000	1,484,106
Site 11	Green Plot	South	100,000	500,000	1,069,409
Site 12	Urban 300	South	500,000	600,000	-167,530
Site 13	Urban 100	South	500,000	600,000	-388,874
Site 14	Urban 60	South	500,000	600,000	-488,641
Site 15	Urban 25 HD	South	500,000	600,000	-1,004,911
Site 16	Urban 25	South	500,000	600,000	-476,904
Site 17	Urban 16 HD	South	500,000	600,000	-980,570
Site 18	Urban 16	South	500,000	600,000	-93,688
Site 19	Urban 8 HD	South	500,000	600,000	-899,914
Site 20	Urban 8	South	500,000	600,000	348,183
Site 21	Urban 5	South	500,000	600,000	-108,616
Site 22	Urban 3	South	500,000	600,000	-601,920
Site 23	Urban Plot	South	500,000	600,000	-1,817,307
Site 24	PRS 25	South	500,000	600,000	-1,841,163
Site 25	PRS 60	South	500,000	600,000	-1,826,480

Source: HDH (June 2020)

The evidence clearly shows viability pressures which in combination with the requirements of Policy DP1 in relation to residential mix, will pressurise developers to maximise floorspace by increasing the number of units and the density of sites.

In combination with the pressure under Policy DP1 to deliver the same floorspace through a larger number of smaller dwellings, Policy SP7's limit on housing numbers in a settlement will render a number of allocations undeliverable.

The dual pressure of Policy SP7 on the number of dwellings in combination with Policy DP1 on the size of dwellings will create deliverability issues across the county and results in the policy failing the 'effective' test of soundness.

Modifications necessary

The findings of the Council's Delivery & Viability Study should be reflected in realistic assumptions when applying policy SP7 to limit development. In light of the large number of sites that are not viable, planning consent will be needed for 120%-130% of the residential guideline in order to deliver 100% of housing needs and this should be reflected in a 20%-30% non-delivery allowance in section 3 of Policy SP7.

To make policy SP7 sound, we suggest the following modifications to section 3 of the policy to re-balance the policy away from restricting development and towards delivering development and boosting housing supply, consistent with the Framework:

"The residential development guidelines for settlements set out in Policies S1-S20 are a **significant** policy consideration. Where housing proposals which are otherwise compliant with the policies of this Local Plan would lead to the residential development guideline for a settlement being exceeded, having taken account of the number of completions since the start of the plan period as well as and any outstanding commitments, including site allocations, regard will be had to all of the following:

- a. The benefits arising from the proposal, aside from increasing housing supply;
- b. The likely delivery of the outstanding commitments **with a 20% non-delivery allowance;**
- c. Any cumulative impacts arising from the development, especially on infrastructure provision; and
- d. The increase in the number of dwellings relative to the guideline: **and**
- e. **the delivery of the housing mix sought in policy DP1; and**
- f. **the viability and delivery of the Plan's allocated sites**".

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Fletcher Homes wish to be present at relevant hearing sessions in order to contribute in their role as a Shropshire-based housebuilder.

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Signature:

Helen Howie on behalf of Fletcher Homes

Date: 19/01/2021

Office Use Only

Part A Reference:

Part B Reference:



Representation Form

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Part B: Representation

Name and Organisation:	Fletcher Homes
------------------------	----------------

Q1. To which document does this representation relate?

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- Sustainability Appraisal of the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan
- Habitats Regulations Assessment of the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan

(Please tick one box)

Q2. To which part of the document does this representation relate?

Paragraph:	<input type="text"/>	Policy:	<input type="text" value="SP8"/>	Site:	<input type="text"/>	Policies Map:	<input type="text"/>
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Q3. Do you consider the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan is:

- | | | | | |
|--|------|--------------------------|-----|-------------------------------------|
| A. Legally compliant | Yes: | <input type="checkbox"/> | No: | <input type="checkbox"/> |
| B. Sound | Yes: | <input type="checkbox"/> | No: | <input checked="" type="checkbox"/> |
| C. Compliant with the Duty to Co-operate | Yes: | <input type="checkbox"/> | No: | <input type="checkbox"/> |

(Please tick as appropriate).

Q4. Please give details of why you consider the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.

If you wish to support the legal compliance or soundness of the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

(Please continue on a separate sheet if necessary)

Shropshire Local Plan – Regulation 19 consultation

Policy SP8 Managing Development in Community Hubs

Fletcher Homes consider section 1f of Policy SP8 to fail the 'justified', 'positively prepared', 'effective' and 'consistent with national policy' tests of soundness.

