

Cheshire West & Chester Local Plan

Representations to the Issues & Options (Regulation 18) Draft

August 2025

PREPARED FOR
CHOLMONDELEY ESTATES

savills

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Document History

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1. Introduction

- 1.1 Savills (UK) Limited is instructed by Cholmondeley Estates to submit representations on the Issues and Options (Regulation 18) draft of the Cheshire West and Chester Council Local Plan (New Local Plan).
- 1.2 These representations have been submitted in the context of the Cholmondeley Estates' landholdings across 7,500 acres of land. The representations are tailored to the very precise circumstances of Cholmondeley Estates which is set out in greater detail below. The representations seek to ensure planning policies and distribution of housing and other growth to support the rural economy.
- 1.3 The current Local Plan for Cheshire West and Chester (CW&C) consists of two parts. Part 1 sets out the strategic policies, including the housing requirement, spatial strategy, and strategic designations. This was adopted in January 2015. Part 2 sets out land allocations and detailed development management policies. These are based on the strategic framework set by Part 1. Part 2 was adopted in July 2019.
- 1.4 The Council has resolved to begin the preparation of a New Local Plan which will, upon adoption, supersede both parts of the current Local Plan.
- 1.5 The Issues and Options draft represents the first publication on the New Local Plan and the first opportunities for interested parties to comment. It is supported by Background Papers on a number of settlements within the District as well as background data on settlements.
- 1.6 It should be noted that there was a Call for Sites undertaken in early 2024, as well as a consultation on the evidence base that same year. We are submitting further information to the Call for Sites process in parallel to these representations.
- 1.7 At the heart of the National Planning Policy Framework (NPPF) is the Presumption in Favour of Sustainable Development (Paragraph 11), which requires plans to meet the development needs of their area and sets out requirements for strategic policies.
- 1.8 These representations will focus on ensuring that the new Local Plan is drafted in accordance with the criterion set out in the NPPF and associated guidance within Planning Practice Guidance (PPG).
- 1.9 The interests of Cholmondeley Estates are set out in Section 2. A Location Plan is provided at Appendix A.
- 1.10 The representations will be structured as follows:
 - Section 2 – Background to Cholmondeley Estates and land interests surrounding Bickley
 - Section 3 – Representations on the New Local Plan for Cheshire East – Issues Paper 2024
 - Section 4 – Summary and Conclusions

2. Background to Cholmondeley Estates

- 2.1 Cholmondeley Estates comprises 7,500 acres of predominantly agricultural land roughly between Whitchurch and Nantwich. It is some 15 miles to the south east of Chester and straddles both the Cheshire West and Cheshire and Cheshire East administrative districts. It is one of the largest areas of land owned and managed by a single entity within the combined Cheshire Districts.
- 2.2 Economically, it makes a significant contribution to the social, cultural and economic role of the Cheshire District and within the wider North West region as a direct employer and indirectly through the benefits that are associated with the Park as a major visitor destination for annual events including Devafest and the Cholmondeley Triathlon. The Estate currently has in the region of 50 full time employees with a further 135 employed on its various tenant farms. In addition, the various commercial premises employ in the region of 150 people.
- 2.3 The Estate has also successfully delivered the BeWILDerwood outdoor recreation scheme which caters for young children and families and has become a major tourist destination for Cheshire and beyond attracting 175,000 visitors per year.
- 2.4 In addition, the Estate has provided extensive community facilities / business premises in the Bickley Town area including Bickley Village Hall, Bickley Working Men's Club, football pitch (floodlit), Cholmondeley Arms Public House, local shop and post office, tennis club (floodlit) and employment provision on the Estate itself and in the business hub.

