

**The Parish of
Norton-juxta-Kempsey
Worcestershire**

Response to

**South Worcestershire
Development Plan**

**Prepared and approved by the
Parish Council**

November 2011

Executive Summary

This document has been prepared by Norton -juxta-Kempsey Parish Council to represent the views of the majority of the residents to the South Worcestershire Development Plan Public Consultation document (SWDP).

The consensus view was confirmed by the presentation of petition to Wychavon District Council in 2009. The petition was signed by 62% of the electorate and confirmed the following:

- The individual and unique rural identity of the Parish is highly valued and must be retained
- No part of the Parish should coalesce with Worcester city
- If there is development to the west of the Norton Road, there should be a significant and distinguishable green gap between that development and Norton Road/Broomhall.
- Physical and visual separation should be maintained

The Parish Council and the residents have not taken a 'nimby' approach to development, recognising that additional housing is required. We have therefore made proposals that will allow development if it is necessary, without significantly impacting the local community and, in particular, ensuring that the rural aspect of the area, the sense of community, and the individual identity are retained.

These proposals are entirely consistent with the objectives, policies and principles contained in the SWDP Preferred Options document, and will provide the following:

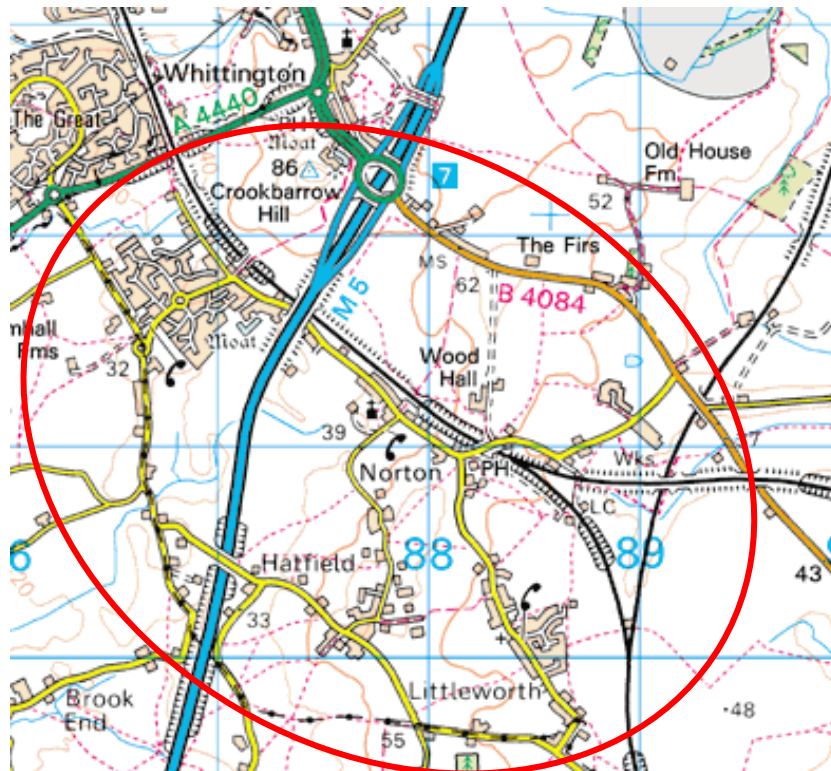
- Adequate significant gaps on all sides of the settlements in the Parish to prevent coalescence.
- Help retain the individual identity of the settlements.
- Retain the important and sensitive views, in particular those to the west towards the Malvern Hills.
- Minimise traffic through the village.
- Retain the rural aspect.

Some measures that are already included in the plan help to partially achieve these objectives. We believe that additional, and more robust and specific measures than are currently identified are required to ensure the objectives and policies are fully met. On the inside cover, the SWDP Public Consultation document states that the SWDP '*aims to ensure that development has a positive impact on the area*'. As currently drafted, the disadvantages of the proposal outweigh any possible benefits for Norton-juxta-Kempsey, and the additional measures we have proposed will help redress the balance

If the Worcester South extension proceeds, we believe that a reduction in the number of houses to in the order of 1500 would result in a better quality development, have less impact on traffic volumes on the A4440, and reduce the effect on the local communities.

Introduction

The Parish of Norton-juxta-Kempsey is situated just south of Worcester city. It comprises the two main settlements of Norton (including the Norton Barracks/Brockhill area) and Littleworth, and the smaller settlements of Hatfield and High Park. The location of the Parish is shown on the map below.



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The population of the Parish is approximately 2,400.

Input from the residents at various consultation events we have conducted indicates that the factors that people like best about living in the area is:

- The rural aspect of the area
- A strong sense of community.

Whilst the Parish is in close proximity to the city it is primarily rural in nature. The main approach to the Parish is via the A4440 at the Norton roundabout onto the Norton Road. Immediately on entering Norton Road from the A4440 there is agricultural land on both sides.

On the eastern side there are views toward Whittington Tump/Crookbarrow Hill, and there is a distance of approximately 350m before reaching the built area.



View eastwards from Norton Road towards Whittington Tump

On the western side there are views across agricultural land, towards the Malvern Hills.



Agricultural land westwards from Norton Road towards Malvern Hills

The open agricultural land on both sides on the approaches make a distinct transition from the urban area of the City to the rural area, and the distance provides a clear separation. These open spaces are critical in preserving the rural aspect of the village and preventing coalescence.

Further along the Norton Road, in the area near the Crookbarrow Road junction, there are panoramic views of the whole length of the Malvern Hills.



The Parish Council and the residents have not taken a 'nimby' approach to development, recognising that additional housing is required. Hence, the general focus of the work of Parish Council with regards to the SWDP is to make proposals that will allow development, if it is necessary, without significantly impacting the local community and, in particular, ensuring that the rural aspect of the area and the sense of community are retained.

We have limited the Parish Council response to issues that directly affect the Parish. If residents have comments about other aspects of the SWDP then we believe that they should be submitted as personal comments.

1. Expansion of Worcester

We accept that Worcester needs additional housing, and that the required amount cannot all be accommodated within the City boundary.

In terms of the inclusion of a 'Worcester South Urban Extension' in the SWDP document we are of the view that this is not the best location for the majority of the housing development. There are other sites that have greater planning merit, in particular Worcester west, as it gives the following benefits;

- Further from the motorway, and therefore likely to discourage commuting and encourage local employment.
- More available land causing a lower impact on local communities
- Less landscape impact, as the south has extensive views to the Malvern Hills.
- Likely to offer lower cost housing due to lower land values.

The remainder of this document has been developed on the assumption that there is to be some development to the south of Worcester in the Broomhall/Norton area, and proposes measures that will minimise the impact on the current local residents of any development that occurs.

