

**Town and Country Planning Regulations 2012**  
**Regulation 22c Consultation Statement**  
**Rugby Borough Council Local Plan**



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## **Introduction**

This statement has been prepared to demonstrate the consultation process undertaken by Rugby Borough Council for the 2011 -2031 Local Plan is in compliance with regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

This statement should be read alongside the adopted Statement of Community Involvement (SCI) and the Statement of Compliance with the Duty to Cooperate.

The purpose of this document is to demonstrate how the Local Plan has developed in response to representations received. It is divided into sections to address each aspect of the statutory requirements in turn. The consultation overview will give an outline of the various stages of consultation undertaken in line with regulations 18 and 19. The document will then go on to examine which bodies and persons were invited to make representations, how those representations were made and summaries of the issues raised during all stages of the consultation.

Finally, the document will then go on to summarise the number and content of representations made pursuant to regulation 20 with a list of consultees and consultation letters contained within the appendices.

## **Consultation Overview**

In 2013, the Borough Council consulted on the Discussion Document that outlined the additional policy areas required alongside the adopted Core Strategy in order to achieve compliance with the National Planning Policy Framework.

In 2014, consultation on the Development Strategy Document outlined changes to the evidence base informing local planning policy and proposed that the Core Strategy be replaced by a new Local Plan.

In December 2015, the Preferred Option was published; this outlined proposed development targets, distribution strategy and development management policies for the purposes of public consultation. The Preferred Option consultation was an informal one; it was not undertaken under the Town and Country Planning (Local Planning) (England) Regulation 2012. However, given the strategic nature of proposals within the Preferred Option document and the progressed nature of some content, the consultation for the Preferred Option was more extensive than previous stages of the plan making process.

In July 2016 Full Council approved consultation on the Publication Draft Local Plan. Work on the Submission Draft has been informed by the feedback received during these three previous consultation periods.

A six week consultation period was held from Monday 26th September to Friday 11th November 2016. The consultation was undertaken entirely in conformity with the regulatory requirements of the 2004 Planning and Compulsory Purchase Act (as amended) and in line with the s19 of the Town and Country Planning Regulations and the Statement of community Involvement 2015 (SCI).

The SCI contains a commitment for a Consultation Strategy to be produced for each public consultation undertaken by the Council. The Publication Draft was accompanied by a Consultation Strategy which was agreed by Full Council in July 2016.

Notwithstanding this background, at a meeting on the 15th of November 2016 Full Council took the decision to extend the consultation on the Publication Draft Local Plan. This extended the consultation to include the 30th of November until the 11th of January 2017.

The additional consultation was on the same proposals as agreed by Council in July 2016 but sought to allow local communities longer to fully understand the proposals and make comment on their soundness.

As part of the extended consultation, meetings were arranged with local groups who had made representations to the Publication consultation. The meetings, attended by the Portfolio Holder for Growth and Investment, Head of Growth and Investment, Development Strategy Manager and members of the Development Strategy team, were an opportunity for the council representatives to explore the concerns raised.

It also provided the opportunity for the groups to understand further the processes of plan making, including the national context of planning policy, which the local plan must adhere to both in production and content, but also in informing the selection of proposed Local Plan allocations.

**(i) Which bodies and persons the local planning authority invited to make representations under regulation 18**

All statutory consultees, Councillors, Parish Councils and individuals who had expressed an interest in the Local Plan, or who had responded to previous consultations were contacted in writing to inform them of the consultation period and availability of documents, in line with the adopted Statement of Community Involvement (SCI).

The full list of organisations consulted is available at appendix 1. This does not identify all who responded to the consultation, only those who were consulted.

## **(ii) How those bodies and persons were invited to make representations under regulation 18**

Bodies and persons were invited to make representations under regulation 18 and in line with the adopted Statement of Community Involvement (SCI).

The website was kept up to date throughout the stages of the consultation process. Consultation documents and consultation forms were made available to view and download on the Council's website. The website was continually updated throughout the consultation period to publicise forthcoming public meetings and events.

Press releases were sent out to local newspapers and radio stations alongside public notices being placed in local newspapers including the Rugby Advertiser, Rugby Observer and Hinckley Times. A number of interviews were undertaken for local radio stations and a number of articles appeared in local newspapers documenting the consultation and outlining local interest and debate.

A register of consultees database was established and was utilised throughout the consultation process. All individuals who had expressed an interest in the Local Plan or who had responded during the earlier phases of consultation were contacted in writing to inform them of consultation periods and availability of documents. Copies of letters sent out during the various phases of consultation are available in the appendices.

Officers organised and attended public drop in sessions across the Borough throughout the various stages of consultation. These were arranged in collaboration with Councillors, Parish Councils and local organisations. Copies of consultation documents and response forms were distributed at these meetings. Flyers were produced and these were distributed at all public events and meetings.

Hard copies of the consultation documents were available for inspection at the Town Hall and in all libraries across the Borough.

**(iii) Summary of the main issues raised by the representations made in pursuant to regulation 18**

## **a) Discussion Document: Summary of main issues raised**

**1. Do you agree with the Development Plan General Conformity table contained in appendix 1? If you do not agree with the table please state the specific policy of disagreement and your suggested amendment to ensure conformity.**

The following responses were received:

The hierarchy in CS1 is too rigid. The NPPF does not advocate a sequential approach to development but allows for the development of sustainable sites, regardless of whether sites higher up the hierarchy are available. In addition, the identified policy gap in relation to re-use and replacement buildings should apply to countryside areas, as well as MRS and LNS.

Policies CS3 and CS4 are not in conformity with the NPPF, particularly para 14, therefore policy CS1 should be reviewed. There are alternative and more sustainable sites available that are adjacent to the settlement boundary of Rugby, which could reduce the amount of land required within the SUE sites. The Borough Council should therefore seek additional sites to meet the housing requirements for Rugby.

**2. Should this document eventually form a separate document or be incorporated within the adopted Core Strategy?**

The following responses were received:

It is thought that, in the interests of clarity and transparency, and to ensure the local policy position is comprehensible and accessible, that the Core Strategy and Local Plan should be combined into one document. It is argued that members of the public in particular would find a single policy document for the Borough more legible than a suite of documents with cancelled and replacement policies.

It is suggested that this would make the planning process more accessible, understandable and clear by providing the fewest number of documents as possible. Combining the two would provide the most convenient way of ensuring that all relevant policies are to be found in a single document.

It is considered that no hierarchical association between policies in the two plans should exist that would allow greater weight to be given to Core Strategy Policies over counterparts in the Local Plan.

In this respect, and given that amendments to the Core Strategy policies may be needed anyway, it is considered more appropriate to promote a comprehensive Core Strategy than having two separate but interlinking plans.

One alternative suggestion, however, is to offer a short term and long term plan, whereby for the first 1-3 years, the Local Plan and associated Policies should be a separate document. Within this, there should be cross reference to and from the Core Strategy.

A separate guidance document may be appropriate which explains the relationship between the Core Strategy and the Local Plan and Policy appendices and any other documents used to support, clarify or expand these principal documents. This separate guidance document should also explain how CS policies previously based on references to superseded PPSs, PPGs and Government Circulars are considered to be compliant with NPPF, if necessary when modified by the later Local Plan and Policies.

In the longer term (3 to 5 years) the Core Strategy should be rewritten to fully encompass NPPF and to sit more closely alongside the Local Plan and Policies. This suggestion is supported by two further respondents.

### **3. Sustainable Development**

**Do you agree with the approach set out in the sustainable development chapter? If no, please state which paragraph in the document you disagree with and your suggested amendment.**

With following comments were made with specific reference to the inclusion of the presumption in favour of sustainable development within the Local Plan:

Generally the inclusion of the PINS worded policy was welcomed to ensure compliancy with the NPPF and to allow RBC to jointly work with developers etc to ensure sustainable developers approved.

Wolston PC felt that the policy lacked how sustainable development that secures economic, social and environmental gains will be achieved in the Borough to confirm with paragraph 15 of the NPPF.

In addition Wolston PC considers that at present the policy is too woolly. There should be sub-policies to show how RBC will deliver development that is sustainable and at the same time achieves economic, social and environmental gains in the development area.

There was a comment that the policy was just government jargon and not necessary. The respondent felt that there was no further need for housing in the Borough.



WCC made specific comments about how priority to pedestrian and cycle movements, and high quality public transport facilities be addressed? How will safe and secure layouts be addressed? How will facilities for charging plug-in and other ultra-low emission vehicles be addressed in development management policies?

Stagecoach makes specific reference to the impacts on the town centre and the necessity for a town centre strategy to protect and enhance its vitality.

Warwickshire Geological Society welcome reference to "securing development that improves....environmental conditions" for example limestone quarries.

The following comments were made with specific reference to the proposed previously developed land policy:

Vincent Gorbings stated the NPPF, Para 111 does not restrict the reuse of PDL in the way the suggested policy does. Even in the Green Belt, the NPPF considers residential redevelopment of PDL as appropriate development (paragraph 89).

Proposed policy statements should be explicit in their continued protection of the Green Belt. This is also true for the wording of the brownfield land policy, whereby the wording of this policy statement should leave no room for doubt.

**Are there any additional policy gaps that need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.**

The following comments were made with specific reference to the inclusion of a presumption in favour of sustainable development:

Additional policy to locate development with high travel movements in places well-served by sustainable public transport infrastructure and services, or can be easily well-served, in conformity NPPF. Rugby town centre clearly the best such location within the Borough. Guidance requested on what is considered to be "high quality" public transport facilities.

The following comments were made with specific reference to the proposed previously developed land policy:

A reference to the biodiversity value of brownfield sites in the policy will ensure consistency with this principle.

Comments were made that not enough weight has been given to the importance of using previously developed land within the borough in the context of other wider sustainable development objectives.

A comment was made that reference should also be made to the time period which land could no longer be considered PDL.

This impinges on other areas of policy, not least transport, and parking. The policy regarding the designation and protection of employment sites is of singular importance, not least given the development pressure for B8 uses on greenfield sites in the Borough, and the key objective of diversifying the economy.

Warwickshire Geological Society suggest setting local appropriate targets to allow development of sites (such as former quarries with low environmental quality) while at the same time conserving their conservation value.

#### **4. Housing**

**Do you agree with the approach set out in the housing chapter? If no, please state which paragraph in the document you disagree with and your suggested amendment.**

The following responses were received:

Generally there is support on the inclusion of market housing within exception sites. This was considered reasonable in current funding climate.

Support for conversions in the countryside and local needs settlements, however this should be extended to all areas and should relate to all buildings. There must a demonstration of a local housing need before a conversion can be permitted. New and converted development in LNS must be consistent.

Support for inclusion for allowing housing for rural workers, but 3.7.1 refers to agricultural workers but the policy proposal refers to rural workers. Policy should refer to essential need for rural workers to liver permanently in the countryside near their place or work.

There was some disagreement with the replacement dwelling policy - silence from the NPPF does not mean LPAs should draft restrictive policies. Instead the policy should be a presumption acceptable and then consideration of design, amenity etc. in addition the NPPF specifies what should happen in the GB

It was considered the approach to design is pragmatic however, worth learning from Pavilions.

Any density policy should have an element of flexibility to ensure unsuitable densities are not sought. Densities should also be influenced by character of the local area to ensure the development is in keeping with the surrounding area. However, Vincent and Goring and Barton Wilmore felt that the NPPF did not require separate policies on density. A policy is not required to set a local approach. Barton Wilmore also express concern on the potential application of a 'one size fits all' density policy which damage sites coming forward.

Public Health Warwickshire requests a lower density rate for rural areas, however, asks that air quality issues be monitored.

Housing mix must be informed by the SHLAA but must be flexible to allow for application to different locations and site sizes. Public Health Warwickshire supports a range of housing mix. Barton Wilmore expresses concern on prescribing housing mix in policy given that the market will change over time. Again they believe flexibility is required. Further comments also supported higher densities in areas near concentrated transport nodes and major destinations. Allowing areas of low densities on sites well served by public transport would be inappropriate.

**Are there any additional policy gaps that need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.**

The following responses were received:

A requirement for a separate policy for new dwellings in rural areas (in accordance with paragraph 55 of the NPPF). Currently nothing on isolated new dwellings of exceptional quality etc (paragraph 5, NPPF)

Specialist housing policy is supported, however, this should also be achieved in urban areas as well as rural.

Concern from Harborough District Council that the consultation lacks reference to the SHMA, in relation the Objectively Assessed Need across the HMA. The consultation asserts that the CS is in conformity with the NPPF, however more detail is needed here with regard the HMA to ascertain this. Failure to do so could have implications for neighbouring housing markets.

Core Strategy policy CS22: Gypsies and Travellers must be included in the list of policy guidance. Any revision of CS21 must include reference to the PPTS, paragraph 13.

More ambition is required in relation to specialist housing and the policy should be supported by mention of full range of specialist housing and care across the C2 and C3 uses to demonstrate RBC's commitment to meeting the needs of all residents in the Borough. Explicit reference should be made to the range of support of for elderly people.

Wolston PC felt that NPPF, Requiring Good Design and Promoting Healthy should be reflected more in the Local Plan.

## **5. Economy**

**Do you agree with the approach set out in the economy chapter? If no, please state which paragraph in the document you disagree with and your suggested amendment.**

Generally there was support for the aims of the Economy chapter. A number of comments were received in relation to NPPF requirements for dealing with economic development in local plans, in particular reiterating that any future policies to protect existing employment sites should be flexible enough to ensure compliance with NPPF para.22.

More specifically:

The HCA commented that employment uses at Ansty should continue to reflect those proposed through the extant planning permission (i.e. B1, R&D etc) and that any future land use policy for Ansty should not tie the site to the objectives of the LEP.

Sworders commented that policy should encourage all possible proposals for economic development in the rural area and not be so prescriptive to limit this just to “small scale proposals” which would be contrary to NPPF para.28.

Vincent and Gorbing commented that updating ED4 would be unnecessary as any proposed employment sites in the Green Belt would be covered by the provisions of NPPF para.89. They also commented that ED5 would need to be updated and that a future policy could usefully set out the evidence required to justify the loss of any employment land.