The focus of these Representations

- 2.5 Like many rural estates, Cholmondeley now needs to build on its place in the farming-based economy and diversify into new areas. If no action is taken, decline is inevitable with fewer local employment opportunities, increased commuting, further social disintegration, the loss of younger working people and the continual decline of community facilities. There remains the opportunity to reconnect the clear social split that has developed in the population between farming residents whose families have lived on the land for generations and the relative 'newcomers' who live on and around the Estate and work elsewhere.
- 2.6 The Estate recognises that sustainable development on historic estates is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to ensure the best conservation methods are employed and must embrace sustainability in its widest sense realising each of the three economic, social and environmental perspectives. Fundamentally, careful consideration needs to be given to delivering appropriate levels of growth to rural areas through the planning system.
- 2.7 In practice economically, the Estate must be able to provide an attractive offer for local businesses and generate local employment, as well as fostering its existing industries.
- 2.8 The need to repair the fractured social structure is similarly obvious. Sensitive housing development around existing settlements with supporting facilities is one mechanism by which the Estate can improve the community by increasing the supply of housing that is available to local people, particularly the young and those with a strong connection to the area / Estate. The Estate is considering innovative delivery models such as Community Land Trusts to assist in this process.

- 2.9 Environmentally, there is a need to enhance its internationally recognised biodiversity and natural resources and provide increased access to many of the habitats on the Estate where appropriate. The Estate has recently been awarded with accreditation into the European network of Wildlife Estates, reflecting the work it has done within the internationally important meres and mosses habitats.

Cholmondeley Estate Housing and Economic Needs Assessment - December 2022

- 2.10 The Estate commissioned Cheshire Community Action to undertake an assessment of Housing and Economic Needs which is dated December 2022 (appended to these representations). The Report assesses the key factors affecting the communities and businesses that reside within and surrounding the Cholmondeley Estate; with a focus on housing and the local economy.
- 2.11 It summarises that most housing tenures are unaffordable across the area, particularly for those who are employed by local businesses. Building energy efficient housing is highlighted as key to affordability. The majority of local employees are commuting considerable distances and a lack of affordable accommodation in the area is linked to recruitment difficulties. The report concluded that there were, in December 2022, nearly 200 households in need of housing within and surrounding the Cholmondeley Estate.

Previous Proposals - Model Village

- 2.12 In the recent past, the Estate has sought to bring forward Model Village proposals whereby modest growth is directed to existing Estate hamlets in terms of housing, employment and community facility development. In the past two sperate schemes at Bickley and around the Cholmondeley Arms have been worked up by the King's Foundation. However, in the absence of growth being directed to rural areas, it has always proved difficult to gain 'in principle' support for such proposals. Discussions have taken place with Cheshire West and Chester Council regarding these proposals.
- 2.13 It is therefore a clear focus of these representations to seek appropriate levels of growth to address rural issues and to deliver other sustainability benefits.

3. Representations on the CW&C Local Plan Issues & Options

3.1 This section of the Representations will set out the Estate's position in relation to the questions posed in the Issues and Options draft. Where appropriate, reference will be made to the supporting evidence published by the Council.

3.2 It should be noted that answers are only provided to questions pertinent to the Estate's interests.

Introduction

IN3 – Do you have any comments or views on the proposed plan period for the new Local Plan?

3.3 The Council propose that the update to the Local Plan should plan for a period of 15 years.

3.4 Paragraph 22 of the National Planning Policy Framework (NPPF, 2024) states that 'strategic policies should look ahead over a minimum 15 year period from adoption, to anticipate and respond to long-term requirements and opportunities such as those arising from major improvements in infrastructure. Where larger scale developments such as new settlements or significant extensions to existing villages and towns form part of the strategy for the area, policies should be set within a vision that looks further ahead (at least 30 years), to take into account the likely timescale for delivery'. This is echoed in PPG Paragraph: 064 Reference ID: 61-064-20190315. We consider that the Council will need to ensure that their plan covers an appropriate period of at least 15 years following adoption.

3.5 The latest Local Development Scheme (LDS) (2025) suggests that the Local Plan will be adopted during 2027 at the earliest. This is ambitious. Given that the Local Plan adoption process can be prolonged, we suggest that the end date of the Plan should be kept under review to ensure that the Local Plan looks far enough into the future. Of course the evidence base documentation will need to reflect this.

Objectives

OB4 - Do you think that objectives SO1, SO3, SO9, SO10 need to be amended if they are to be taken forward into the new Local Plan? Do you have any suggestions for how they should be amended?

3.6 The Issue and Options document states that due to changes in national planning policy the following objectives could be more difficult to deliver and therefore may need amending.

3.7 Our response focuses on objective SO3, which relates to rural areas.

3.8 Objective SO3 reads as follows "SO3 In rural areas, support farming, agriculture and diversification of the rural economy whilst ensuring development is of an appropriate scale and character".

3.9 The NPPF is clear at paragraph 82 that planning policies in rural areas should be responsive to local circumstances and support housing developments that reflect local needs, including proposals for community-led development for housing. Furthermore the NPPF remains clear that in rural areas, housing should be located where it will enhance or maintain the vitality of rural areas.

- 3.10 This is a key principle of the planning system as reflected in the Localism Act and the NPPF and one which should be referenced from the start.
- 3.11 It is therefore imperative that the new Local Plan includes a specific objective relating to rural areas. This objective should go beyond the current wording and also consider the development needs of rural areas. The policy should be positively worded and clearly support appropriate local development where it will meet identified needs. We discuss this point in greater detail within our response to Question SS7 below.
- 3.12 In practice, there is currently a disconnect between broad wording on growth for rural areas and the reality of achieving planning permission for modest rural developments. To achieve objectives for the rural areas this needs to change.
- 3.13 This was evidence in 2014 by the Estate's submitted planning application (Ref. No. 14/04463/OUT) for a modest model village in and around the village of Bickley with the objective of becoming recognised as an exemplar development. The proposals were prepared by the then Prince's Foundation and carried support within the Council. However, in the end the conflict with growth distribution policies of the old Local Plan proved too difficult.
- 3.14 This new Local Plan has the opportunity to rectify this sensitive planning balance and allow for modest levels of rural growth.

Spatial Strategy

SS1 - Is there any reason for the Council not to plan for delivering a minimum of 1,914 new homes each year?

- 3.15 No. The Issues and Options draft sets out that the Council's policy approach is to deliver a minimum of 1,914 new homes each year over the plan period.
- 3.16 To ensure that the emerging local plan is consistent with national policy, the Council should use the Standard Method to calculate the local housing need (LHN) figure. The new method to calculate housing need uses housing stock as the starting point rather than population projection as it was felt that housing stock provides a better baseline because it "*provides a stable and predictable baseline that ensures all areas, as a minimum, are contributing a share of the national total that is proportionate to the size of their current housing market*"¹.
- 3.17 Savills notes that the most recent housing need figure for Cheshire West and Chester is actually 1,928 dpa as of May 2025 affordability ratios and not the figure of 1,914 dpa as referenced within the Issues and Options consultation material.
- 3.18 **In response to question SS1, it is strongly recommended that the new Local Plan should support the delivery of 1,928 homes per year as a minimum.** The requirement for the new Local Plan to meet the Standard Method figure is clearly established in the NPPF and is the necessary approach that must be taken to ensure that the plan is consistent with national policy.
- 3.19 Emphasis is placed on the fact that the national policy requirement is for Local Plans to adopt the Standard Method figure as a minimum. Savills recommends that the Council should take an ambitious approach and aim to exceed the minimum housing delivery indicated by the Standard Method, in order to support sustainable growth.
- 3.20 To tackle the national housing crisis, the Standard Method for calculating local housing need was reformed in December 2024 (in conjunction with an updated NPPF). The revised Standard Method

¹ MHCLG, Guidance on housing and economic needs assessment (February 2025), paragraph 005

was revised to reflect the Labour Government's ambition to deliver 1.5 million homes in the next five years from 2024 to 2029 (or 300,000 dwellings per annum).

- 3.21 The NPPF states that to determine the minimum number of homes needed, strategic policies should be informed by a local housing needs assessment, conducted using the Standard Method, as set out in the PPG.
- 3.22 It should be noted that this housing need figure is a minimum – it is an unconstrained 'policy off' assessment of the minimum number of homes needed in an area. Assessing housing need is the first step in deciding how many homes to plan for. However, it does not directly translate to the actual housing requirement. The housing requirement is a "policy on" figure. It considers local factors, policies, and constraints to determine whether the unconstrained housing need figure can be delivered in full. However, it is the Government's clear intention that the identified housing need in an area should be met in full. The housing requirement can also exceed the minimum housing need figure to account for circumstances which include (but are not limited to) significant infrastructure or economic investment, large scale regeneration, or a new town development.
- 3.23 The PPG² clarifies this by stating that "*the standard method for calculating local housing need provides a minimum number of homes to be planned for. Authorities should use the standard method as the starting point when preparing the housing requirement in their plan*". (Our emphasis).
- 3.24 To ensure choice and competition in the market for land, and to also consider the chance that some allocations may not be deliverable, a buffer to the housing requirement should be applied to plan making to ensure sufficient dwellings are allocated to meet development needs.
- 3.25 Therefore, to ensure the emerging local plan is consistent with national policy, the housing requirement should utilise the Standard Method, as set out in the Planning Practice Guidance (PPG) as the starting point³.