We note that on pages 83-86 of the SWDP document of a number of alternatives were considered to those selected. One of the options that it appears was not considered was a more balanced split of development between the Worcester South and Worcester West sites, based upon planning merit, and we propose that this option should be considered in more detail. We also propose that the relative benefits and disadvantages of both sites should be clearly set out in the SWDP document.

Furthermore, we believe that more effort could be made to find additional sites within the city boundary, to minimise the amount of green field development necessary outside of the city boundary.

A lower number of houses to the south would result in:

- a better quality development.
- a lower impact on the landscape and the local community
- less impact on traffic volumes on the A4440.

We believe that development to the south, being closer to the motorway, will both encourage commuting out of the area by those who live there and work elsewhere, and commuting into the proposed employment development by those living elsewhere.

We also note that there is already a commitment to provide 2000 jobs at University Park/Grove Farm, and it would seem desirable to ensure adequate local housing is provided to complement this development which will encourage living and working locally.

2. Positive aspects of the SWDP

The SWDP document has a number of positive aspects in relation to the proposals regarding Norton-juxta-Kempsey, which we fully support. These are:

- Inclusion of the area south of St Peters Garden Centre in the significant gap is fully supported by the Parish Council.
- A decision that expansion east of the M5 is not viable (clauses 5.67 and 5.69) is eminently sensible as it would be unfortunate to have the city split by the motorway, when there are suitable sites on the west and the south of the city.
- We agree with SWDP 8/1 clause 5.38 that there must be a physical and visual separation between the Broomhall Community and Norton.
- We agree with SWDP 8/1 clause 5.38 that states there should be no vehicular access between the Broomhall Community and Norton to help prevent Church Lane and Woodbury Lane becoming even more of a 'rat run' to the motorway.
- We agree with SWDP 8/1 clause 5.38 that states it is essential *'to ensure that the most important views across the area of the Malvern Hills from the east are not impeded by the new development'*.
- The proposed enhancement of the sports and social facilities at Norton Barracks (SWDP8).

3. SWDP Objectives Policies and Principles

There are a number of objectives, policies and principles contained in the SWDP document that are particularly relevant to our response.

3.1. The first group relate to measures to protect the individual identity of settlements and prevent coalescence through the provision of significant gaps.

3.1.1. The SWDP document defines some key objectives of the plan. On page 27 one of the ways (3) of achieving the objective of Creating a Better Environment for Today and Tomorrow is *'To maintain open landscape and prevent the merging of settlements in both Green Belt and non-Green Belt locations'*.

3.1.2. The SWDP document clause 4.7 states, *'Keeping the individual identity and integrity of settlements is important'* and 4.8 states *'it is important to maintain a clear separation between settlements and urban areas to retain their individual identity'*.

3.1.3. Policy SWDP1 states that significant gaps are required to *'prevent the coalescence of built development'* and *'protect the setting of settlements'*.

3.1.4. Clause 5.31 of the SWDP document states, *'there would be areas of land outside the built up areas of the city that should be retained as open land. This will be important in avoiding the coalescence of villages whose individual identity and separation contribute to the distinctive rural setting of the city.'*

3.2. The second group relate to the protection of setting and views.

3.2.1. Policy SWDP3 clause 6 states that it is necessary to *'safeguard the landscape character and conservation characteristics specifically:*

- *respect the setting and view from Sites of Outstanding natural beauty ...and ensure that development does not obstruct or detract from the important views of these features.*
- *ensure that development does not have an adverse effect on skylines and important views of hill features.'*

3.2.2. In relation to the Broomhall Community and Norton, SWDP 8/1 clause 5.38 states that it is essential *'to ensure that the most important views across the area of the Malvern Hills from the east are not impeded by the new development.'*

3.3. The third relate to the protection of historic buildings.

3.3.1. Policy SWDP3 clause 6 states *'Respect....significant historic buildings/structures and ensure development does not obstruct or detract from the important views of these features.*

3.4. Finally the impact of development on local communities.

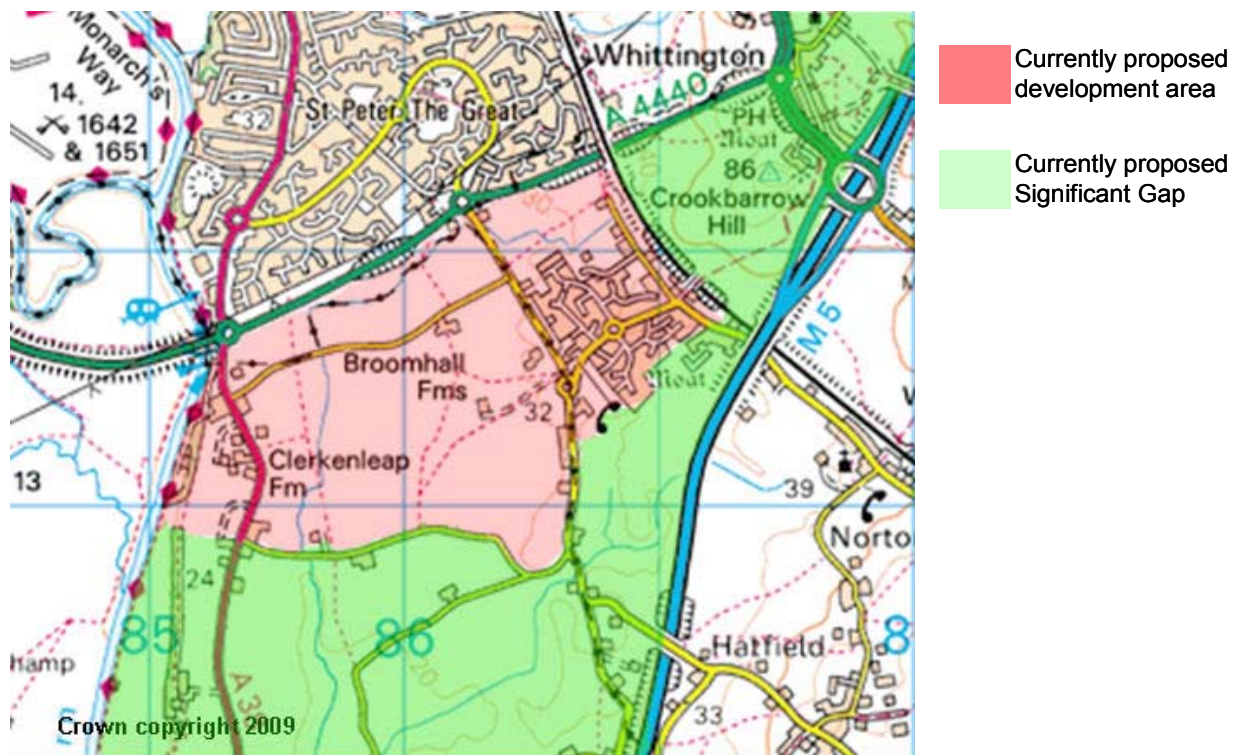
3.4.1. Policy SWDP 3 clause 7 states, *'Reduce the impact of the development on local communities byensuring the location and nature of the proposed development including its relationship to, and impact on, its immediate setting, the locality and local communities is appropriate'.*

3.5. The Parish Council supports these general objectives, policies and principles as contained in the SWDP document.

3.6. Clause 5.38 on page 76 lists a number of objectives that need to be fulfilled. SWDP 8/1 on page 80 lists some similar, but some different items. For example maintaining views is contained on page 76 but not on page 80, and the sports club is covered on page 80 but not page 76. We recommend that in the interests of clarity, and to avoid duplication or misinterpretation, all these items are consolidated into one single list under SWDP 8/1.