Two (one being a local business) respondents said that they would support the alternative approach to other employment land of removing employment land allocations and allowing the market to determine future land uses.

Stagecoach commented that the suitability of employment sites around the Borough in rural areas that are poorly served by public transport should be reviewed to ensure they are still appropriate. Ansty is a unique site and future proposals should encourage sustainable transport links with necessary interventions (including costs) from developers.

One respondent commented that major employment sites at Ansty and Ryton should be included in Rugby’s employment land supply otherwise evidence overstates the need for additional employment land in the Borough. Bearing in mind different LAs plans coming forward at different

times, and in the absence of a Regional Plan, the most appropriate way for all land to be accounted for is by the authority in which it sits.

Another respondent commented that superfast broadband is essential to the economy and should be treated as crucial infrastructure for new developments in the same way that water and electricity are. A policy should be included requiring developers to install the necessary infrastructure to all new premises.

Public Health Warwickshire gave support for policies promoting rural employment proposals as they argued that maintaining the rural economy will help people to live independently in their own homes for longer.

**Are there any additional policy gaps that need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.**

One respondent suggested that a new rural economy policy should be included in the Local Plan which reflects NPPF paragraph 28.

Sport England commented that the Local Plan should consider sport as a robust and sustainable economic option. Sport and associated industries are estimated to employ 54,200 people in the West Midlands and therefore sport plays a vital role in the WM economy. Due to growing commercial sport sectors such as indoor 5-a-side and indoor cricket, D2 uses should therefore be considered on business parks alongside B uses – there are usually more employment opportunities generated through a commercial D2 use than a 100,000sqm B8 use.

Wolston Parish Council said that there was not enough evidence in this section of the Local Plan to demonstrate it aligns with Chapters 1, 2 and 3 of the NPPF, particularly in relation to para.28 which would require a Local Plan policy to develop and retain local services and community facilities in villages and rural settlements.

One respondent commented that policy should ensure residential amenity is not affected by conversions to employment uses, particularly in the Local Needs Settlements. A flexible approach will be required in terms of the difference between strategically significant employment sites' capacity to intensify / be redeveloped, but also in terms of their location / proximity to residential areas.

## **6. Retail**

**Do you agree with the approach set out in the Rugby Town Centre chapter? If no, please state which paragraph in the document you disagree with and your suggested amendment**

Insufficient evidence to change local plan policy relating to the Town Centre.

Further information is required to enable a town centre strategy which takes account of what makes a vibrant market town, noting out of town retail sites combined with parking issues do not increase footfall.

Prior to expanding the town centre vacant premises or charity shops which should be considered to meet any future identified town centre need.

Support is given in principle to proposed changes to CS7 however one respondent believed that the changes proposed could be implemented through the local plan or through supplementary planning documents.

Paragraph 5.3.8 proposes a change to CS7. One respondent agrees in principle with the objective of the proposed change but they do not support any changes to the wording of the Core Strategy. Instead any changes required should be implemented through LP Policies and other Supplementary Planning Documents.

Inconsistent approach in terms of the proposed changes to policy CS7 and the potential need to expand the town centre to meet any identified main town centre need. This is due to the proposed change to CS7 would reduce the size of PSA and allow for further changes away from A1 uses in the wider town centre may in the longer term have the opposite of the desired effect.

Reference to neighbourhood planning within the Local Centre section could disadvantage Parish Councils or areas without a neighbourhood forum that seek to manage local issues without a formally adopted Neighbourhood Plan.

**Are there any additional policy gaps that need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.**

An additional policy relating to healthy eating and sensible drinking was highlighted by one respondent. This would also entail the reintroduction of a policy which restricts the concentration of drinking establishments and hot food takeaways. Such restrictions also prevent adverse impacts upon living conditions in the local area generated from the concentration of such establishments.

Public transport access to the town centre and retail parks is highlighted as being an issue by a number of consultee's with Sustainable Rugby stating that there is a need for a public bus and coach interchange.

## 7. Natural Environment

**Do you agree with the approach set out in the Natural Environment chapter? If no, please state which paragraph in the document you disagree with and your suggested amendment.**

With regards to biodiversity and green infrastructure some respondents argue that the local plan needs to plan positively for the creation, protection enhancement and management of the network. Policies should therefore reflect the content of NPPF paragraphs 109-125.

There is no need to repeat NPPF paragraph 118 within local plan policies.

Policies should set out a firm commitment to ‘halt and reverse the loss of biodiversity’ throughout the borough and that biodiversity offsetting should be mentioned within the mitigation hierarchy.

Core Strategy CS16 should be updated to take account of the need to plan for sub- regional GI assets as well as local priorities.

Support is given to policy amendments relating to Green Infrastructure where reasonable and practicable but the policy should not be prescriptive to impede the delivery of development on sites that could contribute to Green Infrastructure.

Any amendments to the Green Infrastructure policies should take account of the balance of the delivery of development against the provision of Green Infrastructure.

Support is given to the provision of quality and accessible open spaces as a way to mitigate the impact of development proposals. The benefit of green open spaces to physical activity, mental health and wellbeing is also highlighted.

A respondent believes that there is no need to have open space policies which would simply repeat the NPPF however there may be a need to make proposals for new open space or identify areas where deficits exist.

Deletion of saved local plan policies H11, H12 and LR1 would be contrary to the requirements of NPPF paragraph 73.

Additional wording to the last sentence of ‘Quality and accessibility of open space’ section is sought to state “provided on site, and adjacent off site, it should meet the criteria set out in LR3”.

Sport England highlight that the existing open space audit and playing pitch strategy evidence base is out of date.

Open spaces should not be safeguarded where they do not meet the NPPF criteria of being open space, sports and recreational buildings and land, including playing fields.

There should not be overly prescriptive open space requirements which would prevent developments coming forward.

Flexibility should be drafted into the Open Space policies, in order to allow local circumstances and the characteristics of each site to enable differing levels of open space.

The Environment Agency support the reference to the Water Framework Directive Policy and state the policy should include the following wording as a *'Development will support implementation of the Severn and Humber River Basin Management Plans and not pose a barrier to the meeting of their objectives for any watercourse.'*

The Environment Agency state that the *Water Framework Directive policy should also* consider the impact of development on water quality and the river channel morphology and the protection of its associated blue corridor. These factors need to be addressed in order to allow for water-based ecological habitats to thrive and ensure compliance with WFD.

**Are there any additional policy gaps that need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.**

Princethorpe Woodlands Biodiversity Opportunity Area should be outlined as a biodiversity restoration area to recognise the landscape scale and that there should be a criteria policy which will be used to determine developments and land use changes in the area to ensure that the special biodiversity importance of the Princethorpe Woodlands is reflected in all planning decisions.

A countryside park should be allocated within the Rainsbrooke Valley area which would help the connectivity of GI assets as identified within Core Strategy policies CS14 and CS15.

## **8. Renewable Energy and Climate Change**

**Do you agree with the approach set out in the renewable energy and climate change chapter? If no, please state which paragraph in the document you disagree with and your suggested amendment.**

There is strong support for renewable energy, however also the opinion that any policies proposed should not be at the expense of other environmental benefits. Any policies proposed should therefore aim to balance the proposed benefits of wind farm impacts on the natural environment, so that only 'sustainable' renewable energy proposals are supported.



There is also support towards a policy that aims to avoid inappropriate development in areas of flood risk and that provides greater guidance on flood risk management. To assist in the development of such a policy, areas within the borough where flood risk can be managed sustainably (i.e. flood meadows and wetland habitats) should be identified to optimise the contribution the policies could make to green infrastructure provision and to the objectives of the Water Framework Directive.

The policy replacing Local Plan Policy GP5 'Renewable Energy' should address the recent 'DCLG Planning practice guidance for renewable and low carbon energy'. It is also considered that the viability test in Policy CS17 is removed – it is considered that such a test would not meet the 'sound approach' required by NPPF 7.1.4.

There is strong support for the preparation of an updated SPD on Sustainable Design and Construction, whereby all detail on renewable energy should be recorded.

It is considered that wind farms should not be located near sports grounds or water sports facilities. This is because it has been proven that wind shadowing created by the turbines have a detrimental effect on many sports, cricket, sailing, windsurfing etc. It is, however, recognised that there is a need for a renewable energy policy on wind turbines. If such a policy was to be proposed, it should specifically identify the need to protect sport.

There is strong opposition towards the introduction of arbitrary thresholds or separation distances which are unjustified and contrary to the guidance contained in the NPPF and the Planning Practice and Guidance for Renewable and Low Carbon Energy. It is considered that to be seen as positive the Council should ensure that local policies encourage applicants to design schemes taking into consideration the findings of site specific assessments and the views received from statutory consultees and local stakeholders following public consultation.

The renewable energy policy should then be reworded as: 'Proposals for the utilisation, distribution and development of renewable and low-carbon sources of energy, including freestanding installations, will be encouraged. In considering such proposals, the Council will give positive weight to their environmental benefits and community initiatives alongside consideration of impacts on biodiversity, landscape character, residential amenity and the historic environment of the local area'.

**Are there any additional policy gaps that need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.**

There were no comments relating to gaps in the renewable energy and climate change chapter.

## 9. Design and Historic Environment

**Do you agree with the approach set out in the design and historic environment chapter? If no, please state which paragraph in the document you disagree with and your suggested amendment.**

There is a concern that a proposed policy will be too prescriptive, and possibly have a detrimental impact on the delivery of residential schemes. It is therefore recommended that further work is undertaken to establish guidance that assists the design of developments without being too prescriptive in respect of the implementation of a scheme.

It is considered that paragraph 8.1 does not adequately reflect the requirements of NPPF 56 – 65 with regard to ensuring that developments respond to local character. With regard to the draft policy at paragraph 8.4.4 there is concern that, at the first sentence of the second paragraph, there appears to be an implied link between a specific design policy being applied in conjunction with policies relating to the historic environment and the town centre. By implication it appears that RBC does not consider that there is an historic environment outside the town centre. It is considered that the local plan should also recognise that historic assets are not just limited to the Town Centre.

It is considered that the subject areas of Design and Historic Environment should each have their own separate sections in the Plan. It is also considered that generic statements relating to high quality or appropriate in scale height etc. are of little value in the planning process, given the guidance already within the NPPF. Equally a generic policy to protect and enhance the historic environment is unnecessary; the local plan should positively identify the specific heritage assets in the area and set out a strategy for these assets.

It is considered that policy relating to parking should not just apply to the quantity of parking spaces, but also the layout, design, public realm, streetscape, and effectiveness of movement. It should also refer to large vehicles such as buses, as inappropriate design of parking within development layouts represents one of the biggest hindrances to bus services effectively serving new developments. In addition to the above, parking should be restrained in those areas already served by good quality public transport, e.g. Rugby town centre.

**Are there any additional policy gaps that need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.**

It was commented that one of the key dimensions of sustainable development is delivering the protection and enhancement of the historic environment, the latter involving seeking positive improvements. It is considered that the discussion document makes a partial reference to paragraph 126 of the NPPF but fails to address the specific expectation that Local Plans should set out a positive strategy for heritage assets most at risk. The Local Plan should therefore ensure that it's

Heritage at Risk Surveys are up-to-date and are reflected in the aforementioned positive strategy for the historic environment – which is not merely a reactive development management type policy.

There needs to be a clear strategy for delivering an enhancement of the Boroughs historic environment. A strategy to conserve heritage assets potentially engages all aspects of planning. As part of a sound conservation strategy, policies for retail and transport, for example, may need to be tailored to achieve the positive improvements in the historic environment that the NPPF expects.

It is considered that the proposed policy at 8.4.4 does not meet the requirements or aspirations of NPPF 126 – 141. This cannot be addressed by simply stating that “The emerging Local Plan will contain a single policy that outlines a positive strategy for all aspects of the historic environment”. This would only be acceptable if the proposed policy specifically addresses the aspects identified at NPPF 126 – 141.

It is considered that policy should give a much clearer steer to developers on parking design as well as parking standards. Wish to see explicit policy requiring development of all types to be designed in such a way that best use is made of the opportunities for increasing public transport usage. In particular, buses should be provided with preferential access to development frontages with bus stops sited in prominent and safe locations. Buses should be given direct access to major developments, with parking being fitted around sustainable transport infrastructure, and not the other way round.

Also support design coding - Policy should explicitly require that design coding exercises positively plan to facilitate efficient bus circulation past and/or through developments as appropriate, and make provision to secure optimal convenience and accessibility for those services.

## **b)Development Strategy Document: Summary of main issues raised**

### **1. What has changed?**

*The consultation document outlined the changes that had taken place since the publication of the previous emerging Local Plan consultation, the Discussion Document, in September 2013. This summary referred to the publication of: the National Planning Policy Framework; Joint Strategic Housing Market Assessment; and annual 5 year land supply statements.*

Generally the consultation was welcomed, particularly from the development industry, on the back of the publication of the Joint SHMA showing that a higher housing need is required than the one planned for within the Core Strategy, which RBC is committed to meeting.

The majority of comments received focussed upon the Coventry and Warwickshire Strategic Housing Market Assessment (SHMA). Respondents welcomed the production of the (SHMA) to inform future housing requirements within the Local Plan.

Coventry City Council expressed support for the approach to reflect the 'assessed need' as opposed to the minimum need figure and agreed that this is the most robust approach. Warwick District Council also supported the statement that the assessed need set out in the SHMA provides the most robust figure to plan for future growth.

A number of respondents from the development industry question the robustness of the SHMA with work undertaken by Barton Willmore on behalf of a number of house builders highlight that the minimum need for Rugby is 750 dwellings per annum.

Pegasus stated that the SHMA is established on underlying trends are based on under performance of housing delivery, which could have suppressed migration; and secondly, household formation trends are likely to improve sooner than 2021, resulting in greater requirement for housing.

Challenge was made of the sub-regional basis of the SHMA with its acceptance that Warwickshire and Coventry is a single Housing Market Area. While there are some common interests there are also wide disparities, not least the balance of incompatible urban and rural demands where the urban voice will always override the rural by weight of numbers.

One respondent states that there is no explanation of why Rugby's housing numbers need to grow continually and request an explanation as to why the figure of 660 dwellings will be accepted. Conversely, it was other respondents agreed that further work will be required on the SHMA however this work should not reduce the target of 660 dwellings per annum as this would be at odds with the NPPF paragraph 47 requirement to "boost significantly the supply of housing."

English Heritage stated that the SHLAA, the constraints work and the revisited Settlement Hierarchy Paper etc should all consider the implications for the delivery of the Plans positive strategy for the conservation and enjoyment of the historic environment. English Heritage also stated that in terms of whether the objectively assessed development needs of the Borough will be met, or not, account should take of the protection of the historic environment which is a core dimension of sustainable development.

It was accepted that at that time Rugby Borough Council could not demonstrate a five year land supply. Wolston Parish Council disagreed with the requirement to extend the housing targets by 5% and, in certain cases, by 20%, but accept that this is Government policy.

Gladmans considered the new plan should overprovide to ensure a 5 year land supply. The plan should recognise that in some circumstances this objective will be best achieved through sustainable, deliverable sites that do not benefit from a formal Plan allocation, in accordance with the Presumption in Favour of Sustainable Development.

Coventry City Council also made reference to the duty to cooperate and acknowledged that the document reflects the approach supported by Coventry and Warwickshire Joint Committee in terms of meeting the sub regional housing need. Warwick District Council would like to see a further commitment by the Council that it will meet the requirement in full within the Borough boundaries as the plan develops or through the duty to cooperate process. It was highlighted that further duty to cooperate discussions will be required to consider the implications of the 2012 Sub National Population Projections and the need to align housing delivery with employment growth.

Another respondent highlights that there is a need to engage constructively with other local authorities to meet housing needs across administrative boundaries. This also means paying regard to economic evidence such as job growth and economic forecasts.

The West Northants Joint Planning Unit expressed concern that housing needs should not be considered in isolation from other development needs and policy objectives. Under DtC regulations the JPU wants to work closely with RBC in developing the Local Plan to understand housing and other implications / cross boundary issues (particularly Daventry District).

### **What should we do?**

***The consultation document highlighted that policy intervention was required in order to address the housing shortfall that had become apparent since the publication of the Discussion Document. Three proposals were made, outlining potential actions. Responses to each is summarised below.***

## **2. Proposal 1: Plan Period**

There was a general support for the proposal to run the Plan period until 2031 in order to provide a continual 15 year period of policy provision, but allowing for updates every 5 years as advised by the national Planning Practice Guidance Paragraph 8. It was also considered logical and practical to ensure the Local Plan and the SHMA timetables coincide.

However, a number of comments expressed concern about unexpected delays in the plan making process subsequently pushing the adoption of the Local Plan beyond March 2016. This would mean that the Local Plan would not be compliant with paragraph 157 of the NPPF which requires local plans to run over a 15 year time period. It was suggested that the Council should consider its options if this scenario was to happen, i.e. rolling forward the housing requirement beyond 2031. Another option suggested increasing the plan period to a 20 year period from the adoption date.

Comments were also made on the need to support the extension of the plan period and housing growth with suitable employment and infrastructure.

## **3. Proposal 2: Core Strategy CS1**

There was a general consensus that the settlement hierarchy as per Core Strategy Policy CS1 should be retained as the policy approach to directing growth in the Borough.

General support was expressed for the proposed retention of CS1 for directing development in the Borough, not least because this would see existing village boundaries remain unchanged. Parish Councils in particular supported this approach and that any new development should be for local housing needs only and to take full account of the wishes of the residents. There was also support was for development to continue to be located on the edge of Rugby town.

There were numerous comments on the designation of Clifton – on – Dunsmore within settlement hierarchy as contained within Core Strategy CS1. These stated that due to the reduction of services within Clifton – on – Dunsmore (loss of Post Office and reduction in frequency of bus service) since the adoption of the Core Strategy, the village can no longer be considered to be a Main Rural Settlement and must be designated as a Local Needs Settlement in the emerging Local Plan. Some comments referenced the Settlement Hierarchy Paper which supported the adoption of the Core Strategy. Concern was raised at the potential for the village merging with Rugby and increased traffic within the village.

There was also, however, concern that the hierarchy is too rigid, as although CS1 is considered appropriate in terms of sustainability, it is not considered appropriate in terms of delivery of housing and employment. Sites which do not meet CS1 can also be delivered sustainably and this is not currently reflected. Other NPPF policy requirements should be considered, such as a sites location in

relation to existing settlements, employment growth locations and public transport and any overriding environmental designations or infrastructure constraints.

There was criticism of the allocation of two large SUEs to deliver growth within the Core Strategy. In the short term in particular, need should be allocated on smaller sites, to address 5 year land supply issue. Some felt more rural sites would be appropriate alongside existing urban extensions.

There was also concern that the hierarchy seems relatively short-sighted in that post 2028, if not before, green field sites will need to be allocated to meet the long term future residential and employment development needs of both Rugby and Coventry. It was also commented that the settlement boundary of the Rugby Urban Area should therefore be extended, particularly to the south east of the town, to accommodate additional sites for the required increase in housing land supply.

It was commented that additional text should be included in an updated policy advising that if there is limited capacity within Rugby town, as well as allocating urban extension sites, development will be directed towards the larger towns and villages surrounding the town. This will ensure a consistent supply of delivery. Large scale urban extensions are likely to take a greater amount of time to deliver than smaller sites.

#### **4. Proposal 3: Plan Making Evidence**

In general, there were many similarities in responses given by those respondents who commented on Proposal 3, particularly bearing in mind many of these respondents were house builders and developers. There was broad consensus shown from this category of consultee on the approach the Council should take in working out its objectively assessed housing need and identifying land to accommodate this need, i.e. concerning crucial evidence base studies such as the SHMA and SHLAA.

The following comments were made with specific reference to the Coventry & Warwickshire SHMA (Nov 2013) which, at that time, identified a 'minimum requirement' for 11,500 dwellings (575 per annum) and an 'assessed need' of 13,200 (660 per annum) over the plan period:

A representation was received from a house builders' consortium consisting of: Richborough Estates; Barratt and David Wilson Homes; Bloor Homes Midland; Catesby Property Group; Crest Strategic Projects; Hallam Land Management; Taylor Wimpey; and, William Davis. This group submitted a study entitled the 'Coventry Sub-Regional Housing Study (June 2014)', which in summary concluded that the housing requirement for Rugby Borough, based on the objectively assessed need of the housing market area, should be for a minimum of 750 dwellings per annum for the period 2011-2031.

The consortium's representations also comment that the SHMA (Nov 2013) was produced before the publication of the CWLEP's Strategic Economic Plan (SEP), and therefore it is questioned whether the economic / job creation aspects of the LEP have been taken into account in deciding on the overall housing requirement for the housing market area.

A representation was also received from a consortium of housing associations and registered providers – West Midlands HARP – stating that it expected the Council to be ambitious in its approach to meeting its objectively assessed housing need, particularly with reference to the need to optimise the delivery of affordable housing.

Gladman Developments commented that only where it can be shown that adverse impacts would prevent the borough from meeting its housing need in full would it be justifiable to pursue a lower plan requirement than that recommended in the SHMA.

David Lock Associates (on behalf of Lafarge Tarmac) commented that it is premature to decide the development strategy when the figure of 660 dwellings per annum will rise due to Birmingham and Coventry housing need and Rugby BC economic aspirations. The SHMA should be reviewed to take account of the job and economic objectives of the SEP.

There was some Criticism that there was no mention within the consultation document of the strong probability that Coventry will not be able to accommodate all its needs within its boundaries therefore Rugby will need to identify additional land for housing over and above that which is currently envisaged by the Borough.

In relation to the Council's work on revising its Strategic Housing Land Availability Assessment, respondents who commented on this issue were in agreement with a 'policy-off' methodology for the SHLAA. The recent Solihull legal challenge brought by Gallagher Estates and Lioncourt Homes was referred to as setting a precedent for the policy-off approach. Specific comments were as follows:

Gladman Developments welcomed the need to identify further housing sites in the borough and suggested that housing should be distributed to a sufficient range of deliverable, sustainable sites that will provide a flexible land supply. A number of respondents highlighted that as the Green Belt is a policy constraint and not a physical constraint, potential housing development in the Green Belt should not be excluded from the assessment.

Pegasus Planning (on behalf of Persimmon Homes) commented that previous versions of the SHLAA have merely identified urban capacity as opposed to sites across the borough that can contribute to housing land supply. They also state that meeting housing need can be an exceptional circumstance to review the Green Belt. Conversely, Ancer Spa were of the view that greenfield sites adjacent to



settlement boundaries should be ranked 'substantially higher' than more remote greenfield sites or green belt sites when assessing site suitability through the SHLAA.

Warwickshire Wildlife Trust gave a view that a strategic constraint should be any material planning consideration that could influence or alter the developable capacity or extent of a proposed site allocation. Taking NPPF paragraphs 109 and 110 together, local authorities should take in to account impacts and opportunities for biodiversity to ensure that only land with low environmental or amenity value is allocated for future housing allocations in the local plan.

In relation to the potential need for a Green Belt Review, again there was consensus from house builders and developers on the need for the Council to undertake a review to enable a more robust approach to assessing site availability. Specific comments were as follows:

It was stated that only after a Green Belt Review had been undertaken and identified possible areas for release from the GB, could the GB be included as a strategic development constraint in assessing a site's suitability for development. It was argued to be premature for the Council to determine its overall development strategy, bearing in mind housing needs are uncertain, in advance of the green belt review.

Neighbouring local authorities (Coventry City Council and Warwick District Council) welcomed RBC's commitment to review its Green Belt designations through involvement in a joint Green Belt Study.

Monks Kirby Parish Council strongly supports the continued protection of the Green Belt and would wish to be involved in any Green Belt review.

Agents representing land owners who have land in the Green Belt welcomed the review. It was argued that green belt boundaries should be reviewed and altered at the appropriate stage of the Local Plan process to ensure that development can come forward in sustainable locations unhindered. Exceptional circumstances in the form of development needs warrant the revisiting of Green Belt boundaries and removal of appropriate sites. It was also argued that the settlement boundaries for rural settlements such as Binley Woods should be reviewed to enable land to be allocated for future housing development as well as providing capacity for any cross-boundary level of provision that is identified in respect of Coventry City Council's housing needs.

In relation to other evidence referred to in consultation responses:

The Highways Agency recommended that options for development are subject to an appropriate assessment of the capacity of highways infrastructure. They consider that an update of the Strategic Transport Assessment (STA) is required which takes account of recent residential and employment planning consents at Rugby Gateway, Radio Station and DIRFT III. This will help inform the IDP preparation process and any future CIL provisions.

David Lock Associates (on behalf of the Rugby Radio Station Partnership) commented that an updated Infrastructure Delivery Plan must be a priority for the Council and that all development proposals should show how they will provide a proportionate share of infrastructure requirements in line with an updated IDP.

RPS (on behalf of J.S Gray Ltd) stated that the Development Strategy will require consideration of allocation of employment sites to ensure that the emerging development plan provides sufficient sites for current and future employment demands.

Natural England offered advice on the key environmental considerations for the Council to include when assessing sites as part of the local plan allocation process.

The Coal Authority wishes to see all future proposed development sites considered against the Coal Mining Development Risk and Surface Coal Resources Plans to ensure that issues of land stability and the prevention of sterilisation of mineral resources are fully considered as part of site assessment methodology. The Development Risk Plan identifies areas where past coal mining activity may present a risk to development proposals, while the Surface Coal Resource Plan identifies coal deposits that may require safeguarding.

The Environment Agency commented that the Council's water evidence base should be up to date, including a recommendation that the 2010 Water Cycle Study is updated to inform the ability of water infrastructure to support the proposed level of new growth. This should be undertaken in partnership with other LPAs which may have neighbouring growth proposals, or may drain to the same sewage treatment works. The cumulative effect of growth should be considered and early liaison with Severn Trent Water is therefore encouraged.

English Heritage welcomed the intention to prepare evidence relating to the historic environment to inform the Plan that seeks to avoid or minimise conflict between the conservation of the borough's heritage assets and any emerging proposal. One of the core dimensions of sustainable development is the protection and enhancement of the historic environment.

The Wildlife Trust also noted in their response the importance of identifying potential impact to protected species and GI assets in allocating sites and the importance of the SA process in doing this. Specifically regarding evidence RBC must ensure it has an up to date HBA which must be done in conjunction with NE.

Concern was raised that neither employment, retail or, associated infrastructure requirements were included in the consultation.

## **c) Preferred Options**

### **1. Context, Vision and Objectives**

*1a) Do you agree with the Spatial Vision and Objectives? If you do not agree, please state the specific area of disagreement and your suggested amendment.*

*1b) Do you have any other comments?*

#### **What did consultees say?**

73 comments were received on Chapter 1. Consultees were generally supportive of the Vision and objectives set out in the Local Plan;

Minor amendments were proposed to place stronger emphasis on some aspects and statutory consultees suggested amendments to the supporting paragraphs to ensure they reflected up to date information about the assets of the Borough.

A number of comments stated that the policies set out the remainder of the Preferred Option would not achieve the stated Vision and Objectives because large scale greenfield development is proposed.

### **2. What development does Rugby Borough need?**

*2a) Do you agree with the development identified for Rugby's need as set out in this chapter? If no, please state which paragraph in the document you disagree with and your suggested amendment.*

*2b) Is there any additional development you consider Rugby needs, or do you have any other comments on this chapter?*

#### **What did consultees say?**

122 comments were received on Chapter 2. Criticisms were made of the Strategic Housing Market Assessment (SHMA) and Employment Land Review (ELR) as the evidence base documents that have informed the development need targets.

Some developers and site promoters argue that both documents under estimate the development needs of the Borough and state that as a result, the Plan is not reflecting objectively assessed need.

The majority of comments critical of these documents argued the opposite however; that the population and economic projections that the SHMA and ELR are informed are too optimistic and

high or that this data has not been interpreted correctly. The resulting criticism is that the development needs set out are too high.

A further significant proportion of comments focus upon the redistribution of housing into Rugby Borough from Coventry. Some question the capacity of the city and argue it should accommodate more housing. Others object to the principle of accommodating housing from elsewhere all together.

Comments were also received that the phasing of the housing trajectory is not in accordance with the NPPF with it delaying the delivery of houses that are needed now.

Conversely, comments about employment provision are critical of the consideration given to an employment land shortfall in Coventry and argue this should be addressed within the Rugby Borough Local Plan.

A comment was received stating that pitch requirements identified within the the Gypsy and Traveller Accommodation Needs Assessment 2014 should be contained within the Plan.

### **3. Distribution Strategy**

*3a) Do you agree with the approach set out in the Distribution Strategy chapter? If no, please state which paragraph in the document you disagree with and your suggested amendment.*

*3b) Do you have any comments relating to this Chapter?*

#### **What did consultees say?**

84 comments were received about this chapter. The majority of comments made were supportive of the Distribution Strategy.

The concerns expressed in response to this chapter tended to relate to the application of the Distribution Strategy, not the hierarchy itself. For example, concerns about Green Belt release proposed in later chapters were expressed alongside the allocation of development to Main Rural Settlements.

Some commented that the Coventry Urban Edge should be included as a development location in the hierarchy.

One respondent highlighted that if the distribution strategy for Gypsy and Traveller sites is different to the distribution strategy set out with the document then this should be set out.

Comments supported the release of Green Belt Parcel LL2- Coventry Road, Long Lawford, from the Green Belt.

A comment sought the employment allocation of Green Belt Parcel C6-M6 Junction 2, M69 and A46, Coventry which is proposed for Green Belt release.

A respondent undertook a Green Belt assessment of Land at Brownsver highlighting that it should be removed from the Green Belt.

#### **4. Directions for Growth**

*4a) Do you agree with the proposed site allocations and direction for growth for the urban area outlined in this chapter? If no, please state which part in the document you disagree with and your suggested amendment.*

*4b) Do you agree with the proposed Rural Area allocations strategy? If no, please state which part in the documents you disagree with and your suggested amendment.*

*4c) Do you have any other comments relating to this Chapter?*

#### **What did consultees say?**

160 comments were received about this chapter. The majority of comments report concerns about the implications of proposed allocations for infrastructure provision.

Comments made reported general support for the Coton Park East and Coton House proposed allocations. A lot of comments expressed concern about the quantity of development proposed at the South West Rugby and the impact that will have upon surrounding areas and features of the site – Dunchurch and the Cawston Spinney most notably.

Comments about rural allocations tend to be village specific and express concern about potential development sites and infrastructure implications in each village.

Whilst the location of the Walsgrave Hill Farm allocation on the Coventry edge was supported by some, the required Green Belt release was not supported by others who argued that exceptional circumstances required to justify such release did not exist and the allocation would therefore not be compliant with the NPPF.

Other consultees expressed concern about a focus on large scale SUE's that may not deliver as expected and that smaller sites should be utilised.

## **5. Sustainable Development**

*5a) Do you agree with the policies set out in the Sustainable Development chapter? If no, please state which policies you disagree with and your suggested amendment.*

*5b) Are there any additional policy areas that you feel need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.*

### **What did consultees say?**

53 comments were received about this chapter. General comments about this chapter were about a wide range of topics, often those covered in other policies in the Plan.

Comments about SD1 (Settlement Hierarchy) were generally positive. Comments related to the settlements placed within each category of the hierarchy and the compliance of the proposed allocations to policy SD1. For example, it was argued some villages should be included as rural settlements instead of Main Rural Settlements. It was also argued that the Coventry Edge should be placed in the hierarchy as a second tier under the Rugby urban area.

Only one comment was made about Policy SD2 (Securing Sustainable Development) and it was stated that as a direct quote of the NPPF this policy indicated the Council had rejected localism.

SD3 (Previously Developed Land) was generally supported; RBC Environmental Health suggested amendments to it to reflect the impact contaminated land could have.

SD4 (Conversions) was also supported with one comment suggesting conversions should only be allowed if vehicular movements would not increase.

Policy SD5 (Safeguarding Development Potential) was criticised because it was stated to be inconsistent with the NPPF. Other consultees commented that its scope should be expanded to include the prevention of development that would prevent infrastructure provision however.

SD6 (Parish or Neighbourhood Level Documents) was supported by Parish Councils but other consultees argued that it inappropriately elevates the role of Parish level documents above the position they have in the planning system.

## **6. Housing and Affordable Housing**

*6a) Do you agree with the policies set out in the Housing and Affordable Housing chapters? If no, please state which policies you disagree with and your suggested amendment.*

*6b) Are there any additional policy areas that you feel need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.*

### **What did consultees say?**

61 comments were received on the Housing and Affordable Housing chapters. There was general agreement that there is a need for affordable housing in the borough, where the delivery of a mix of housing was encouraged.

Many respondents commented on H1: Informing Housing Mix, where it was stated that the necessity for the mix of residential schemes to be consistent with the latest SHMA was too restrictive. It was felt a more flexible approach was appropriate and in line with the NPPF. Many were also of the view that the SHMA mix would over burden development.

Respondents suggested that AH1: Affordable Housing Provision should contain one affordable housing target for simplicity.

There were also positive and supportive comments about the policy approach to delivering a mix of housing to support future household needs in the Borough.

Some respondents expressed a desire to see the Local Needs Housing Policy remain.

In relation to H5: Specialist Housing, a respondent stated in addition to sheltered and extra care, the policy should also focus on people being about to stay in their own homes as long as possible.

One respondent supported the proposed approach to providing housing for older people and also affordable housing, but stated that these should in in perpetuity.

Several comments pointed out that Lifetime Homes were being phased out and should be removed policy H5.

One respondent was surprised there was no policy on housing density.

Some respondents felt that H3: Rural Exception Sites should be more relaxed to allow more development.

## **7. Economic Development**

*8a) Do you agree with the policies set out in the Economic Development chapter? If no, please state which policies you disagree with and your suggested amendment.*

*8b) Are there any additional policy areas that you feel need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.*

### **What did consultees say?**

28 comments were received about this chapter. A small number of comments were received on Policy ED1, mainly relating to the need for flexibility in the policy.

A site promoter commented that policy ED1 does not justify why a marketing period is required for the loss of non-designated employment land as opposed to the other tests of release of employment land as identified in the policy.

Another site promoter suggested that Policy ED1 should be made even more flexible by allowing for an element of non B-use class development to be permitted on new employment sites.

One comment was received on Policy ED2 regarding clarity of the urban area boundary and whether this policy would apply to new allocations made through this Local Plan on Rugby urban edge.

A number of comments were received on Policy ED3 from site promoters who were of the view that this policy was over restrictive in what it would permit in terms of employment development in the rural area.

It was suggested that for the purposes of policy ED3, Green Belt policy should not be applied to existing major developed employment sites in the Green Belt as this restricts investment decisions on the redevelopment of these sites. Similarly it should not restrict major sites in the Green Belt expanding.

Another site promoter indicated that policy ED3 and the allocations proposed in the plan were too focused on Rugby town / urban area at the expense of sustainable locations elsewhere in the Borough.

A comment was received stating that Policy ED4 should not relate only to “small scale” tourism facilities and that the Brandon Speedway Stadium should be specifically referred to in the policy.

Other comments were received on:

The need for industrial land to provide high quality job opportunities and that B8 development should not be included in targets/allocations as focus should be on B1 and B2.

The risks of setting employment targets for B8 locally when there are other strategic employment sites in close proximity to Rugby Borough.



That the plan should look to over allocate employment land and that targets should be seen as a minimum.

The importance of connecting employment development with sustainable transport networks.

The need to consider qualitative evidence on market signals in relation to employment targets.

## **8. Retail and Town Centre**

*9a) do you agree with the policies set out in the Retail and Town Centre chapter? If no, please state which policies you disagree with and your suggested amendment.*

*9b) Are there any additional policy areas that you feel need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.*

### **General**

22 comments were received about this chapter. A comment was received in relation to policy TC1 stating the Town Centre boundary should be contracted but not the northern frontages of Clifton Road. Considered that the area should remain in the Town Centre and delineated as a secondary frontage or be designated as a separate centre which will afford the area protection

One respondent highlighted that a smaller more defined town centre will help with the viability of the centre.

A respondent stated that the Retail and Main Town Centre Uses Study which informed policy TC2 is out of date due to the closure of stores.

A respondent considered that Policy TC3 should make reference to nearby centres that should be considered within a retail impact assessment.

A respondent highlighted that the town centre proposal map incorrectly labels the primary shopping and secondary frontage

Other comments were received on:

A number of comments were received highlighting their concern about the Town Centre and the impact of out of town retail. A number of suggestions were put forwards as to how the Town Centre should be improved for example by encouraging greater flexibility of uses, introduction of a public interchange, free car parking, support residential living and the visitor economy.

A respondent considered reference should be made to the approved retail Floorspace at the Rugby Radio Station Site.

Another respondent commented that no mention is made of how support for development of retail in the rural areas is to be provided.

## **9. Healthy, Safe and Inclusive Communities**

*10a) Do you agree with the policies set out in the Healthy, Safe and Communities chapter? If so, please state which policies you disagree with and your suggested amendment.*

*10b) Are there any additional policy areas that you feel need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage the content should be.*

### **What did consultees say?**

18 comments were received about this chapter. Many comments emphasised the importance of open space and concern that this would not be recognised as part of the development of proposed allocation sites;

Support for HS1 was expressed although one respondent expressed concern about how this and policies HS2 and HS3 would be implemented. Other concern that HS2 was not supported by the NPPF as no specific requirement for Health Impact Assessments.

Statutory consultees sought specific reference to their areas of interest;

A number of developers considered that the open space standards contained within Policy HS4 are too high in comparison with neighbouring authorities and there is no guidance as to how the policy will be applied. One respondent considered that there are insufficient open spaces within particular areas of the Borough.

A respondent considered that the Woodland access standards should be contained within Policy HS4.

A respondent highlighted that the final section of the Policy HS4 does not make sense.

A respondent sought a rewording of Policy HS4 which would state when open space provision is sought and in what manner.

The Canal and River Trust noted that the NPPF definition of open space includes not just land but areas of waters, including canals and that this should be referenced.

Natural England suggest that open space should be multi-functional and assist access to nature where uses are compatible.

Other comments were received on:

One respondent commented that the Open Space Audit does not reference the Brandon Speedway Stadium site.

A petition was submitted seeking to retain the 'park strip' near Livingstone Avenue, Long Lawford, as designated open space in the Local Plan.

A respondent commented that there was no Local Green Space Designation policy.

Concern was raised about the loss of open space and footpaths within the South West Rugby proposed allocation.

## **10. Natural Environment**

*11a) Do you agree with the policies set out in the Natural Environment chapter? If no, please state which policies you disagree with and your suggested amendment.*

*11b) Are there any additional policy gaps that need to be addressed? If so please highlight the respective NPPF policy it relates to and what you envisage its content should be.*

### **What did consultees say?**

43 comments were received on this chapter. Comments were generally supportive of the intention and content of the policies with interested statutory consultees suggested detailed amendments to ensure these aims were achieved or for clarification.

A number of respondents sought the protection of Rainsbrook Valley through a specific allocation as a Country Park. The respondents highlighted that the Rainsbrook Valley has a special landscape character and a number of biodiversity assets that should be protected and enhanced. Similarly a number of respondents expressed concern about the loss of habitats, bridleways and footpaths within the South West Rugby proposed allocation.

Warwickshire Wildlife Trust highlighted that Site of Importance for Nature Conservation (SINCs) are now part of Local Wildlife Sites (LWS) definition of biodiversity assets contained within Policy NE1

and that National Nature Reserves (NNR) should be included within the list of biodiversity assets contained within Policy NE1. The Canal and River Trust sought a reference within Policy NE1 in relation to biodiversity enhancements of canals to be included within the list of biodiversity assets. Woodland Trust commented that policy NE1 does not reflect emerging national policy in relation to semi natural habitats of ancient woodland and ancient trees in which absolute protection should be provided.

Warwickshire County Council (WCC) suggested an amendment to Policy NE2 to reflect the biodiversity mitigation hierarchy. WWT sought an amendment to Policy NE2 in relation to how LWS should be assessed and where biodiversity offsets should be made.

Other consultees considered that there might be circumstances where biodiversity offsetting is not justified in the context of NPPF paragraph 173. Conversely, one respondent considered that the biodiversity offset should be in place prior to the granting of planning permission.

A number of respondents were unsure how Policy NE3 relates to the protection of biodiversity assets within the south west of Rugby with concerns be raised about the loss of Cawston Spinney and Cock Robin Wood. Natural England support Policy NE3 though highlighted that not every Green Infrastructure assets is covered within the policy i.e. gardens. WCC recommended that the word 'watercourse corridors' replaces 'river' to clarify that stream and brook corridors are valuable. The Environment Agency considers that the policy should be titled Blue and Green Infrastructure and should include watercourses.

In relation to Policy NE4 a respondent considers the development of south west Rugby would conflict with the policy. Wolston Parish Council considered that Policy NE4 conflicts with policy SDC3.

## **11. Sustainable Design and Construction**

*12a) Do you agree with the policies set out in the Sustainable Design and Construction Chapter? If no, please state which policies you disagree with you and your suggested amendment.*

*12b) Are there any additional policy gaps that need to be addressed? If so please highlight the respective NPPF policy is relates to and what you envisage its content should be.*

### **What did consultees say?**

40 comments were made about this chapter. Comments were generally supportive of the intention and content of the policies with interested statutory consultees suggested detailed amendments to ensure these aims were achieved or for clarification;

Comments about SDC1 suggesting various amendments such as stricter design considerations, waste management, storage and pavement provision but generally the policy has been supported as drafted;

A minor amendment to was suggested for SDC2 to have a stronger requirement for landscaping;

Comments were made about SDC3 that suggested amendments to achieve NPPF compliance. Others wanted to see reference to related legislation;

Comments were made about SDC4 that suggested the policy was not supported by evidence and that it would be unenforceable. Also suggested that it should be strengthened.

Respondents have commented on SDC5, SDC6 and SDC7 because of their general concerns about flooding as a result of development in the plan.

Policy SDC8 was supported. Reference was made to the importance of support from the local community given the content of national legislation.

Support for Policy SDC9 was expressed with specific comments from CSW Broadband;

General comments about air quality concerns. Some clarification requested regarding SDC10.

## **12. Delivery, Viability and Deliverability**

*13a) Do you agree with the policies set out in the Delivery, Viability and Deliverability chapters? If no, please state which policies you disagree with and your suggested amendment?*

*13b) Are there any additional policy gaps that need to be addressed? If so, please highlight the respective NPPF policy it relates to and what you envisage its content should be.*

### **What did consultees say?**

A total of 64 comments were received on the Delivery, Deliverability and Viability Chapters. A number of respondents raised concerns about the impact of growth proposed in the Local Plan on the highway network in Rugby town, Dunchurch, Wolston, Brandon, and Brinklow.

One respondent stated that as a consequence of 5400 homes in the south west the local network will become gridlock.

One respondent raised particular concern Gyrotory, Dunchurch Cross Roads, Barby Road/Ashlawn Road junctions and the Ashlawn Road/Hillmorton Road junctions would result in residential streets such as Bawnmore Road and Percival Road being used as “rat-runs”.

Another respondent raised concerns about the impact growth to the South West of Rugby will have on the local highway network and the consequent reduction in air quality in the area.

One respondent felt that policy D1 was too restrictive and went beyond what is required by the NPPF, whilst another felt that D1 clarify that all developments above a certain size should address highway issues.

One respondent felt that Dunchurch required two bypasses to relieve the impact on the highway network.

Some respondents suggested a transport assessment should be produced to demonstrate how the roads will cope with the development taking place.

A respondent raised concern that pressure on creating infrastructure will affect the deliverability of a site.

Some respondents commented that further work on identifying infrastructure and production of an infrastructure strategy is necessary to inform growth.

Beyond highways, many respondents identified potential impacts on different types of infrastructure as a result of growth proposed through the emerging Local Plan, most notably education and the lack of school places. In particular, one respondent felt education provision in the south of Rugby in particular would suffer and the need for more education provision for access to the area.

The lack of capacity within the existing healthcare service to support additional populations was also raised both at local surgeries and St Cross.

A respondent also raised the importance of timing the delivery of essential infrastructure to support and mitigate a new development.

One respondent suggested amendment to policy D3 due to insufficient capacity in infrastructure.

One respondent felt growth spread across rural communities would be delivered more quickly but would also provide the growth and new life which many of the villages require for facilities to be sustainable. This respondent did however also raise concerns of education and bus service infrastructure.

#### **(iv) How representations made pursuant to regulation 18 have been taken in to Account**

The Council has considered all representations received at each stage of the consultation process. Representations received have been summarised and a response has been provided to the points raised. Reports summarising the representations received were produced for each stage of the consultation process (with the contents of those reports contained within this document in full).

Producing individual reports at the end of each stage of consultation has enabled the Council to consider all representations received in full and therefore representations received have informed each stage of the development of the Local Plan.

### **a) Discussion Document and Development Strategy stages**

The Development Strategy document outlines the changes which were made resulting from the Discussion Document consultation. Representations received pursuant to the Discussion Document and Development Strategy phases of the consultation fed into the Preferred Options stage of the consultation. The representations to the consultation have been outlined in the previous chapter.

### **b) Preferred Options**

#### **1. Context, Vision and Objectives**

Amendments have been made to the supporting text to provide up to date reference to ecological and historic assets;

Spatial Objective 2 was amended to provide clarity about indoor sports facilities and the Vision was amended to reflect the role of footpaths.

#### **2. What development does Rugby need?**

In response to comments received on the SHMA and ELR, the Council considers that the SHMA and ELR are robust and sound pieces of technical evidence and that the findings of them has been correctly reflected in the Plan. Many of the comments made relate to the methodology used as part of the SHMA work; this is set out in national policy and cannot therefore be altered by RBC.

The phased housing trajectory proposed as the Preferred Option is no longer proposed as part of the Publication Draft. Updated assumptions about delivery on some sites has resulted in this no longer being justifiable and comments that the Local Plan should meet housing needs immediately, not delay delivery, are accepted in part.

The employment provision previously proposed to be safeguarded as part of the SW Rugby allocation is now proposed for immediate release.

The Publication Draft reflects the content of the Coventry & Warwickshire Employment Land Memorandum of Understanding which set out how Coventry's unmet employment would be redistributed with the sub region, agreed by the C&W Joint Committee in July 2016.

Policy DS2 of the Publication Draft reflects the accommodation needs of the Gypsy and Traveller Community identified as part of the Gypsy and Traveller Accommodation Needs Assessment 2014.

### **3. Distribution Strategy**

No changes were made to the Distribution Strategy as a result of comments received.

There is no change in the release of Green Belt Parcels LL2 and C6.

Parcel LL2 is proposed as a residential allocation.

Parcel C6 is proposed to be open countryside with no designation, as the site has not been promoted for development through the call for sites process and an employment allocation would exceed the Local Plan target and it would not be in accordance with the Coventry & Warwickshire Employment Land Memorandum of Understanding.

Following the review of the Green Belt assessment of Land at Brownsver the Proposal Map for the Publication Draft highlights the land to be removed from the Green Belt.

The presentation of the settlement hierarchy within policy GP2 of the Publication Draft has been altered in order to give more clarity on the status of each village. Changes to substantive content of the policy have not been made.

SD2 is considered to be required in order to secure compliance with the NPPF and demonstrate the plan is therefore sound. It therefore remains, as drafted, in the Publication Draft. This Policy is now Policy GP1 of the Publication Draft.

Policies SD3 and SD4 have been amalgamated to provide policy GP3 in the Publication Draft. This is considered to be a clearer and more efficient policy. Changes suggested by RBC Environmental Health have not been incorporated; this is not considered necessary.



Whilst concerns about Policy SD5 are noted, the Council continues to consider that SD5 is a clear policy that will secure comprehensive development of all sites, whether allocated or windfall. This is now Policy GP4 in the Publication Draft.

Policy SD5 is a long standing policy included in previously adopted Local Plans and the Core Strategy. The Council does not consider that this policy inappropriately elevates Parish Level documents; instead it reflects the time and effort that goes into these projects by affording them consideration in the Local Plan. This policy has become Policy GP5 of the Publication Draft.

#### **4. Directions for Growth**

The Walsgrave Hill Farm allocation proposed as part of the Preferred Option is no longer proposed in the Publication Draft. An alternative site option, outside the Green Belt, has been promoted and is a suitable, available and achievable option.

Policy DS8 of the Publication Draft details the requirements of the SW Rugby allocation –this includes protection of the Cawston Spinney and establishment of a buffer between Rugby and Dunchurch in response to comments and concerns expressed on these points.

The Infrastructure Delivery Plan that supports the Publication Draft will outline the infrastructure provision proposed to support the emerging Plan, providing further information to those concerned about this aspect.

#### **5. Sustainable Development**

The presentation of the settlement hierarchy within policy GP2 of the Publication Draft has been altered in order to give more clarity on the status of each village. Changes to substantive content of the policy have not been made.

SD2 is considered to be required in order to secure compliance with the NPPF and demonstrate the plan is therefore sound. It therefore remains, as drafted, in the Publication Draft. This Policy is now Policy GP1 of the Publication Draft.

Policies SD3 and SD4 have been amalgamated to provide policy GP3 in the Publication Draft. This is considered to be a clearer and more efficient policy. Changes suggested by RBC Environmental Health have not been incorporated; this is not considered necessary.

Whilst concerns about Policy SD5 are noted, the Council continues to consider that SD5 is a clear policy that will secure comprehensive development of all sites, whether allocated or windfall. This is now Policy GP4 in the Publication Draft.

Policy SD5 is a long standing policy included in previously adopted Local Plans and the Core Strategy. The Council does not consider that this policy inappropriately elevates Parish Level documents; instead it reflects the time and effort that goes into these projects by affording them consideration in the Local Plan. This policy has become Policy GP5 of the Publication Draft.

## **6. Housing and Affordable housing**

It is accepted that a flexible approach must be taken in delivering a mix of housing, therefore Policy H1: Informing Housing Mix will be amended where the words 'consistent with' are replaced with 'have regards to.'

Although requests were made to retain the LHN policy approach, the Council is of the view that this is not a policy approach that has been successful in enabling housing in the rural communities.

Lifetime Homes will be removed from policy H5 as it is being phased out.

Many comments received on the detail of the mechanism of bringing forward affordable and specialist housing will be addressed through the Housing Needs SPD.

The local plan does not prescribe a housing density to be met but does guide density through SDC1.

Policy H3 to remain unchanged as this is consistent with the NPPF and allows proper consideration of exception sites.

## **7. Economic Development**

The wording of policy ED1 supporting text was amended to provide clarification on how tests to justify the release of employment land to other uses will be considered.

No change was made to policy ED1 regarding flexibility on permitting non B-use class development on new employment sites, as these are required for delivering forecast growth in B use jobs.

Policy ED2 text amended to clarify that new employment land allocations on Rugby urban edge (Coton Park East and South West Rugby) are included within the provisions of Policy ED2.

No change proposed to policy ED3 as it is consistent with the NPPF and job growth forecast meet at the allocated sites in line with the settlement hierarchy for the Borough.

No change proposed to policy ED4 as it relates to the wider economy concerning activities that employ people in non B-use class jobs and predominantly employ far fewer people than B use class development. They are often located in an area to capitalise on specific local surroundings and may

not be in the most accessible location for a workforce to travel to work to. This is why the policy makes reference to 'small scale' in the text of ED4 (a).

## **8. Retail and Town Centre**

No changes are proposed to the Town Centre Boundary with the northern frontages of Clifton Road will be protected through policy HS3.

No change is proposed to Policy TC2 which already states that the Council will periodically update its Retail and Main Town Centre Uses Study in order that it can respond and continuously review its approach to the town centre and requirements for retail investment.

No change made to Policy TC3. It is not considered appropriate to name all of the nearby centres within Policy TC3 as the centres affected will depend on nature of the scheme and its location.

Town Centre Proposal map altered to correctly reflect the frontages policy.

No changes to policies to reflect the approved retail floorspace at the Rugby Radio Station Site is accounted for in the Rugby Retail Study therefore there is currently no need to make specific reference to the provision at this point in time.

Local facilities that serve the community/rural areas will be through the application of policy HS3.

## **9. Healthy, Safe and Inclusive Communities**

Alterations have not been made to Policies HD1-3. The Council considers these policies to be robust and based upon evidence;

The open space standards contained with policy HS4 have not been amended as it is based on a robust locally specific evidence base.

Policy HS4 has been amended providing clarity on when provision is sought and how.

Final section of Policy HS4 has been amended to remove incorrect referencing.

Supporting text to Policy HS4 incorporates reference to canals and its value in terms recreation and amenity value.

Reference to the role open spaces play in accessing nature where uses are compatible is also made within the supporting text of Policy HS4

No specific allocation of Brandon Speedway is proposed as it does not fall under the scope of the open space audit, playing pitch or built facilities strategy.

Local Green Space Designation policy is not required as there are none proposed through the Plan this does not deter Neighbourhood Plans from containing such policies.

In relation to the South West Rugby proposed allocation a new policy specific to the allocation highlights that green infrastructure assets should be protected and enhanced with a 30 metre buffer for Cawston Spinney proposed. Further to this Policy HS1 highlights "improve the quality and quantity of green infrastructure networks and protect and enhance physical access, including public rights of way to open space;"

## **10. Natural Environment**

The Council consider that the proposed allocation of Rainsbrook Valley County Park is not required because the Local Plan is proposed to contain policies that are intended protect the landscape character and biodiversity assets within the area. Local Plan Policy NE2 and NE3 seek the protection, restoration and enhancement of biodiversity assets with the latter policy highlighting assets within the Rainsbrook Valley that form part of the Strategic Green Infrastructure Network. Policy NE4 recognises the significance of landscapes and the policy supporting text highlights relevant evidence base documents that should be consider when assessing a proposals impact on the landscape character.

With regard to the loss of habitat within the South West of Rugby a new policy within the publication Local Plan for the South West Rugby allocation (policy DS8) highlights the requirements for proposals to include a comprehensive Green Infrastructure Network that links to existing adjacent networks utilising existing habitats and historic landscapes, in particular Cawston Spinney. The policy also highlights that a 30m buffer must be identified for Cawston Spinney and maintained through proposals made in the allocation. The supporting text Policy DS8 also states that the existing footpaths through the area, which are popular for walking, and it is important that proposals demonstrate that development will not cause damage to the valuable asset.

Policy NE1 has been altered removing reference to SINCS definition and incorporating NNR. In relation to biodiversity enhancements to canals this is not relevant to Policy NE1 and it is covered within other policies within the Local Plan. Policy NE1 also reflects national planning policy therefore alterations to the policy in relation to semi natural habitats of ancient woodland and ancient trees in are required.

Policy NE2 has been altered to reflect the biodiversity mitigation hierarchy. In terms of biodiversity offsetting its use is within the context of NPPF paragraph 176 which states to make a particular development acceptable in planning terms (such as environmental mitigation or compensation), the

development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. Therefore no change has been made to the policy. In relation to the biodiversity offsetting being in place prior to planning approval it is viewed that this not required with the offset provision being capable of being met through planning conditions.

Policy NE3 relates to the strategic Green Infrastructure network in accordance with NPPF paragraph 114 and a proposal map highlighting the network will form part of the Publication Local Plan. The network incorporates watercourse corridors. The Policy title therefore has been amended to Blue and Green Infrastructure to provide clarity and the supporting text to the policy replaces 'river' with 'watercourse corridors'. In making the Green Infrastructure Proposal Map part of the Local Plan provides clarity about the protection, restoration and enhancement of the Green Infrastructure assets within the South West of Rugby (alongside other policies within the plan).

No changes were made to Policy NE4 in relation to comments received.

## **11. Sustainable Design and construction**

Amendments suggested for SD1 have not been made because the Council considers they are not necessary because they are too detailed or would be repetitive of the content of other policies;

Comments regarding SDC2 were noted however it was considered that the policy wording is reasonable and should be retained;

Policy SDC3 has been revised in light of comments received. Some suggested amendments were not considered to be necessary for inclusion however;

Suggested amendments to SDC4 have not been made – an updated Water Cycle Study will support policy and it is considered justified.

Amendments to SDC5-7 as suggested by Warwickshire County Council, the Environment Agency and Canals and Rivers Trust to improve these and to make requirements clearer;

SDC9 has been amended as suggested by CSW Broadband;

Policy SDC10 will be supported by a new Air Quality SPD to help detail the policy requirements and improve its effectiveness. To be produced in consultation with RBC Environmental Services.

## **12. Delivery, viability and deliverability**

The Publication Local Plan will be supported by a comprehensive Strategic Transport Assessment. This document considers the growth proposed for allocation through the emerging Local Plan,

alongside development that is already committed. It then proposes the strategic mitigation measures required to support that growth coming forward.

Although specific suggestions to D1 have been made on clarifying thresholds, it is considered that flexibility in the approach to D1 should remain.

For sites considered in Main Rural Settlements, RBC worked closely with WCC Highways Development Control to understand the deliverability of those sites in highway terms.

The Local Plan policy SDC10 will be supported by an Air Quality Supplementary Planning Document, which explains how impact from traffic generation on air quality is identified and addressed.

The Submission Draft Local Plan provides further details on the infrastructure requirements. Further to this Policy D3 and D4 seek to ensure that there is sufficient infrastructure in place to serve new growth proposed in the Local Plan.

**(v) Regulation 20 Representations - the number of representations made and summary of main issues raised.**

### **Number of representations**

The total number of representations received was 7,133, from 2,261 respondents.

**The main issues raised during the consultation are summarised below:**

### **1 Introduction**

The Local Plan contains an ambitious vision and sets the objectives of how to achieve that vision. In this section is an assessment of whether consultees agree with our vision and objectives.

### **What did consultees say?**

A comment was received requesting the Duty to Co-operate section in this chapter be updated to reflect the outcome of the Coventry-Warwickshire Housing Market Area 2014-based Subnational Population and Household Projections report, which was produced to inform Coventry City Council's Local Plan examination to take account of the latest sub national population projections release.

Another representation commented that Rugby Borough Council had not engaged in an effective manner with neighbouring authorities or considered the needs of Coventry City Council in a sustainable way as illustrated by the obligations accepted by the Memorandum of Understanding (MoU).

### **RBC's response to comments**

The Duty to Co-operate section mainly provides an overview of the work undertaken and does not go into detail about the documents considered. Reference to the Housing Market Area 2014-based Subnational Population and Household Projections report is considered suitable at paragraph 4.7, which refers to evidence of housing need.

Rugby Borough Council considers that it has engaged with neighbouring authorities satisfactorily. Obligations of the MoU have been met through with housing target reflecting the needs of Rugby and Coventry.

### **2 Context, Vision and Objectives**

The context, vision and objectives set out how in 2031, Rugby will be a place where people are proud to live, work and visit.

### **What did consultees say?**

Concern has been expressed that the vision for the town centre is not being upheld by planning decisions which have permitted out of town retail parks.

One consultee considered that the spatial strategy is at odds with the vision for residents being connected by sustainable public transport.

There is support for the vision of an expanding, diverse economy with high quality employment opportunities. A consultee expressed that there is not an over-reliance on the logistics sector due to the importance of the logistics sector in job creation.

Comments were received expressing a desire to strengthen links with Coventry and specifically to elevate the status of Ansty Park site to that of a regionally significant employment site. Furthermore, it was expressed that significant development is needed on the edge of Coventry to accommodate Coventry's need, in accordance with the Memorandum of Understanding (MoU).

Conversely, a consultee responded that the vision should mention protection for the green belt to prevent development at the edge of Coventry.

A further comment was received stating that the Memorandum of Understanding should have been subject to a sustainability appraisal as the emergence of unsustainable sites could risk housing delivery. Concern has been expressed that Nuneaton and Bedworth Borough Council has not signed up to the MoU, which risks undermining housing delivery within the Housing market Area.

It has been expressed that a spatial objective of boosting housing supply should be added owing to past under-delivery of housing completions.

Support has been expressed for the vision emphasis on protecting, utilising and enhancing historic assets whilst ensuring all new development demonstrates high quality design.

It has been requested by a representative from the Police that a greater emphasis on safety, security and reducing crime in line with 'secure by design' principles is included to comply with national policy.

One consultee considered that the Local Plan does not address the socially deprived areas of the borough.

### **RBCs response to comments**



The Spatial Vision sets out how the retail parks on Leicester Road connect to and complement the town centre. Whilst Rugby Borough Council cannot comment on individual planning applications within the context of the Local Plan, where it can be demonstrated that town centre units aren't suitable for a proposed use and there is not a significant adverse impact on the Town Centre out of town locations can be considered for main town centre uses. As such, appropriate out of centre retail development is in line with the vision.

Access to sustainable public transport is consistently at the heart of the spatial vision. Evidence for this is in how the majority of housing is proposed to be allocated adjacent to the Rugby Urban Area, considered the most sustainable location within the Borough, and the Infrastructure Delivery Plan details how new development will be supported through new infrastructure provision.

The spatial objectives are considered to set a vision for a growing and balanced economy. The vision is to provide a varied portfolio of employment land which will serve to help all sectors of the local economy develop in a balanced way to ensure sufficient levels of job creation whilst ensuring a diversity of local employers.

As a technology park for predominantly engineering and manufacturing businesses, Ansty Park is already supported through Spatial Objective 4 and therefore the site already has sufficient recognition.

The spatial vision sets out how the majority of housing and employment will be focused on the Rugby Urban Area as it is considered the most sustainable location for development.

As green belt land has specific protection in national planning policy, which the Local Plan reflects, it is not considered necessary to mention protection for the green belt in the spatial objectives.

Rugby Borough Council is satisfied that it has a development strategy that outlines a sufficient number, size and location of sites to deliver the housing requirements to meet the agreement set out in the MoU. Rugby Borough Council encourages all authorities to meet their commitments as part of the duty-to-cooperate.

A specific spatial objective of boosting housing supply is considered unnecessary given the emphasis throughout the plan on housing delivery

Matters of public safety relating to crime are considered to have been sufficiently addressed for the Local Plan. For example, the Infrastructure Delivery Plan outlines proposed emergency's services infrastructure at key sites throughout the Borough. Matters such as 'designing out crime' are routinely addressed at the Planning Application stage and through Building Regulations so it is not considered necessary to provide further reference to safety, security and reducing crime within the vision and objectives.

The Spatial Vision is supportive of regenerating socially deprived areas. The policies contained within the Plan will help shape communities though identifying the reasoning for deprivation goes beyond the scope of the Local Plan.

### **3 General Principles**

With two thirds of the Borough being designated green belt land, the distribution strategy of new homes and employment space is one of the key issues that consultees considered.

#### **What did consultees say?**

GP1 does not fully reflect the NPPF paragraph 14 as it fails to state where relevant policies are silent.

The Local Plan Allocations do not reflect principles of sustainable development as unmet need from Coventry City Council is not being met adjacent to Coventry's City boundary.

A number of respondents agree that Rugby Town should be the main focus for development and that this is consistent with national planning policy and is the most appropriate strategy when considered against the alternatives.

Allocations proposed in the Plan should be in conformity with the settlement hierarchy contained in Policy GP2.

Development of the Lodge Farm site does not accord with the settlement hierarchy with it being in an open countryside location, which is the fourth tier in the hierarchy.

It is considered that Policy GP2 and its supporting text should be cross referenced with Policy DS3 in relation to the Lodge Farm site, which states that the site would become a main rural settlement, to ensure there is consistency within the Plan.

There should be an additional tier titled "super" main rural settlement for Ryton on Dunsmore given its capacity to grow and the existing services within the village.

GP2 only allows for infill development within the defined main rural settlement boundaries, which is considered the most sustainable location beyond the Rugby Urban Area. Further allocations should be made at the main rural settlements, where there is already a good range of services and public transport. This will assist the Council to ensure it has a five year land supply.

GP2's restrictive approach to Rural Villages has resulted in an unhealthy consequence with existing smaller properties being extended reducing the number of 2-3 bedroom dwellings. An allowance for limited development to support 2-3 bedroom dwellings should be made in the Local Plan.

The Green Belt housing allocations should set out a circumstance where developments in the Green Belt could occur outside of national policy.

The supporting text to policy GP2 suggests development adjacent to neighbouring authority areas would not be sustainable. This is at odds with other Warwickshire authorities that are proposing to allocate development at such locations.

GP2 settlement hierarchy does not reflect the fact that the Plan is meeting the unmet need of Coventry City Council and therefore it is not sustainable. Therefore there should be an additional tier for Coventry Edge within the settlement hierarchy.

CPRE considers that in relation to GP2, the main rural settlements 'inset' in Green Belt should be 'washed over' entirely by Green Belt. Small villages containing open land within them should also be washed over and included in the Green Belt.

In relation to GP3 Historic England seek clarification as to what is expected of them when advice is sought from them in relation to the evidence on impacts on any heritage assets. The body also seek that non designated assets are conserved as many will be of architectural and historic interest.

In relation to Policy GP4, there is no policy basis within the National Planning Policy Framework or evidence to justify preventing development on the grounds that it might prejudice the development potential of other land. Furthermore, it is considered that 'other land' should also be defined. Where comprehensive development of an area could take place, it is considered that a masterplan SPD could also assist the allocated sites.

Policy GP5 does not distinguish between statutory Neighbourhood Plans and non-statutory Parish Plans. It needs to be clear that any such Plans should be in general conformity with the strategic policies of the Local Plan, as set out in national policy.

### **RBCs response to comments**

The addition of the word 'silent' is proposed to be added to Policy GP1 to ensure consistency with NPPF paragraph 14.

Policy DS3 makes allocations at 7 of the 9 main rural settlements which will play a supplementary role to the strategic growth needs of the Borough directed towards the Rugby urban area.

The designation of the main rural settlement at Lodge Farm will coincide with services to be provided at the site and once these have come on stream they will be reflected in a future local plan.

The restrictive nature of GP2 rural villages reflects the sustainability of these settlements. However, the policy is clear that development can occur within the settlement boundaries once the plan is adopted policy. This is not afforded in the current development plan policies. Policy H4, once adopted, will also permit Rural Exceptions to help meet affordable housing needs for local people that cannot be met within village boundaries.

There is no reasoned justification to put rural settlements which have a defined settlement boundary back into the Green Belt. To do so will restrict development within such settlements.

The Green Belt allocations contained within policy DS3 (with the exception of the Wolvey Campus) will be taken out of the Green Belt and form part of the settlement boundary. The Local Plan therefore does allow for development at the main rural settlements beyond infill development through the allocation of sites.

GP2 reflects sustainable development. It would not be appropriate to add an additional tier for the edge of Coventry City's boundary as the land is within the Green Belt and development of such locations can only be made following alterations to the Green Belt through the Local Plan.

Advice will be sought from Historic England in relation to planning applications. Consideration of non-designated assets will be provided through policy SDC3 Protecting and enhancing the Historic Environment.

No changes will be made to Policy GP4 as the policy seeks to ensure land is not sterilised by developments which may compromise comprehensive developments of essential infrastructure being delivered.

Policy GP5 is proposed to be amended to ensure there is distinction between statutory and non-statutory planning documents to ensure conformity with the NPPF and planning guidance.

#### **4 Development Strategy**

In order to maximise the amount of houses to be delivered, the Local Plan will seek to allocate the widest possible range, size and location of development sites. Each allocation responds to its setting in the most appropriate way.

#### **What did consultees say?**

The vast majority of the representations received on the consultation were in relation to the policies contained within the development strategy chapter. These were received from site promoters, residents within the borough, local groups, statutory bodies such as Historic England and Warwickshire County Council, and other organisations such as the House Builders Federation (HBF).

The independence of the consultants G L Hearn who produced the Strategic Housing Market Assessment (SHMA) was questioned as they also promote sites for developers, such as the Cawston Extension site which benefits from planning permission. Consultees expressed that this could be considered a conflict of interest.

Some respondents questioned the continued validity of the SHMA, given the UK's forthcoming exit from the European Union and as a consequence the household projections are now out of date. It was therefore felt that there was no longer a need for the extent of housing as proposed in the Local Plan.

CPRE submitted 'Critique of West Midlands Housing Needs Assessments' (January 2016) which is critical of the SHMA and questions the ability to deliver the market and affordable housing need identified. CPRE consider a more appropriate housing target would be 8,000-9,000 dwellings. Conversely, representations from the development industry, including consortiums and the HBF were of the view that the overall assessment of housing need is a significant underestimation and does not include reference to the latest 2014 household projections. A critique of the SHMA submitted by Barton Wilmore on behalf of a number of developers considered that the housing target should be increased as the Housing Market Area need should be 5,005 dwellings per annum as opposed to 4,272 dwellings per annum

The justification of Rugby Borough Council meeting some unmet housing need emanating from Coventry City Council (CCC) was also questioned. In particular, the Memorandum of Understanding (MoU) was cited as not sufficiently demonstrating that CCC could not meet all of its own housing need.

In terms of meeting the unmet need from CCC a number of respondents consider that this should only be done if it is sustainable to do so. Questions were raised about whether the housing target could be achieved given past delivery rates.

In terms of the phased housing target some developers consider that unmet need from the first phase of the Plan period should be met within the first 5 years of the Plan once adopted and not by 2031.

The Plan should be more flexible in terms of its housing and employment allocations therefore it should not need to be altered as a result of changes to projections and employment demand.

Further to this some respondents were of the view that the plan will unnecessarily over allocate land for development against the housing target. Linked to this, some respondents consider there are sufficient sites that benefit from planning permission which means that not all of the proposed allocations are required.

Many respondents felt Rugby Borough Council had not met the Duty to Cooperate by not allocating the unmet growth adjacent to Coventry City Council's boundary

Some developers have indicated that there is overreliance on large scale sites which take time to delivery therefore additional small scale allocations should be made to ensure a sufficient supply of housing.

The HBF stated the Local Plan should have contingency sites of around 10-20% of the overall housing target to ensure the housing is delivery throughout the plan period.

Many respondents, including Daventry District Council, did not feel the plan justified why provision needed to be made on greenfield sites in locations outside of the development strategy. Linked to this was a view that no analysis has been undertaken to explore how delivery on existing permissions/allocations and brownfield sites could be accelerated.

The site promoters of South West Rugby were of the view that DS8 should state 'a minimum of 5000 dwellings' rather than 'up to 5000' dwellings. Similarly it was suggested that the employment land allocation for this site should be expressed as a minimum requirement.

There was considerable concern, largely from local residents at the proposed allocations of South West Rugby (DS8) and Lodge Farm (DS10).

The ability of the proposed allocations to deliver at the required rate was questioned by respondents, many of which felt that there is significant development proposed within the south west of Rugby which would impact upon overall delivery rates. Conversely in their representation the promoters of the South West Rugby allocations were of the view that there are no technical or physical reasons that would prevent a higher rate of delivery of the site.

There was a clear theme in many of the comments from local residents about the loss of identify of Dunchurch village as it will be consumed into Rugby town by the South West Rugby allocation.

Many respondents were concerned about the potential for increased flooding in surrounding areas as a consequence of the South West Rugby and Lodge Farm allocations.

The close proximity of the distribution warehouses on the South West Rugby allocation to Thurlaston conservation area drew concern.

Many comments were received regarding the impact of the proposed allocations on existing services which were already considered to be at capacity. This included local schools, access to health care and the existing road network.

Although the provision of an onsite GP surgery on South West Rugby was welcomed, many respondents felt there would be issues in recruiting to the surgery as demonstrated in local surgeries in the area.

Doubts were also raised about the GP surgery at the Lodge Farm site particularly in relationship to who will run the surgery and the number of patients that would be required to enable its delivery.

The capacity of the existing road network generated the greatest level of comment. The crossroads in Dunchurch was commented on extensively, with many respondents of the view that it was already over capacity, resulting in congestion, noise and air pollution issues for the residents of the villages and also detrimentally impacting the historic core of the village. The crossroads at Dunchurch would not be able to cope with the inevitable increase in traffic as a consequence of Lodge Farm and South West Rugby.

There was a mixed response to the effectiveness of the spine road network as proposed in draft policy DS9. Some agreed that it would provide a more attractive route to Dunchurch crossroads whilst others felt that traffic coming from the new developments would continue to use the Dunchurch crossroads, in particular those heading towards Southam and Daventry. Concern was also raised at the timescales for the delivery of the spine road network. Given the existing problems at the crossroads many felt that this was too late in the delivery of the South West Rugby allocation and that it should be delivered in advance of any development of the allocation to properly address the impacts.

Respondents felt the proposed allocations could not support the delivery of the spine road network financially.

The site promoters of South West Rugby did not consider that the Pottsford Dam link was necessary to facilitate delivery of South West Rugby, or that its provision has been adequately justified in technical terms. Conversely Warwickshire County Council Highways were of the view that a North-South link between the M45 and the A4071 at Pottsford Dam would provide a safer alignment to the site for traffic accessing north Rugby.

Some respondents commented that the route alignment as currently proposed was inconsistent with that contained within the South West Rugby Supplementary Planning Document which was published for information alongside the Publication Draft Local Plan consultation.

Some Respondents questioned the inclusion of the Bilton Fields site (off Ashlawn Road) within the South West Rugby allocation. This was also raised by the site's promoter.

Specifically in relation to Lodge Farm, respondents felt the site's residents would 'rat run' through villages of Barby and Kilsby from Lodge Farm to access job opportunities at DIRFT. 'Rat running'

concerns through surrounding villages and rural lanes were also raised from the Lodge Farm site travelling towards Leamington, M40, Southam and Banbury.

Criticism was also extended to the evidence which informed the transport mitigation. Many respondents, including Daventry District Council were critical of the transport model which informed the Strategic Transport Assessment for not being extended to cover the Lodge Farm area and neighbouring villages. Northamptonshire County Council highlighted that additional modelling will be undertaken for the Lodge Farm site and that any mitigations identified should be incorporated into the Lodge Farm site allocation policy.

The transport model has also been criticised for not incorporating up to date traffic counts and take account of development that has occurred since the model was first developed.

Considerable comment was received concerning the potential loss or damage to Cawston Spinney as a consequence of the proposed South West Rugby allocation. Residents were concerned about the loss of wildlife habitat and ancient woodland. Conversely the site promoters felt there should be no specific size of buffer to Cawston Spinney as opposed to the 30m as stated in draft policy DS8.

Respondents were also concerned about the large extent of land proposed for the allocation of development and the subsequent loss of agricultural land, in particular on the South West Rugby and Lodge Farm proposed allocations. Natural England is in general supportive of DS8 as a relatively strongly worded policy and pleased with the proposed SPD with associated masterplan, paras 4.28 and 4.42. The multiple ownership alongside the important role of green infrastructure for the site makes these tools extremely important to ensure the natural environment is protected and enhanced in a strategic way.

Concern was raised at the way in which the spine road network appears to cut through the ancient woodland. Masterplanning would protect local environment and improve local infrastructure.

There were also concerns regarding the loss of footpaths from both the South West Rugby and Lodge Farm allocations.

Biodiversity concerns specific to Lodge Farm were related to the impact on bird migration routes and loss of bird habitats as a result of the proposed development.

Some respondents felt that the land where Lodge Farm is proposed is in a prominent position and that there would be difficulties in providing landscaping mitigation to sufficiently assimilate the site into the surroundings.

Many respondents felt Lodge Farm is not a sustainable location for new development. The site is isolated and will be dependent on the use of the private car to access employment and services.



Many of these respondents were of the view that Walsgrave on Sowe, which had been proposed for allocation in the Preferred Options Local Plan, is a more sustainable location as it is in close proximity to Coventry City, and therefore a more sustainable location to meet the unmet needs from Coventry than Lodge Farm.

Government guidance allows for Green Belt swaps therefore Green Belt land should have been considered.

A number of respondents highlighted that Lodge Farm Garden Village is not supported by the community.

Natural England was disappointed to see that the Green Infrastructure Proposals Map in the supporting documentation for the plan does not acknowledge Lodge Farm and its potential role in the connection of existing ecological networks and its proximity through to the Oxford Canal. There were fewer comments regarding the proposed rural allocations. These tended to be by Parish Councils and residents of those villages which were allocated new dwellings through policy DS3. They expressed concern about the types of dwellings to be developed, the impact the allocations would have on the local transport network, services and flooding. A few respondents considered that exceptional circumstances for the release of Green Belt for housing has not been demonstrated with some stating that the extensions of settlements outside of the Green Belt has not been fully explored prior to the release of the Green Belt sites.

Omission site promoters considered that their site should be allocated instead or in addition to ones identified within Policy DS3.

Concern was raised by Princethorpe Parish Council about the impact of SW Rugby and Stretton on Dunsmore allocations on the highway network by Princethorpe; and specifically in relation to Stretton on Dunsmore allocations impact on flooding and services within Princethorpe.

Ryton on Dunsmore Parish Council supported the allocation of land for residential development and the proposed removal of open space designation within the settlement boundary.

Warwickshire County Council Archaeology considered that the Heritage Assessment Review provided an adequate assessment of any potential impacts upon the historic environment. Though account has not been taken of the non-designated heritage assets as contained within the Warwickshire Historic Environment Record. CPRE considered a full policy on the Green Belt was required. This should set out the role and purposes of the Green Belt in Rugby Borough and policies to protect it; with any changes to the Green Belt boundary specifically listed, and justified in supporting text.

Coton Park East allocation could be improved through the allocation of land for a secondary school

Historic England raised concern at the potential impact the proposed allocation of land at Coton House will have on the Listed Building.

One respondent stated the employment growth targets were too high and felt that the Cambridge Econometrics evidence was overinflated and should not be relied upon. Experian was referenced as being more accurate. The Coventry and Warwickshire Local Enterprise Partnership (CWLEP) Atkins study headline figure was also cited as being more accurate in informing employment growth.

Respondents questioned the need for additional employment land allocations given the proximity of existing employment sites which are deemed to be in a better location than that of the employment land within the SW Rugby allocation.

Concern was raised that the environmental impact of building large employment units in close proximity to Cawston Spinney had not been taken account of, and that employment development in this location would generate a vast amount of traffic and pollution for Dunchurch and surrounding areas.

CPRE questioned the calculation of the overall employment target in terms of an uplift from the 79 hectare jobs growth forecast figure and a target that seeks to increase past take-up rates identified in the Employment Land Study. Concern was also raised with the Borough's supply-demand balance, in particular why the area of employment land at Rugby Radio Station contributing to supply had been reduced. They also queried the need and suitability for the proposed employment allocation at SW Rugby and suggested allocations should only be made at Coton Park East and Rugby Radio Station, as well as querying the overall target in relation to sites at Ansty Park and Ryton in connection with the C&W Employment MOU.

Stagecoach supported the employment allocation at SW Rugby as it considers this will rebalance journey to work flows across the urban area.

Employment development at SW Rugby was supported by the site promoter(s) as a means of supporting the spatial requirements of the logistics sector as a key component of both the local and national economy. Comment was made that without the provision of new sites there will be a shortage of land for strategic distribution needs. It was also suggested that the 35 hectare allocation in the local plan related to the employment area only and not the associated land for landscaping, roads and drainage.

The CWLEP and C&W Chamber of Commerce responded similarly on the issue of sub-regional economic growth and the need for further strategic employment sites to be identified, particularly on the edge of Coventry. It was argued that local authority methods for determining employment needs relies too heavily on labour force/demand projections and not enough on market signals, and

therefore the 714 hectare target identified in the C&W Employment MOU is grossly inadequate. It was suggested that land should be removed from the Green Belt in the Ansty Park / Walsgrave area to allow sub-regional employment land supply to be increased.

Site promoters with land interests on the edge of Coventry also put forward similar arguments concerning a need to allocate land in the Green Belt (and also the promotion of a site which the local plan would require Green Belt release; known as Parcel C6 in the Green Belt Review) in this location for additional employment sites.

Some respondents were of the view that due to recent take up in the area and a buoyant employment market in the sub-region, the overall employment land requirement for Rugby Borough was set too low at 110 hectares. Other site promoters, including those promoting land elsewhere in the Borough, suggested an early review of the local plan may be necessary if market forces identified that employment needs were too low and additional sites were required.

Although many comments received were of concern on the extent and location of growth within the plan some respondents were of the view that the plan was well thought out.

#### **RBC response to comments**

G L Hearn produced the SHMA and the subsequent updates for the entire Housing Market Area (HMA). This piece of evidence has been found sound by independent examination of Coventry's, Warwick's, Stratford's and North Warwickshire's Local Plans. Furthermore the NPPF is clear that the housing needs of the HMA must be produced consistently on a HMA wide level. To move away from this piece of evidence would likely cause issues of soundness and potentially Duty to Cooperate impacts for the authority.

The consequences of Brexit on household projections are not yet clear. The Government maintains however, that local planning authorities must ensure that they continue to work towards an up to date adopted local plan and that the household projections are the starting point for arriving at housing need.

The justification of Coventry City's unmet housing need is borne out of the work undertaken at the HMA level by all HMA authorities. The report to the Coventry, Warwickshire and South West Leicestershire Shadow Economic Prosperity Board in September which accompanied the Memorandum of Understanding details the research and cooperation between the six planning authorities with responsibility for planning for housing need, as well as Warwickshire County Council, that determined the level of unmet need from Coventry and how this is distributed to the shire authorities. This is further reinforced by the Inspector of the Coventry City Local Plan accepting the evidence demonstrating the capacity of Coventry in meeting its own housing need. This approach and the MoU have also been accepted by the inspector of Warwick's local plan.

The distribution strategy has been informed by the necessity to vary the size and location of allocations within the borough to meet the annual housing target as discussed in the G L Hearn Housing Delivery Study and the role in which rural settlements can accommodate growth in a sustainable manner has been taken into account. The types and tenure of dwellings to be provided by the allocations and any other development proposals would need to comply with the housing policies contained within the Local Plan.

The Local Plan is based on the 2012 household projections. The Inspector for Coventry City Council's Local Plan Examination in Public requested that the authority produce a short paper which considered the impacts of the 2014 household projections. This paper showed there was very little difference in the housing needs of the HMA from the 2012 figures and the Inspector was content with the housing target to remain unchanged as a consequence. This position also applies to Rugby. Notwithstanding this, a reference to the 2014 projections will be added to the Publication Draft Local Plan.

The Strategic Housing Land Availability Assessment (SHLAA) considered sites submitted to the council. This process concluded the limited availability of brownfield land for allocation. Despite not being in a position to allocate brownfield land the Local Plan contains draft policy GP3 'Previously Developed Land' which seeks to support the redevelopment of previously developed land.

In relation to submissions from the omission site's no alterations are proposed to be made to the Local Plan development strategy or the housing allocations. The Local plan development strategy represents the most sustainable strategy and the housing allocations ensure a continuous supply of housing to meet the housing target.

Specifically regarding South West Rugby, up to 5000 dwellings is entirely appropriate to allocate on the site and for the site's contribution to the housing target overall. This figure has informed the various evidence documents which identify the level of infrastructure required to support the local plan growth. A minimum figure on this site would make evidencing the local plan much more complex and uncertain. Furthermore it has the potential to place uncertainty on the alignment of the housing and employment targets.

The Local Plan is supported by a Flood Risk Assessment and each proposed allocation is considered against this evidence. In particular none of the larger allocations are located outside Flood Zone 1 and they do not have surface water flooding issues that are considered insurmountable. This is supported by the representations made by the Environment Agency and the Local Lead Flood Authority which have raised no concerns on the proposed allocations at a strategic level. However, once a planning application is submitted on any of the allocations, the applicant would need to demonstrate compliance with the NPPF and the policies contained within the Local Plan regarding flooding.