Question SS2 - Do you think the Council should consider a stepped housing requirement that plans for a lower level of housing delivery earlier in the plan period?

- 3.26 The NPPF is clear that authorities are required to set strategic policies to meet their housing need in full across the Plan period. To support the Government's objective to significantly boost the supply of homes, it is important that 'a sufficient amount and variety of land can come forward where it is needed'.
- 3.27 Paragraph 70(b) of the NPPF states that to ensure land is allocated for housing in a way that boosts the supply of homes, plans should allocate 'a range of sites by size, type and location to meet the housing requirements of different groups in the community'.
- 3.28 A stepped housing requirement with reduced delivery in the early parts of the Plan period would, in effect, allow the Council to defer its full housing delivery to later phases of the Plan period. In areas where there are existing acute housing shortages, such as Northwich, this would prolong existing issues surrounding affordability and access to housing.
- 3.29 A stepped requirement would also ignore the opportunities for development sites that are immediately deliverable at the initial phases of the Plan period. Reduced targets in the early stages of the Plan period would risk slowing momentum, which conflicts with national housing objectives of boosting housing growth. As such, it is considered that the housing requirement should be clear and consistent throughout the Plan period, which would encourage market confidence and have a positive impact on overall housing delivery.

² NPPG, 2024, Paragraph: 001 Reference ID: 68-001-20241212

³ National Planning Policy Framework, December 2025, Paragraph 62

SS6 - Should all settlements have some level of development, regardless of whether they are identified in the settlement hierarchy?

3.30 Yes. Whilst it is inevitable that the focus of a spatial strategy will be the main urban areas, it is important that the rural areas included within the spatial strategy in their own right and as they too play a key role in the delivery of housing. Rural areas have populations and businesses. Rural areas have development needs. Such areas also have their own issues which are often not recognised or addressed in Local Plan hierarchies or spatial approaches as they are often considered to be minor and inconsequential in the overall development plan context.

3.31 Please see our further comments and examples of other Council policies under SS7 below.

SS7 - Do you think the new Local Plan should contain place-based policies for smaller settlements such as: Cuddington and Sandiway; Farndon; Helsby; Kelsall; Malpas; Tarporley; Tattenhall; and Tarvin?

3.32 The Local Plan should include place-based policies for smaller settlements, such as Helsby. These settlements contain a range of services and facilities and are appropriate locations for growth. These could be delivered by way of site specific allocations and also more general policies relating to the settlements in terms of sites within the settlement boundary and sites which are outside, but immediately adjacent to, the settlement boundary.

3.33 In this regard we support the initial proposals under FRO01 and HEL01 in Options B and C.

3.34 In addition, there are significant parts of the District which are considered to be 'rural'. Increasingly the population of such rural areas is declining, in part due to limited housing growth. As such, it is becoming increasingly difficult to support services in rural areas due to the limited demand. New housing growth could support this.

3.35 The NPPF is clear at paragraph 82 that planning policies in rural areas should be responsive to local circumstances and support housing developments that reflect local needs, including proposals for community-led development for housing.

3.36 As set out in Paragraph 83 of the NPPF, planning policies should promote sustainable development in rural areas, and housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby.

- 3.37 As an example, such a planning policy could follow Policy HG5 of the Hambleton Local Plan whereby windfall non-allocated residential development in smaller settlements supported and decided on a case by case basis with consideration to the existing built form, current size of the settlement and the character of the settlement. Extract of adopted policy HG5 below.

HG5: Windfall Housing Development

Within the built form of defined settlements

A proposal for housing development within the main built form (defined in policy S5: Development in the Countryside) of a defined settlement (see policy S3: Spatial Distribution) will be supported where the site is not protected for its environmental, historic, community or other value, or allocated, designated or otherwise safeguarded for another type of development.

Adjacent to the built form of Service, Secondary and Small Villages

A proposal for housing development on a site adjacent to the built form of a defined village will be supported where the proposal demonstrates that:

- a sequential approach to site selection has been taken where it can be demonstrated that there is no suitable and viable previously developed land available within the built form of the village; and
- it will provide a housing mix in terms of size, type and tenure, in accordance with the Council's Housing and Economic Development Needs Assessment (HEDNA) and Strategic Housing Market Assessment (SHMA) or successor documents.

All proposals will individually or cumulatively:

- represent incremental growth of the village that is commensurate to its size, scale, role and function;
- not result in the loss of open space that is important to the historic form and layout of the village; and
- have no detrimental impact on the character and appearance of the village, surrounding area and countryside or result in the loss of countryside that makes a significant contribution to the character or setting of that part of the village.

Figure 3.1: Extract from Hambleton Local Plan, Policy HG5 relating to windfall housing development to small villages

- 3.38 The above policy provides flexibility for small sites in rural settlements to come forward where there is a local need.
- 3.39 Furthermore, the former Ryedale District (now part of North Yorkshire Unitary Council), within the adopted Ryedale Core Strategy 2013 supported the rural housing needs of the communities. *The Ryedale Local Plan Review – Key Decisions Consultation February 2023 proposed an amendment to SP2 which would allow for small scale development (up to 5 units) on sites outside of, but immediately adjacent to, all settlements, including small villages.* Similarly to Hambleton, Ryedale recognised the necessity to support the rural housing needs of the communities, which is supported through Paragraphs 82 and 83 of the NPPF. In addition, this approach also supports the NPPF's requirement to support small sites coming forward and the benefits that can have for small housebuilders and providing competition in the housing market.
- 3.40 The new Local Plan should include a policy which supports small sites within rural areas, as it will help provide a range of choice, meeting local needs, such as for downsizing and smaller more

affordable properties, as well as providing opportunities for self and custom build homes. In rural areas this type of development can help support local services and facilities and the sustainability of these settlements.

- 3.41 Small villages within CW&C are rural in nature, often centred around a church or green space. Others may be more linear in nature, but all have a historic core around which development has gradually grown to form the villages we see today, as is the case with Helsby. This cumulative increase generally results in the creation of a particular character and a sense of place. This is how housing growth in villages is envisaged, as gradual, reflecting that special character of the rural villages and so should be supported as part of any new CW&C Local Plan.

SS8 - Do you agree that in smaller settlements, the character should be protected and development should not exceed the capacity of existing services and infrastructure?

- 3.42 The principle of protecting the prevailing character of smaller settlements through the new Local Plan is supported. However, the new Local Plan should take into account opportunities for development in and around smaller settlements that can enhance and expand the existing provision of services and infrastructure, such as education and healthcare facilities. Cumulatively, growth around small settlements can make a significant contribution to overall delivery.

- 3.43 In some settlements in CW&C, existing services and infrastructure are already constrained. As such, the new Local Plan should recognise opportunities for development to facilitate the delivery of additional capacity in terms of services and infrastructure. Residential development has demonstrable benefits for economic growth and can facilitate the delivery of community and other services. Therefore, the Local Plan should not restrict development in smaller settlements to the capacity of existing services and infrastructure.

SS9 - Have circumstances changed since the adoption of the Local Plan (Part One), that would now justify Green Belt release?

- 3.44 The Local Plan (Part One) was adopted in January 2015, which is more than 10 years ago. Since that time, the national policy framework in relation to Green Belt has changed substantially.

- 3.45 The introduction of the new Standard Method has increased the housing requirement significantly. The most recent version of the NPPF requires Local Authorities to make plans to meet their local housing need (standard method figure) in full. This requirement stems from the Government's commitment to significantly bolster the delivery of homes and speed up planning in order to deliver 1.5 million new homes over the next parliament.

- 3.46 Currently, approximately 42% of the borough is designated as Green Belt, which is substantially higher than the national average of 12.6%.