Not justified

The first line of the policy confirms that, "*Community Hubs are considered significant rural service centres and the focus for development within the rural area.*" However section 1f turns them from sustainable settlements in which development is appropriate, into locations where development is refused if the residential guideline is exceeded. There is inadequate evidence and no justification as to why successful and sustainable villages should tip from a positive approach to development to a negative approach, simply because they have exceeded the guideline figure. This section of the policy fails the 'justified' test of soundness.

The Council has provided no clear evidence or justification for the settlement residential guideline for each Community Hub. We understand the Council may have inconsistently applied a proportionate level of growth based on the Shropshire-wide growth rate, however there is no clear justification for the inconsistencies between different Community Hubs.

The Council have not considered the reasonable alternative of simply considering whether development is appropriate and sustainable, as they do for Community Clusters, which have no limiting settlement residential guideline. For these reasons the requirement in section 1f to, "*not result in the settlement's residential guideline being exceeded*" fails the 'justified' test of soundness.

Not positively prepared

The Office of National Statistics household projections forecast an additional 36,424 households in Shropshire over 2016-2038, equivalent to growth of 1.22% per annum.

	2016 no. households	2038 no. households	Change 2016-2038	% change 2016-2038	Rate per annum
2018-based projections	135,452	171,876	36,424	26.9%	1.22%

This level of growth should be the **minimum** for each Community Hub if they are to genuinely be the focus for rural development but almost all guideline figures are well below this rate and Policy SP8 therefore fails the 'positively prepared' test of soundness.

Not effective

Policy SP8 puts a brake on delivery in those villages that meet their residential guidelines, disproportionately affecting those villages that are most successful in delivering housing. By limiting development in the most successful locations, policy SP8 puts extra pressure to deliver in less favourable locations, where development viability is far weaker.

The Council's 'Local Plan Delivery and Viability Study' identifies some parts of Shropshire as having lower viability than other parts, highlighting potential deliverability problems. Due to the limit imposed by policy SP8, the Plan is more dependent than it would otherwise be on delivery in less viable locations. This increases the risk that Shropshire will fail to meet its housing needs overall and causes the Plan to fail the 'effective' test of soundness in relation to delivering Shropshire's housing requirements.

As settlement residential guidelines constrain development in "*significant rural service centres*", the most successful Community Hubs will be held back from development that will improve their social and economic sustainability. The policy therefore also fails the 'effective' test of soundness in relation to improving the county's sustainability.

Not consistent with national policy

Section 1f of the policy restricts development in Community Hubs to that which will, "*not result in the settlement's residential guideline being exceeded*". This makes the guideline a ceiling figure, running counter to the National Planning Policy Framework's consistent use of housing numbers as *minimums* rather than *maximums*. It is contrary to the Government's key objective of, "*significantly boosting the supply of homes*" expressed in paragraph 59 of the Framework and in more recent Ministerial Statements. It therefore fails the 'consistent with national policy' test of soundness.

Unnecessary

Furthermore, section 1f is unnecessary repetition of Policy SP7: Managing Housing Development.

Modifications necessary

To make the Plan sound, section 1f should be deleted in its entirety as shown below:

~~f. The granting of permission would not result in the settlement's residential guideline being exceeded, taking into consideration completions since the start of the plan period and outstanding commitments (including site allocations). If it does, regard will be given to policy requirements identified within Paragraph 3 of Policy SP6 and any other relevant policies of this Local Plan.~~

If settlement residential guidelines are retained, we suggest that each Settlement Policy refers to them as the **minimum** figure with all settlement policies modified as follows:

Residential Guideline
Around <u>At least</u> x dwellings

Q5. Please set out the modification(s) you consider necessary to make the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified at Q4 above.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination. You will need to say why each modification will make the Regulation 19: Pre-Submission Draft of the Shropshire 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.

Please see previous page.

(Please continue on a separate sheet if necessary)

Please note: In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

Q6. If your representation is seeking a modification to the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan, do you consider it necessary to participate in examination hearing session(s)?

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

- No, I do not wish to participate in hearing session(s)
 Yes, I wish to participate in hearing session(s)
(Please tick one box)

Q7. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

Fletcher Homes wish to be present at relevant hearing sessions in order to contribute in their role as a Shropshire-based housebuilder.

(Please continue on a separate sheet if necessary)

Please note: The Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

Signature:

Helen Howie on behalf of Fletcher Homes

Date:

19/01/2021

Office Use Only

Part A Reference:

Part B Reference: