

MATTER 7 – INFRASTRUCTURE PROVISION

POSITION STATEMENT

NORTH WARWICKSHIRE LOCAL PLAN

EXAMINATION

AUGUST 2018



7.4 Have cross-boundary implication of infrastructure been appropriately considered with regard to NPPF paragraph 31, including roadside facilities for motorists? Are there any uncertainties or unresolved issues?

Timeframe

- 1.1 The route of HS2 phase 2b crosses the site of Tamworth Services, the Motorway Service Area (“MSA”) operated by Moto Hospitality Ltd (“Moto”) located north-west of J10 of the M42. The HS2 safeguarding route, which is shown on CD0/1 (Proposals Map), covers the whole of the MSA, which would be demolished to make way for HS2.
- 1.2 HS2 phase 2b is due to be complete and operational by late 2033, although main civils construction works are due to commence in early 2024. The Environmental Impact Assessment for phase 2b is due to be published for consultation in late 2018 and the Hybrid Bill is due to be placed before Parliament in early 2019.
- 1.3 Tamworth Services will be acquired by HS2 Ltd and demolished long before the end of the CD0/1 plan period in 2033. It is therefore wholly appropriate for consideration to be given to the need for a replacement MSA and any associated policy provision for such set out in CD0/1.

National policy context

NPPF

- 1.4 Para. 31 of the NPPF requires local planning authorities (“LPAs”) to work with transport providers, such as MSA operators, to develop strategies for the provision of viable infrastructure necessary to support sustainable development, including large scale facilities such as roadside facilities for motorists. NWBC are therefore obliged to work with Moto and other transport providers to plan for the provision of roadside facilities.

- 1.5 Para. 156 of the NPPF requires LPAs to set out strategic policies to deliver, inter-alia, the provision of commercial development and infrastructure for transport.
- 1.6 Para. 162 of the NPPF requires LPAs to work with providers to, inter-alia, assess the quality and capacity of infrastructure for transport, and its ability to meet forecast demands.

DfT Transport Circular 02/2013

- 1.7 Following the publication of the Government guidance contained within Department for Transport (“DfT”) Circular 02/2013, there is no longer a requirement to demonstrate need in promoting new MSA sites. Conversely, the need for MSAs is set out in Annex B to the Circular 02/2013. This requires the spacing between MSAs for safety and welfare of motorists to be no greater than 28 miles (para. B6). In the absence of Tamworth Services, the distance between Donnington Park MSA and Hopwood Services MSA would be 46 miles. At the moment, Tamworth Services sit 25 miles from Hopwood MSA and 21 from Donnington Park MSA so it is strategically placed to serve the M42, particularly north of the M6.

National Survey of Lorry Parking, 2017

- 1.8 DfT published the ‘National Survey of Lorry Parking’ (“NSLP”) in January 2018. The report identifies that utilization rate of existing lorry parking provision in the West Midlands is at 87% (Table 5.1, NSLP). The report confirms that at utilisation rates of 85% or more, the availability of suitable parking becomes critical and it is very difficult for additional drivers to find parking spaces (para. 5.2.3, NSLP). Essentially, this means that facilities are considered to be full at utilisation rates of 85%+.
- 1.9 At Table 5.47 of the NSLP, Tamworth Services is identified as having a utilization rate of 92% (critical and full). Anecdotally, we are aware that the two laybys 100m east of J10 M42 are regularly at full capacity as drivers seek an alternative to Tamworth Services.

This is supported further by use of Google Streetview from May 2017 – see Image 1 and Image 2 below.

Image 1: A5 east bound layby nr J10 M42



Image 2: A5 west bound layby nr J10 M42



1.10 There are 34 HGV parking spaces together with 18 spaces for coaches and 257 car parking spaces at Tamworth Services. Loss of these without adequate provision of

replacements would exacerbate the already critical lorry parking position, both locally and regionally.

1.11 The NSLP also identifies excess demand for lorry parking in the West Midlands of 613 spaces. This national evidence document points to the need for additional lorry parking in the West Midlands. CD0/1 should therefore set out policies for provision of additional lorry parking, preferably on or near to the strategic road network, to address the identified regional undersupply and offset parking which will be lost at Tamworth Services.

CD0/1

1.12 We note that no reference is made in CD0/1 to the need for a replacement MSA or provision of lorry parking. However, the HS2 safeguarding route is shown on the Proposals Map and the background to HS2 set out at para. 2.9-2.11. It is noted that para. 2.11 states:

“The Borough Council recognises that when HS2 takes place, it will impact on a number of properties. The Council will work with owners to mitigate the loss of properties wherever possible.”

1.13 We refer to the attached letter, prepared on behalf of Moto by Collins & Coward Ltd (Planning and Development Consultants) (ref. CC/1432 dated 30 August 2018). They confirm that *“as yet Moto has not received any approach from the Council with regard to the loss of the MSA.”* Furthermore, that *“No response has been received to Moto’s representations to the DSLP.”*

1.14 By failing to engage with Moto, NWBC is not meeting its obligations under para. 31 of the NPPF to work with transport providers, as well as the commitment set out at para. 2.11 of CD0/1.

Land north-east of J10 M42

- 1.15 Land adjoining the north-east quadrant of J10 M42 (henceforth referred to as “the Site”¹), as identified on the ‘Strategic Masterplan’ submitted as part of SLP429, is ideally placed to relocate the displaced Tamworth Services and associated lorry parking, Travelodge Hotel and conference centre.
- 1.16 Hodgetts Estates (“HE”) has been in discussions with Moto regarding the possible relocation and have reached a position where both parties can promote the Site through the emerging Local Plan (“LP”) – please refer to the attached letter (ref. CC/1432 dated 30 August 2018). Initial highways modelling has also been undertaken, as well as works which confirm the site could incorporate significant amount of Green Infrastructure, including screening, tree planting and landscaping, to mitigate any possible visual impacts.
- 1.17 As confirmed by Collins & Coward Ltd within the Moto submission to the CD2/1 consultation (ref. CC/1432 dated 27 January 2018), around 8 ha of land would be required for provision of a new MSA. Roughly a further 4 ha would be required to meet the need for additional lorry parking, associated facilities and Travelodge Hotel.
- 1.18 HE therefore propose that 12 ha of land should be zoned for employment purposes and specifically for an MSA via a new employment allocation at the Site.

Summary

- 1.19 In summary:

¹ The Site has also been variously identified as SLA107, NWAR187 and DLP299, at earlier stages of the LP process

- Construction of HS2 phase 2b will result in the loss of Tamworth Services. Furthermore, there is an under supply of adequate lorry parking facilities across the West Midlands region and locally at J10 of the M42;
- Given its strategic location, roughly equidistant between Donnington Park MSA and Hopwood Services MSA as well as being on the A5 trunk road, the Site is well placed to provide for a replacement MSA and additional lorry parking to meet identified need;
- HE is promoting the Site for development of such through the emerging LP;
- The matter needs to be addressed in CD0/1 as construction of HS2, and consequently acquisition and demolition of Tamworth Services, will occur during the plan period – slated for 2024 onwards. At present, CD0/1 therefore fails to appropriately consider infrastructure implications for the LP, as required by para. 31, 156 and 162 of the NPPF, as well as national guidance documents prepared by DfT;
- LP6 and LP40 have not been positively prepared as they do not meet the need for a replacement MSA or lorry parking provision, nor are they consistent with national policy or form an appropriate strategy in relation to these matters. In this regard, the LP6 and LP40 are unsound; and
- In order to rectify the matter, the Site should be identified and allocated for a replacement MSA and additional lorry parking in the LP, or at the very least safeguarded for such as per the proposed route for HS2 phase 2b.

Modifications necessary to make CD0/1 sound

LP6 Amount of Development

1.20 Addition of 12 ha of employment land at LP6 to account for the loss of Tamworth Services and the identified need for lorry parking.

LP40 Employment Allocations

1.21 Provision of a new Employment Allocation at LP40 and on the Proposals Map (“E5 Land adjoining the north-east quadrant of J10 M42”), to provide for a new MSA and identified lorry parking need.

LP5 Meaningful Gap

1.22 Without prejudice to comments made by HE in relation to LP5, submitted in relation to Matter 6, the aforementioned 12 ha of land required to provide for a new MSA and lorry parking should be removed from the proposed Meaningful Gap allocation between Tamworth and Polesworth and Dordon.

Hodgetts Estates

August 2018