- 3.47 In order to deliver sufficient homes in CW&C to meet its housing requirement, some parts of the Green Belt will need to be released for development. This is because the Council will not be able to deliver its housing requirement solely on previously developed sites or other sustainable sites that are available and deliverable, without releasing some Green Belt sites to alleviate the acute need for housing.

SS12 - Do you have any alternative spatial strategy options that you would like to suggest?

- 3.48 Yes – New Settlement. The Estate's land ownership comprises 7,500 acres of predominantly agricultural land roughly between Whitchurch and Nantwich. It is one of the largest areas of land owned and managed by a single entity within the combined Cheshire Districts. Given the extent of the Estate's ownership we wanted to make clear our commitment to working with the Council to explore the long term proposition of delivering a new settlement on the Estate's land. New settlements offer the ability to manage growth and development by creating new, self-contained

communities, rather than simply expanding existing ones. Albeit are usually developed over a longer time period due to the associated lead-in times.

- 3.49 We recognise that this spatial strategy option is not required as part of the new Local Plan, but instead highlight that a new settlement should be explored in the future beyond this Plan period. Initial discussions on a possible new settlement have taken place and we would therefore welcome further discussions with the Council moving forward. Whilst not necessarily relevant for this Local Plan period, it may be helpful to make reference to the potential for a new settlement in the future to make sure stakeholders are informed of potential longer term strategies for the region.

HO1 - Do you agree with the suggested policy approach towards mix and type and specialist housing in new developments, as set out in HO 1 'Mix and type of housing in new developments and specialist housing' above? If not please suggest how it could be amended?