4. Norton-juxta-Kempsey and the SWDP

- 4.1. The SWDP document proposes the construction of 2450 dwellings and the provision of 20 hectares of employment land to the south of Worcester in what is primarily a green field site. The proposed area covers a part of the Parish of Norton-juxta-Kempsey, and part of the Parish of Kempsey, as shown on the map below.



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- 4.2. Significant concerns have been expressed by the residents of the Parish regarding the potential impact of the proposed development on the Parish, and in particular the effect this could have on its individual identity and rural aspect, as identified in section 1 of this document.
- 4.3. There has been wide consultation with the residents of the Parish over the last few years, including holding a number of public meetings.
- 4.4. The residents and the Parish Council of Norton-juxta-Kempsey want to retain the individual character, the rural aspect and visual separation of the settlements within the Parish. This was demonstrated by a petition organised by the Parish Council, where over 62% of the electorate signed in support of the measures to protect the individual and unique identity of the Parish. The area most vulnerable, and at threat, is the area surrounding Norton Barracks, as it is in closest proximity to the new proposed development area.

The petition wording was as follows:

I the undersigned, as a resident in the Parish of Norton- juxta-Kempsey, highly value the individual and unique identity of the Parish, and want this to be retained.

I oppose any part of the Parish being absorbed into a larger development, and express my view that if there is any new housing, or other development east of the A38, and south of the Southern Link Road, there should be a significant and distinguishable green gap retained between that development and the Parish of Norton- juxta-Kempsey, so that the physical and visual separation of the distinct individual settlements within the Parish is maintained, as has been an accepted principle of past policy by all relevant authorities.

In addition, I oppose any proposal that may, or may not arise in the future, to become part of Worcester City. I wish the Parish to remain in the District of Wychavon.

- 4.5. The Parish Council is of the view that the objectives, policies and principles contained in section 3 of this document have not been applied with sufficient robustness to the proposed Worcester South extension. Therefore various proposals within the plan need to be changed, and made more specific, to be consistent with its own objectives, policies and principles. We also believe that these policies have, at this stage, not been consistently applied to the various settlements surrounding the city that may be affected by the urban extensions. In particular, the approach currently taken with regards Significant Gaps for Norton is not consistent with that taken in respect of Lower Broadheath.
- 4.6. The next five sections of this document define the recommendations of the Parish Council as to essential measures that will protect the individual identity Parish, in light of the contents of the SWDP document, and ensure full and proper implementation of the objectives, policies and principles with regards to Norton-juxta-Kempsey.

Section 5 - Norton Barracks Extension

The gap identified in the current Wychavon Local Plan to the south of the A4440 should be retained to prevent coalescence with Worcester City. This area is designated as 'Norton Barracks Community' within the SWDP document.

Section 6 - Significant Gap

There should be a clear and significant green gap to the west of the Norton Road/Broomhall to clearly separate any development that occurs in the Broomhall Community, so as to safeguard the individual character, rural aspect and identity of Norton village.

Section 7 - Highway Access to the Broomhall urban extension

In the case of any development to the west of the Norton Road there should be no vehicular access from that development to the Norton Road, Broomhall or Broomhall Lane.

Section 8 - Development within Norton village.

Planning approval for 74 homes in an area of land off Crookbarrow Road has recently been granted. This should be the only development site within the Parish within the plan period. Enhancements to be made to the sports and social facilities at Norton Barracks.

Section 9 - Infrastructure - A4440

Infrastructure must be developed prior to any housing or employment development

Section 10 - Employment

The amount of land allocated to employment in the Worcester South area should be reviewed to be proportionate to the housing numbers. The nature of development, building size, and type of use should be sympathetic with it being in close proximity to a housing area.

5. Norton Barracks Extension

The current significant gap between Norton and Worcester city should be retained to prevent coalescence.

5.1. Main issues

5.1.1. We were extremely surprised by the inclusion of the 'Norton Barracks Extension' within the SWDP document, as an extension of the current Norton Barracks development for a number of reasons:

- Development of this area would be totally inconsistent with the objectives and policies outlined in the plan. As identified in clause 3.6 (page 27) of the SWDP document a key objective is *'To maintain open landscape and prevent the merging of settlements;* and policy SWDP1 states that significant gaps are required to *'prevent the coalescence of built development'* and *'protect the setting of settlements.'* If this area were developed these objectives and policies would not be met (see section 3.1 above) as the current Norton Barracks development would then coalesce with Worcester.
- This open area affords views across agricultural land towards Whittington Tump/Crookbarrow Hill. This is an important skyline and hill feature. Therefore building on this land would be inconsistent with policy SWDP 3 which states that it is important to *'ensure that development does not have an adverse effect on skylines and important views of hill features'* (see section 3.2 above and the photograph included in section 1 that shows the view)
- In 2010 developers made a proposal to build 74 houses off Crookbarrow Road. We enquired of Wychavon Planning how this would fit into the context of the SWDP. We were advised that, if this development were approved, it would be entirely inappropriate for there to be any other development sites specified in the SWDP within the Parish boundary in the plan period (see Appendix 1). On that basis, the Parish Council supported that development, which was approved in September 2011.

5.1.2. Norton is defined as a category 3 settlement within the SWDP so 74 houses is already rather more than would be allocated for a category 3 settlement. Hence there is no justification for any further development within Norton.

5.1.3. Subsequent to the publication of the SWDP document, representatives of the Parish Council have held a number of discussions with senior Wychavon Councillors, where we

received confirmation that the 'Norton Barracks Extension' area is not to be allocated for housing or employment development.

A proportion of this land may be used for either of the following:

- The northern end, adjacent to the A4440, has been identified as a possible location for a secondary school.
- A possible extension of Norton Sports Club cricket pitches.

Other than the possible alternative uses specified, the remainder should remain undeveloped and remain as a Significant Gap, particularly the area adjacent to the Norton Road.

- 5.1.4. This area is currently defined as a strategic gap in the Wychavon Local Plan adopted in 2006. This plan defines the purpose of strategic gaps as follows:

The purpose of the Strategic Gaps identified on the Proposals Map are to protect the setting and separate identity of settlements to avoid coalescence, to retain the existing settlement pattern by maintaining the openness of the land and/or to retain the physical and psychological benefits of having open land near to where people live. These are, therefore, sensitive areas that should be kept essentially free from development. (Wychavon Local Plan clause 2.4.58)

The plan then specifies why this particular gap has been included in that plan as follows:

Norton-Juxta-Kempsey's proximity to Worcester poses a threat of the two settlements merging. This will result in the loss of identity of this settlement, which is centred around the church with a large more modern development between the city and the village at Norton Barracks. The Strategic Gap in this location serves an important function in preventing urban sprawl from Worcester and protecting the visual gap between the two settlements. The Strategic Gap is undeveloped and is currently in agricultural use bound and contained by firm edges. The proximity of the M5 motorway and the open space adjacent to it, which is protected by Policy NE11 of the Worcester City Local Plan, is another important consideration in protecting this land at Norton-juxta-Kempsey. (Wychavon Local Plan Appendix 4g)

Nothing has occurred since 2006 to make this gap less essential than it was then. In fact in view of the proposed Broomhall development, which will extend the urban area to the west, its retention is even more important.

- 5.1.5. Clause 4.8 of the SWDP document states that Significant Gaps are required to *'serve as a buffer/visual break between rural settlements and adjacent urban areas or protect the character of settlements'*. Norton requires a Significant Gap to serve as a buffer between it and Worcester, and to protect the 'character of the settlement', just as much as other settlements on the borders on the city where significant gaps have been included.
- 5.1.6. As specified in section 1 and as shown by the photographs included, retention of the gap is essential in preserving the rural aspect of the village. It provides a clearly identifiable transition from the urban areas of the city into the rural area. Any significant diminution of its size would mean that it no longer served its purpose. Already, some will be lost by potential dualling of the A4440, and there is no scope for further significant reductions.

5.2. Proposals

- 5.2.1. As development of this area would be inconsistent with the SWDP plan policies as outlined above in terms of preventing coalescence, preserving the identity of the community and protecting skyline views, and in view the commitment we have received that the 'Norton Barracks Extension' is not to be allocated for housing or employment, we propose that the Norton Barracks Extension should be removed from the SWDP as a development site.

All the reasons for its existence as defined in clause 5.1.4 still apply.

- 5.2.2. Clause 5.41 of the SWDP document should be changed to read, *'The eastern boundary is physically defined by the Norton Road and Broomhall.'*
- 5.2.3. We understand that the construction of a school does not require any changes in the development boundaries.
- 5.2.4. We therefore propose that the area currently defined as Norton Barracks Extension becomes part of the significant gap, as shown on the map below. This will then ensure that the development proposals accord with the plans own policies, in particular SWDP1, so that there remains a Significant Gap to prevent the coalescence of the Norton settlement with Worcester City.



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- 5.2.5. The Norton Road is the main approach to Norton and we want to ensure that there is clear visual and physical separation between Worcester city (St Peters) and Norton as called for in clause 4.8 to '*prevent the coalescence of built development*' and '*protect the setting of settlements*'. The key 'setting' to protect in this situation is the rural aspect that is highly valued by the community, so it is critical that this remains an undeveloped green space mostly in continued use for agriculture. This land has been in active use for agriculture for many years which demonstrates that this use is entirely viable.
- 5.2.6. A maximum of 25% of this land may be used for either the construction of a secondary school or open sport pitches. The area closest to the Norton Road must be largely retained as open space.
- 5.2.7. If a new secondary school is required during the plan period, this site can be assessed on its planning merits, as an exception.
- 5.2.8. The Parish Council support the '*enhancement of the sports and social facilities Norton Barracks*' specified in SWDP 8, and proposes that the Parish Council and Norton Sports Club work with other interested parties to define how the facilities could be improved and modernised. The public consultation processes so far has not included taking any views from the local community as to what changes would be beneficial to both the Club and the residents. We would see any proposals for the changes for the Club to be brought forward by the community and the Club as part of a local Neighbourhood Plan, not as part

of the SWDP, or driven by developers. This aspect is covered further in section 8.

- 5.2.9. The specific proposals included in this section should be incorporated into the SWDP, in particular clauses 5.2.1, 5.2.2, 5.2.4 and 5.2.6.

6. Significant Gap – Broomhall Extension

There should be a clear and significant green gap to the west of the Norton Road to clearly separate the Broomhall community from Norton, so as to safeguard the individual character and identity of the village.

6.1. Main Issues

- 6.1.1. Clause 5.38 of the SWDP document states that the Broomhall development should be physically and visually separated from Norton. A minimum gap of 100m is proposed.
- 6.1.2. A short survey recently undertaken by the Parish Council amongst the residents of the Norton Barracks area, allied to a recent public meeting in September 2011, suggests that the largest number (73%) favour a gap of 250 metres.
- 6.1.3. The map below shows our proposed position of the significant gap required to protect Norton from coalescence with the Broomhall Community and retain its individual identity.



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Green gap to the west of Norton Road/Broomhall

6.1.4. There are a number of key factors that we have considered in relation to the significant gap to the west of Norton Road/Broomhall:

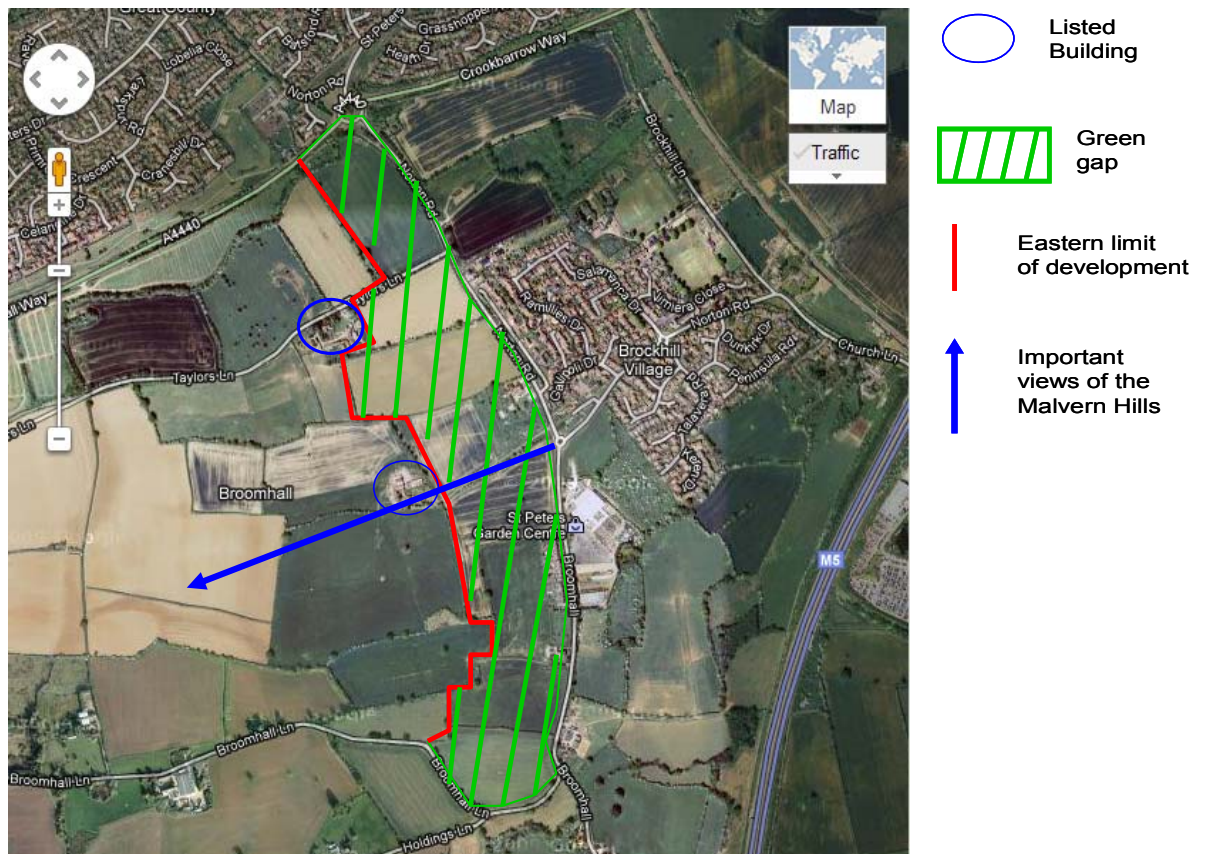
- There are two important listed farm buildings reasonably close to the Norton Road (Upper and Middle Broomhall Farmhouses) which should be retained in their rural setting.
- We have been given a copy of a survey carried out on behalf of CPRE in August 2011 entitled 'Preliminary study of the survival of historic boundary features to the south of Worcester City'. This shows that the hedge along Norton Road/Broomhall is of historical importance, and therefore should be retained. (see map Appendix 2).
- The residents feel it is extremely important to retain the rural aspect of the village.
- There is a hop field on the corner of Norton Road and Taylors Lane which should be retained as an important example of the heritage of the area. Retention will also enhance the setting of the adjacent listed building.
- There are extensive views of the Malvern Hills from Norton Road, in particular in area of its intersection with Crookbarrow Road, (as shown in the photograph in section 1) that gives the area a high landscape value which should be protected. This is a critical skyline and hill feature. Therefore building too close to the Norton Road would be inconsistent with SWDP 3 which states that it is important to '*ensure that development does not have an adverse effect on skylines and important views of hill features*' (see section 3.2 above)



Traditional hop field on the corner of Norton Road & Taylors Lane

6.2. Proposals

- 6.2.1. Whilst the views of the residents are of high importance in determining the size of gap that would be 'significant', we do not feel it is correct to simply choose a specific distance without reference to other key issues.
- 6.2.2. Equally important is to recognise that natural features of the landscape, and determine an appropriate gap that is sympathetic to those features, and helps achieve the objectives outlined above in 6.1.4.
- 6.2.3. Certainly a distance of less than 100m would not conform to SWDP 8/1 clause 5.38 that states it is essential '*to ensure that the most important views across the area of the Malvern Hills are not impeded by the new development*', as a smaller gap would significantly impact those views
- 6.2.4. We therefore propose that the significant gap follows the current field boundaries/hedgerows. This will:
- Ensure that there is an adequate visual separation between Norton and the Broomhall community as the policy states.
 - Protect the setting of the listed farmhouses.
 - Retain the rural aspect of the area.
 - Preserve the traditional hop field.
 - Retain the current views of the Malvern Hills.
 - Be large enough to make continued agricultural use viable.
 - Protect important hedgerows.
- 6.2.5. This proposal will result in a gap that is consistent with the clause 5.38, policy SWDP 8/1 of being a minimum of 100m between any new development and the Norton Road/ Broomhall or the properties along those roads.
- 6.2.6. The proposals are shown on the map on the following page.



- 6.2.7. We are not comfortable with the term 'linear park' used in clause 5.38 of the SWDP and prefer the term 'green gap' or 'significant gap'. We see this area as largely retaining a natural form so that it helps preserve a rural aspect, and would like to see most of this area remaining in agricultural use. The size of gap must be large enough to make this viable, and the area must be kept open to preserve the views.
- 6.2.8. Care would need to be taken as to what development was placed in the direction of the arrow shown on the map above, because even development to the west of the gap shown could obstruct the views of the Malvern Hills and the skyline. More detailed analysis would be required to ensure that any development was very low level, or the area could possibly be used for sport pitches.
- 6.2.9. The western edge of the significant gap would need to be a substantial well wooded buffer so that the Broomhall development is not visible from Norton, consistent with the southern boundary.
- 6.2.10. This proposal is also consistent with SWDP 5 regarding the importance of green infrastructure which, as stated in clause 4.68, '*provides multiple benefits for the economy, environment and people*'.

6.2.11. The specific proposals included in this section should be incorporated into the SWDP, in particular clauses 6.2.4, 6.2.6, 6.2.8, and 6.2.9.



Upper Broomhall Farm Taylors Lane 17th Century - listed building

7. Highway Access to the Broomhall urban extension

Access to the Broomhall Community should be from the A38 or A4440 with no vehicular access from Norton Road/Broomhall/Broomhall Lane.

7.1. Main Issues

- 7.1.1. Clause 5.38 SWDP 8/1 states that there should be no vehicular access from any development to the west of the Norton Road onto the Norton Road, or Broomhall, which the Parish Council fully supports. This is absolutely essential to avoid Church Lane and Hatfield Bank being used as 'rat runs' to the motorway in one direction, or to Malvern in the other direction. Any such access would result in considerable additional traffic on unsuitable, minor rural roads, which would be a safety hazard and significantly affect the amenity of the existing residents.
- 7.1.2. The favoured option of the Parish Council for access to the new Broomhall extension would be a new roundabout on the A4440 between the existing Norton and Ketch roundabouts, although we understand this approach is not favoured by WCC Highways.
- 7.1.3. We also understand that WCC Highways do not favour roundabouts with more than 4 exits. This policy removes the possibility of adding a fifth access to either the Norton or Ketch roundabouts to provide such access.