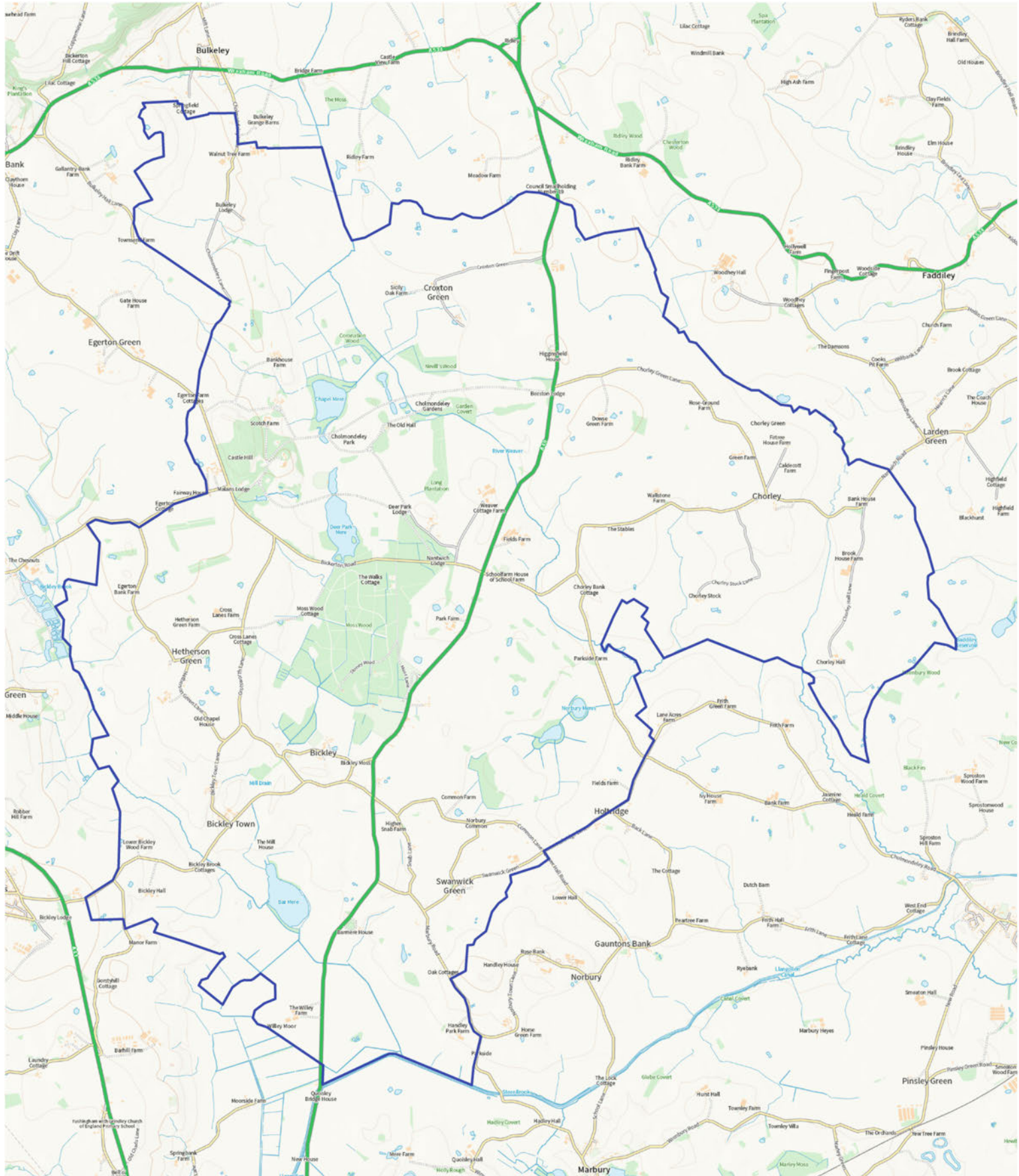
- 3.50 The Issues and Options document sets out that the current Local Plan policies in relation to the mix and type of new housing will be substantially amended to reflect the emerging Housing Needs Assessment. The new policy approach will provide detailed requirements for sizes, types and tenures of housing, which will be based on the Needs Assessment.
- 3.51 Savills is generally supportive of the need to provide a range and choice of homes to meet the needs of local areas. However, it is also important that any policy ensures that housing delivery will not be compromised or stalled due to overly prescriptive requirements. The policy approach to housing mix should consider the scale and viability of sites. The housing mix policy should also be applied flexibly and should make allowance for homes to be provided as required by the market.
- 3.52 The Estate commissioned Cheshire Community Action to undertake an assessment of Housing and Economic Needs, dated December 2022. The Report assessed the key factors affecting the communities and businesses that reside within and surrounding the Cholmondeley Estate; with a focus on housing and the local economy in the context of rural areas.
- 3.53 It summarises that most housing tenures are unaffordable across the area, particularly for those who are employed by local businesses. Building energy efficient housing is highlighted as key to affordability. The majority of local employees are commuting considerable distances and a lack of affordable accommodation in the area is linked to recruitment difficulties. The report concluded that there were in December 2022 nearly 200 households in need of housing within and surrounding the Cholmondeley Estate. Hence, the need to ensure that any new housing policies consider the needs of people living within rural areas in terms of size and types of tenures.

4. Summary and Conclusion

- 4.1 Savills (UK) Limited have been instructed by Cholmondeley Estates to submit representations on the Issues and Options (Regulation 18) draft of the Cheshire West and Chester Council Local Plan (New Local Plan).
- 4.2 The Estate's land ownership comprises 7,500 acres of predominantly agricultural land and is one of the largest areas of land owned and managed by a single entity within the combined Cheshire Districts.
- 4.3 The Estate is supportive of the Council's decision to prepare a new Local Plan. We support FRO01 and HEL01 in Options B and C.
- 4.4 The focus of these representations is to encourage the Council to give serious consideration to directing appropriate levels of growth to the rural area and rural settlements. This will enable rural needs to be met and the viability of facilities and services to be maintained or hopefully thrive. Cumulatively, across the Plan area, such an approach will also make a useful contribution to meeting overall needs. Such an approach would not be to the detriment of the main settlements which will always receive significant levels of growth in any distribution.
- 4.5 We would also draw attention to the potential for a new settlement in the longer term. This could be acknowledged in this Local Plan and some initial work undertaken, but any delivery and reliance of this option would be well beyond this Local Plan period.
- 4.6 We welcome the opportunity to maintain engagement in the preparation of the new Local Plan and would be happy to discuss any of the points raised within these representations.

Appendix A - Estate Ownership Plan

The Cholmondeley Estate (Extent)



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