7.2. Proposals

- 7.2.1. Consistent with clause 5.38 of the SWDP document the Taylors Lane junction with Norton Road should be closed for vehicular access.
- 7.2.2. No new vehicle access routes should be created from the Broomhall extension to Norton Road, Broomhall or Broomhall Lane consistent with Clause 5.38.
- 7.2.3. In the absence of a new roundabout on the A4440 or new access road off the current roundabouts, the main access to the Broomhall development should be from the A38. This will be entirely consistent with clause 5.39 which states that the A38 will be the main north-south route and *'give access to the city centre for a rapid transit bus route into the city'*.
- 7.2.4. The SWDP document (5.38) proposes two new cycle and pedestrian bridges across the A4440 which we support. Even now crossing this road can be difficult and dangerous, and with increased traffic and eventual widening to a dual carriageway bridges will offer the easiest, safest and preferred crossing. We suggest a possible location for one of these could be where the bridleway NJ500 meets the A4440. One of the benefits of this

location is that the road is already in a cutting, so the bridge would be at ground level, therefore posing no issues for the less able or cyclists. This current crossing is already dangerous and, although a bridleway, would be almost impossible to cross with a horse.

7.2.5. Other proposals to help minimise traffic through the village:

- Norton Road, Crookbarrow Road and Church Lane, as far as the railway bridge, are made no entry to vehicles except for access.
- Traffic calming measures are introduced on Norton Road and Church Lane.
- 20mph speed limit on Crookbarrow Road

7.2.6. The specific proposals included in this section should be incorporated into the SWDP, in particular clauses 7.2.1 and 7.2.2.

8. Development within Norton Village including the Sports Club

Planning approval for 74 homes in an area of land off Crookbarrow Road has recently been granted. This should be the only allocated development site within the Parish within the plan period.

SWDP 8 proposes the enhancement of the sports and social facilities at Norton Barracks.

- 8.1. In 'The Village Facilities and Rural Transport Survey' Norton is categorised as a category 3 village. The 74 homes already approved are rather more that would normally be allocated to a category 3 village.
- 8.2. There are no other development sites within the Parish, which the Parish Council supports.
- 8.3. The NJK First School, located in Littleworth, is a shared facility for the entire Parish, and it is our view that the residents support this arrangement. We would expect further improvements to be made to the school if the Broomhall development proceeds, as inevitably in the initial period the new proposed primary school will not be constructed. The school has for some time been using portable buildings for classrooms, a situation that we feel is not acceptable. A prerequisite for any new development that would further increase school roll numbers is a commitment by the County Council to investment in the school, including new permanent classrooms and a new hall. We note that a new primary school is proposed for the urban extension, and we would not want this to be placed in a location that will mean that it competes with the NJK First School. We also believe that it is essential that NJK First School is given sufficient funding, so that it can have equivalent facilities to any new school in the urban extension. Given that portable classrooms have already been in place for some time, we believe that this investment should be accelerated to take place in the very near future, well before any new development occurs.
- 8.4. The schooling provision does raise the whole question of the different schooling arrangement in the Pershore schools area, which currently includes middle schools, as compared to Worcester City and Malvern Hills District.
- 8.5. The Parish Council supports the '*enhancement of the sports and social facilities Norton Barracks*', policy SWDP8, and proposes that the Parish Council and Norton Sports Club work with other interested parties to define how the facilities could be improved and modernised. The public consultation processes so far have not included taking any views from the local community as to what changes would be beneficial to both the club and the residents. We would see any proposals for the changes for the Club to be brought forward by the community and the club as part of a local Neighbourhood Plan and not as part of the SWDP, or driven by developers. The Parish Council's view has been that the requirements

for additional facilities cannot be determined until the SWDP has reached its pre submission stage, and plans for the facility would logically follow the outcome.

- 8.6. The main activities for Norton Sports Club are Cricket and shooting. The club facilities are within the historic area of Norton Barracks and provide valuable green space in the area. The Parish Council understands that the cricket club needs additional pitches and the clubhouse accommodation is in serious need of upgrading. It is also thought that there would be considerable obstacles to making substantial changes to the current shooting range. If developer contributions can be obtained to help fund improvements and/or new development, the Parish Council would be most supportive, assuming that it is part of a local Neighbourhood Plan.

In the development of a local Neighbourhood Plan the following need to be considered:

- What additional facilities are required.
 - The views of the local community.
 - The long term aims of the sports club.
 - Whether any additional sports need to be catered for.
 - Other similar facilities in the area.
 - Availability of funding.
- 8.7. We expect that the Broomhall Community will require its own sports facilities and it will be important to ensure that any changes to Norton Sports Club are complementary, and do not duplicate those facilities.
- 8.8. The Parish Council has already obtained funding from an s106 agreement for the construction of a multi-purpose all weather sports pitch at the Parish Hall site. This site also already has two full size football pitches.
- 8.9. The Parish Council does not believe there will be general local support for any major enabling development in the area of the club, particularly as the currently approved development already exceeds what would normally be allocated to a category 3 settlement.

9. Infrastructure A4440

Infrastructure must be developed prior to any housing or employment development

9.1. Main issues

- 9.1.1. The A440 is already running well above capacity and is regularly congested.
- 9.1.2. There is considerable public concern about the effect of additional development.
- 9.1.3. SWDP 4 clause 4.35 states *The River Severn constrains east/west movements through South Worcestershire and is a significant contributor to congestion on the A4440.*
- 9.1.4. SWDP Clause 4.47 states that *'Phase 1 package measures will not, on their own, be sufficient to deliver the levels of developments set out in this plan.'*
- 9.1.5. SWP 4 page 54 states *'With respect to growth at Worcester the highway authority has indicated that the Worcester Transport Strategy Phase 1 only addresses existing transportation needs at 2010'*, with which the Parish Council agrees.
- 9.1.6. Currently a finance package has been submitted for the Local Transport Plan phase 1, but this has not been confirmed. If approved, it is hoped that these works will be completed by 2016.
- 9.1.7. There is no firm timescale or committed funding for any further improvements, including the dualling of the A4440.
- 9.1.8. The SWDP document page 230 and 231 contains proposals regarding phasing of the South Worcester extension with a portion in the 2013-2019 period and the remainder in the 2019-2030 period.

9.2. Proposals

- 9.2.1. Infrastructure should be developed prior to any housing or employment development
- 9.2.2. Taking into account the additional development proposed both within the city boundary, the urban extensions and the level of development at Malvern the public consensus is that the A4400 needs to be dualled from Whittington to Powick.
- 9.2.3. In view of the fact that funding for the dualling is uncertain, and therefore is unlikely to be available so that the work can be

completed before 2019, it would seem unwise to put any of the south Worcester extension into the 2013 – 2019 time period.

9.2.4. We believe the following should occur:

- The South Worcester urban extension should be moved entirely into the third phase 2019-2030 including both housing and employment development.
- The submission version of the SWDP should clearly state that no development should commence in the southern urban extension until dualling of the A4440 is complete.

We think it better to base development proposals on assumption that that additional transport funding will not be available until after 2019, rather than press ahead and find that infrastructure does not precede development. If funding becomes available sooner, then the development timescales can be adjusted at that point.

9.2.5. We believe that the North-West bypass should remain as a strong aspiration in the plan, so as to create a full and effective ring-road around the city, which is desperately needed. This will divert traffic travelling north from Malvern, Herford and other locations from the west from the southern link road, the A4440. Construction of the North West bypass may well remove the need to dual the A4440, southern link road.

9.2.6. The specific proposals included in this section should be incorporated into the SWDP, in particular clauses 9.2.2, 9.2.4 and 9.2.5.

10. Employment Land

The amount of land allocated to employment in the Worcester South area should be reviewed to be proportionate to the housing numbers. The nature of development, building size, and type of use should be sympathetic with it being in close proximity to a housing area.

10.1. Main issues

- 10.1.1. SWDP proposes 20 hectares of employment land within the south Worcester extension.
- 10.1.2. The Parish Council is concerned that the amount of employment land allocated as compared to housing is not consistent, for example:

Area	Housing	Employment
Worcester South	2450	20
Worcester West	975	5

10.2. Proposals

- 10.2.1. The Parish Council believes that there should be a closer relationship between housing and employment development. Whilst many will not work where they live, achieving a better balance between housing and employment allocation is likely to encourage this, and discourage the use of the car, thereby reducing pollution and congestion.
- 10.2.2. We also note that the University Park/Grove Farm site is already committed and predicted to provide 2000 jobs. In our view the balance between housing and employment land between the sites should be more consistent particularly as the University Park site is already committed. Hence, the numbers should be more in proportion so as to provide equal employment opportunities to the west. We would recommend that Worcester South allocation is reduced by 25% so that there is a more consistent relationship.
- 10.2.3. For south Worcester, as far as employment development is concerned, we believe that large warehouse type development should be avoided as this yields relatively few jobs compared to the amount of land required. As this will be primarily a residential area it would also seem reasonable to significantly limit the amount of manufacturing businesses, particularly any that would involve access by heavy goods vehicles. Also the height of the buildings must be kept consistent with the residential development so as not to overpower it, and not impact the existing residential developments at St Peters and Norton. The Worcester South development should focus on professional and technology businesses that will yield a higher number of jobs per

square metre of land used, and will provide employment that will generate higher income levels. Use should be limited to B1 and B2 with an appropriate maximum height should be defined.

10.2.4. The specific proposals included in this section should be incorporated into the SWDP, in particular clause 10.2.3.

11. Conclusion

- 11.1. The level of public interest in the plan within the Parish of Norton-juxta-Kempsey was demonstrated by the attendance of over 500 at the recent consultation event at St Peter's Garden Centre.
- 11.2. The proposals in this document will ensure that the individual character and identity of the settlements within the Parish are protected, that coalescence is avoided and that the objectives and policies of the SWDP are fully and effectively applied to Norton-juxta-Kempsey.
- 11.3. These proposals have been developed by the Parish Council and, as has been shown by the number signing the petition, they do fully represent the views of the majority of the residents.
- 11.4. The proposals contained in this document are fully consistent with the policies contained within the SWDP document.
- 11.5. The specific proposals outlined in this document should be incorporated into the SWDP.
- 11.6. The significant gaps both to the north and west of Norton, as outlined in sections 5 and 6, are of critical importance in protecting the individual identity of the village.
- 11.7. Consideration must be given to infrastructure requirements, and plan phasing, so that infrastructure precedes development.
- 11.8. Consideration should be given to reducing the housing numbers for the southern extension.

*Norton-juxta-Kempsey Parish Council
November 2011*

NORTON – JUXTA – KEMPSEY PARISH COUNCIL

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7th December 2010

Dear Fred,

As you know Persimmon and Taylor Wimpey are about to apply for planning consent for a development of approximately 70 dwellings on Crookbarrow Road in the Parish of Norton-juxta-Kempsey.

The Parish Council have held a number of discussions with the developers regarding this proposed development.

The proposed site is outside of the development boundaries as defined in GD1 of the current Wychavon Local Plan. The Parish Council fully supports the concept of Local Development Plans and therefore as a matter of principle opposes development outside of the defined boundaries.

However, the change in Government and the planned scrapping of Regional Planning bodies has delayed the process of preparing the next Local Development Plan. We understand that the replacement SWDP will be adopted in 2013. This has left the District in a position where it may be vulnerable to planning appeals based upon insufficient land for a 5 year housing supply. It seems to us that approval for a number of smaller developments, such as this one, may help the District demonstrate that it has sufficient land available for development to meet the short term housing needs.

In terms of sites in the Parish that have been proposed as potential development sites this is one of the more preferable options.

In the Village Facilities and Rural Transport Survey that was conducted as part of the SWJCS Norton was defined as a category 2 settlement. The 70 dwellings proposed in this case is therefore well in excess of the numbers that might be allocated to a category 2 settlement under SWJCS. It seems likely that under the SWDP the total number of houses required will be reduced, and therefore the number expected in a category 2 settlement would be even lower. Recent information from the Government has suggested that community growth should be limited to 10% over a 10 year period. Norton currently has 586 homes, and therefore this proposal is well over 10% for 10 years, let alone 2 years. In fact the number proposed is 10% of the number houses of both Norton and Littleworth, the major settlements in the Parish.

The Parish Council has indicated to the developers that it would prefer this development to be deferred until the new SWDP is completed so that it can be properly evaluated within that plan. However, the developers seem determined to press ahead with an application. The Parish Council therefore finds itself in somewhat of a quandary on this matter.

- This site is outside of the current development boundaries.
- The SWDP will not be adopted until 2013.
- There is likely to be some 'allocation' for both Norton and Littleworth in the SWDP based upon their categorisation.
- The Parish Council supports in principle some limited and sustainable development in the Parish, including affordable housing, a need for which has been identified in the recent Housing Needs Survey.
- There could be benefit for the District in approving some developments prior to the adoption of the SWDP.
- This is one of the better sites in the Parish for development.
- The amount of development proposed is considerably in excess of that for a category 2 settlement, and also considerably more than the 10% government guideline.

We need some reassurance that in the event this development is approved that the development would be acknowledged within the SWDP.

The Parish Council would be minded to support this development if it can obtain the necessary reassurances from Wychavon on the following:

1. That within the SWDP there will be no changes to the current settlement boundaries within the Parish boundary, or new settlement areas created, other than to include this development.
2. Given that this development would be significantly in excess of what might be expected for the village based upon its categorisation, there will be no other development sites (other than windfall infill and 100% affordable homes to meet an identified need) defined in any part of the SWDP that are within the Norton-juxta-Kempsey Parish boundary.
3. Wychavon District Council will vigorously oppose any other speculative development planning applications that are submitted for sites within the Parish outside of the current settlement boundaries. Also that Wychavon District Council recognises the Governments guidelines on development and community expansion.

As we are likely to have to respond to the consultation process in the near future we would be grateful if you can give us the necessary assurances on these points as soon as possible.

Yours Sincerely

Jane Greenway
Clerk to the Norton-juxta-Kempsey Parish Council

CC: Cllr. Rob Adams

Mr Fred Davies
Policy Manager
Wychavon District Council
Civic Centre
Queen Elizabeth Drive
Pershore
Worcestershire
WR10 1PT

From: Davies, Fred [mailto:Fred.Davies@wychavon.gov.uk]
Sent: 23 December 2010 11:09
To: NJKparishclerk@aol.com
Cc: Rees, Simon
Subject: RE: Proposed Development at Crookbarrow Road, Norton
Importance: High

Thank you. With regard to your letter dated 7 December I would be grateful if you could note the following. Normally a planning application of this nature would be refused permission as it is outside a Wychavon District Council Development Boundary. Such sites should ideally come forward as part of the emerging new development plan i.e. the South Worcestershire Development Plan .This is because it would be subject to lengthy public consultation as well as independent examination by the Planning Inspectorate. Unfortunately, as indicated in your letter, Planning Policy Statement 3 "Housing" still retains the requirement for Local Planning Authorities to maintain a "Five Year Housing Land Supply" . If a LPA cannot demonstrate one then it must look upon housing proposals favourably (para. 71 refers). Whilst our position is much improved since April 2010, due to the approval of 3 major housing proposals, we are still approximately 250 homes short of the target. With respect to the target that still remains following the Secretary of State losing to Carla Homes in the High Court, the West Midlands Regional Spatial Strategy Preferred Option. The three South Worcestershire LPAs are working on a revised target but it is yet to be published. We would therefore be very vulnerable at a planning appeal as the Brewers Lane (Badsey) case clearly indicates. Of course we would want to be reasonably satisfied that the planning application has reasonable planning merit although of course it is an outline application. In terms of the level of growth I would agree that it is somewhat more than we are envisaging for a Category 3 Settlement. If it were to be approved however then it would be entirely inappropriate to allocate any more in the SWDP. Further, whilst there is likely to be a development tariff alongside the SWDP, we wish to minimise the amount of speculative windfall development so if this application were to be approved then I would argue that the Development Boundaries in NJK Parish should remain unaltered. Please do not hesitate to contact me if you require any clarification with regard to this matter.

Regards .

Fred Davies
Policy Manager
Policy Plans
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Civic Centre
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Worcestershire
WR10 1PT

Appendix 2

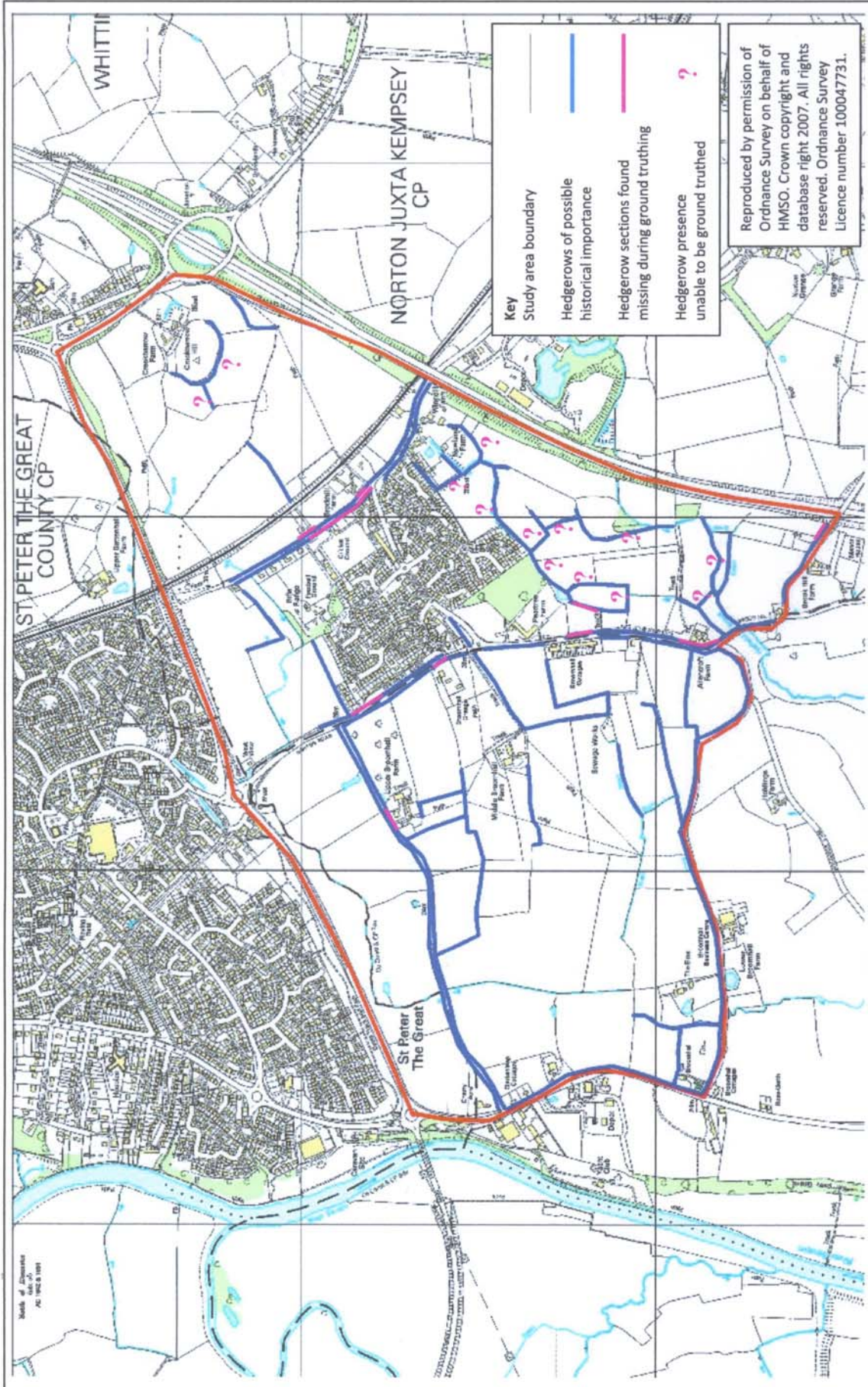


Figure 2. Hedgerow boundaries possibly qualifying under the historical importance criteria of the Hedgerow Regulations