The proposed South West Rugby allocation policy DS8 is clear that a buffer between Rugby and Dunchurch must be maintained. It requires the entire site is built out in conjunction with a comprehensive masterplan as contained within the South West Rugby Supplementary Planning Document. It is through this document and subsequent planning applications that the exact nature of the buffer will be defined.

The Local Plan is supported by the Infrastructure Delivery Plan, which is a live document and as such this will be continually updated. This details all infrastructure required to support the growth proposed for allocation. The type, amount, phasing and cost is informed by extensive and ongoing discussions with service providers including Warwickshire County Council Education, Highways, Coventry and Rugby Clinical Commissioning Group, Warwickshire Police, University Hospitals Coventry, Warwickshire NHS Trust and Western Power.

Specifically regarding the highway mitigation, Rugby Borough Council has worked closely with Warwickshire County Council and Highways England to produce the highways evidence in the form of the Strategic Transport Assessment (STA). Following on from the Publication Draft consultation, the modelling which informs the STA has been updated. The base model has been extended to include the Lodge Farm area (extended to include A45/Longdown lane junction, villages of Barby and Kilsby) and all survey data has been updated in 2016 in school time. The Lodge Farm site trip distribution, taking account of committed and proposed employment allocations across within the locality such as Jaguar Land Rover sites at Whitley and Gaydon, Magna Park and DIRFT 3 has also been revisited and agreed with by Northamptonshire County Council and Daventry District Council. The updated model also incorporates a specific Leicester Road corridor model which incorporates Saturday traffic alongside peak traffic data considered within the model.

Draft policy DS8 makes specific requirements regarding Green Infrastructure and Cawston Spinney within the South West Rugby allocated area. Notwithstanding this, additional text will be added to para 4.57 in the supporting text to require a management plan to be produced for the entire site.

Rugby's most recent Employment Land Study provides an explanation of the differences between forecasting approaches used in determining employment needs. It acknowledges the conclusions of the C&W Employment Land Study (Atkins) and compares the merits of using data from various forecasts (Experian, Cambridge Econometrics 2013 and Cambridge Econometrics 2014) as well as how actual jobs growth data for 2011-13 compares with these forecasts. It is therefore considered to be an up-to-date and robust evidence.

The overall employment land requirement for Rugby Borough of 110 hectares is considered to be justified by the Employment Land Study and uses data of labour demand, labour supply and past take-up, as recommended in national planning guidance. Each of these methods has limitations in projecting forward future needs and to base the employment target on only one of these

approaches, as suggested in some representations to the local plan, could undermine the alignment of housing and employment growth in the plan.

With regards to sub-regional employment needs, the C&W Employment MOU shows that Rugby Borough is in fact over providing on employment land provision for the needs of Coventry City, based on the redistribution of the overall shortfall identified in Coventry City's Local Plan. Whilst a plan period of 2011-31 does mean a proportion of the employment target will have been delivered prior to adoption of the local plan, jobs growth is still being provided for in the plan period. This includes some parcels on strategic sites not yet completed and therefore sub-regional jobs remaining in supply, as well as future jobs growth from commitments and allocations in and around the Rugby urban area.

## **5 Housing**

Sustainable development is at the heart of the planning system. Throughout the Local Plan process, the Borough Council has used sustainability as the starting point for future decision-making. Shaping the right type, mix and location of homes is central to Rugby Boroughs Local Plan.

### **What did consultees say?**

A respondent considered that Policy H1 does not allow for the provision of self-build as there are no provisions for small boundary amendments in small villages for well-designed development.

A number of the development industry consider that the SHMA recommended market housing mix should not be contained within the Local Plan and instead it should only be in the Housing Needs Supplementary Planning Document (SPD) as this document will be updated more regularly.

Some respondents considered the Policy H1 SHMA mix to be too inflexible. Consideration should be given to other factors such as market signals and trends, national policy and local evidence as demonstrated through a housing needs survey or a neighbourhood plan.

Policy H2 affordable housing targets should be based on a whole plan viability assessment to ascertain whether the policy is achievable.

The affordable housing mix and tenure should be more flexible to take account of wider affordable housing products, market trends, housing needs surveys and specific site responses from registered providers.

Housing Needs SPD needs to be updated to reflect the national policy and the SHMA. It should not contain any financial burdens on development in accordance with the NPPF.

The affordable housing target will not meet identified affordable housing need contained within the SHMA.

One respondent considers that clarity is required to ensure that Policy H2 does not relate to C2 proposals

The Local Plan should set out a commitment as to when and how it will review its housing policies in relation to upcoming national planning policy changes, particularly in relationship to affordable housing requirements and products.

Concern raised that Policy H3 will result in the development of houses in open countryside and instead consideration should be given to temporary accommodation.

The affordable housing definition set out in the Local Plan Glossary should reflect that set out in NPPF Annex 2.

Respondents highlighted that open market housing is allowed as part of rural exception sites to support the delivery of affordable housing, whilst Policy H4 seeks to deliver significant affordable housing. It is also viewed that viability considerations are not taken account of.

A respondent requested additions to Policy H4's requirement to demonstrate that there are no suitable sites within the existing defined settlement boundary, and for the proposal not to have an adverse impact on the character and/or appearance of a settlement, their setting or the surrounding countryside, and is not consistent with national planning policy. Clarification as to what is deemed 'suitable' is also required.

A respondent noted that some affordable housing tenures allow for 'stair-casing', meaning that some rural exception dwellings will not remain affordable in perpetuity.

Policy H6 does not define 'large development proposals' or 'meeting the needs of older persons'. It is also considered that the policy restricts development to large development sites only, which is not consistent with the NPPF.

Policy H6 supporting text states that C2 development can count towards housing land supply and if this is the case it is recommended that the housing need for C2 bed spaces should also be identified as a separate element of the housing requirement in Policy DS1.

## **RBC response to comments**

Policies contained within the Plan allow for development of sites that could be suitable for self-build. Further to this, policy GP2 proposes that development could occur within the settlement boundary of Rural Settlements, without the demonstration of a local need which is not afforded currently through the adopted Core Strategy.

The supporting text to Policy H2 states any final housing mix achieved on any site should be informed by an up to date position set out in the Housing Needs SPD (taking account of any SHMA updates), any changes to the definition of affordable housing, any relevant site specific issues and evidence of local circumstances.

The affordable housing target is a deliverable target. The housing trajectory sets out that there will be an over provision of dwellings against the housing target, which enables the opportunity for further affordable dwellings to be provided in accordance with the SHMA.

It is proposed that the affordable housing definition will be amended to reflect the NPPF annexe 2 which will ensure that future affordable housing products will be covered within the local plan.

Policy H4 is deemed consistent with national planning policy where it requires the identification of sites within settlement boundaries prior to the release of green field sites which could be in Green Belt locations. The definition of 'suitable' is that contained within the national planning policy framework. Policy H4 wording of allowing market housing to facilitate the provision of significant affordable housing to meet local needs is consistent with the NPPF. The policy also states that viability is a consideration, again consistent with the NPPF.

Policy H6 does not restrict the location of specialist housing but seeks that its provision should be considered on large development proposals. The policy will be amended to clarify which developments this will be relevant to.

The Local Plan will not be seeking an additional target for C2 bedspaces, therefore it is proposed that paragraph 5.46 is deleted.



## **6 Economic Development**

Directing employment sites to the most sustainable locations is central to Rugby Borough's Local Plan. This involves both protecting existing employment land and promoting new employment sites, where they can both play a role in the local and sub-regional economy.

### **What did consultees say?**

A representation from a site promoter considered that Policy ED1 did not have sufficient emphasis on the ability of existing employment sites to contribute to the qualitative demand for smaller units as identified in the Rugby Employment Land Study (2015), rather than this purely being a requirement, and the sole burden, of the proposed allocation of a new employment site at Coton Park East (see also Policy DS4/DS7).

A site promoter responded saying that there is no mechanism in the local plan for the expansion of Ansty Park to reflect its importance in terms of both the Borough and regionally. It was stated that together with associated housing growth proposals, this could form a wider mixed use site that should be preferred to other sites proposed in the local plan.

Another site promoter representation stated that Policy ED1 failed to recognise the importance of the Rolls Royce (Ansty) site, to allow for its optimum regeneration and redevelopment. It was considered that whilst the policy does allow for redevelopment of designated employment sites, the policy should be framed in a more positive way to allow for significant redevelopment of the Rolls Royce site in particular, thereby encouraging major investment in the site to the benefit of the local and sub-regional economy.

Several representations commented that the requirements of Policy ED1 were overly onerous on developers and not positively prepared due to the burden of requiring marketing evidence to allow for the change of use of employment sites to other uses. They considered that this would slow the planning process down. It was suggested that the policy be changed to refer to other appropriate tests as well as marketing. Comment was made that the release of employment land is crucial in meeting housing needs. It was also argued that paragraph 22 of the NPPF only relates to allocated employment sites, whereas Policy ED1 goes too far in also protecting non-allocated sites.

Concerning Policy ED2, site promoters for the proposed allocation at SW Rugby supported this policy by saying it was consistent with national planning policy and would enable the delivery of sustainable development.

Regarding Policy ED3 and the potential for conversion of a building for employment purposes outside the Rugby urban area, Warwickshire County Council Archaeological Service supported the policy's acknowledgment that the building's historic or archaeological merit should be a consideration in determining whether the conversion is suitable.

Representation was made that Policy ED3 should also include the provision of Motorway Service Areas (MSAs) as an exception to where employment development would be considered acceptable outside of the urban area or other local plan allocations.

Also in relation to Policy ED3, a site promoter suggested that the policy should be amended to allow for the provision of employment land on allocated sites that are not already covered by the designated employment sites listed in Policy ED1 or that fall within the urban area.

The site promoter for Lodge Farm suggested that Policy DS10 should identify inclusion a 2 hectare employment site within the allocation, noting the importance of providing some employment land at Lodge Farm to help create a mix of uses in the new community.

### **RBC response to comments**

An amendment has been made to the supporting text of Policy ED1 to acknowledge in explicit terms that existing employment sites already provide for a range of employment occupiers, including those requiring smaller units. The intensification and redevelopment of existing sites will be encouraged, in particular where this will deliver new units or investment in current units up to 50,000 sqft.

No change is proposed to explicitly refer to the redevelopment of the Rolls Royce site, which is already recognised as an important employment site through its designation in Policy ED1. Whilst the site is in the Green Belt, as it is a previously developed site with a significant previous footprint. It is considered that suitable provisions already exist in Policy ED1, consistent with the NPPF, to enable future investment in the site.

Similarly, it is not considered that an expansion of Ansty Park for a mixed use development would accord with the strategy for meeting the assessed development needs for housing and employment as set out in the local plan. A range of evidence exists which demonstrates how development targets have been arrived at, and how site allocations are proposed to meet these targets. This evidence includes consideration of unmet need in the wider sub-region and how Rugby Borough is contributing to addressing identified shortfall as set out in the Housing and Employment MoUs for Coventry & Warwickshire.

The supporting text to Policy ED1 was amended following the Preferred Options consultation to acknowledge that marketing is only one of the tests identified by evidence and therefore applicants may be able to demonstrate that other tests are more suitable in showing a loss of employment land would not have an adverse impact on supply. No further change is considered necessary.

## **7. Retail and the Town Centre**

The Local Plan recognises the need to respond to the changing role of town centres. This will be achieved through building on the town centres existing strengths through policies re-enforcing the town centres retail function yet allowing sufficient flexibility for changes of use, where appropriate. Proposed developments that would be considered 'main town centre uses' such as retail are directed towards the town centre first before other locations are considered.

### **What did consultees say?**

Comments were received expressing concern as to the cumulative impact on the town centre of out-of-town retail parks, with reference made to the closure of town centre stores.

Concern was expressed in relation to the perceived lack of an overall plan for the town centre. Support was expressed for the principle of reducing the town centre boundary but one respondent objected to the principle of excluding the Clifton Road shops from the town centre boundary. This objection was on the basis that the row of shops on Clifton Road is considered a continuation of shops and services along Church Street. If excluded from the town centre, the Clifton Road shops should be afforded a formal status to afford a greater degree of protection to the retail units.

An imaginative look at revitalising town centre brownfield sites should have been looked at.

High quality dwellings and adequate parking will bring young people back to town centre to boost spending power for local shops in the town centre.

### **RBC Response:**

The Local Plan defines a role for the town centre as a retail, leisure and cultural destination which compliments existing out-of-town retail developments offering a different range of goods. The Local Plan is consistent with the existing approach in that any proposed future out-of-town retail development would have to demonstrate that it would not cause an adverse impact to the town centre.

The Local Plan contains policies which will seek to support the redevelopment of town centre sites- such as the former Gala Bingo site on Evreux Way- as well as supporting the refurbishment of existing units for appropriate town centre uses as and when such units become available. In support of this, the town centre boundary is proposed to be contracted in order to ensure main town centre uses are focused in closer proximity to existing commercial uses. This will concentrate footfall around the Primary and Secondary shopping frontages by protecting their retail function whilst allowing a greater mix of uses outside of these frontages. Residential living is also supported within the town centre to support its vibrancy.

It is considered that collectively the town centre policy framework proposed within the Local Plan provides a coherent strategy to support the town centre and provides guidance for when planning applications are brought forward for individual development sites.

The shops identified along Clifton Road will continue to be retained within the town centre boundary as they form an important element of the town centre with a number of retail units which will benefit from the protection afforded in the town centre polices. As such the town centre proposals map will be amended accordingly.

## **8 Healthy, Safe and Inclusive Communities**

The Council recognises the important role that spatial planning has in the creation of healthy, safe and inclusive communities. It is important that community needs are supported through appropriate physical and social infrastructure, as well as other facilities and services that contribute to improving overall quality of life, physical health, mental health and well-being.

### **What did consultees say?**

Of the representations received on this chapter, the majority of these were on policies HS1 and HS2. Regarding Policy HS1, Warwickshire Police (WP) and West Mercia Police (WMP) responded stating that this policy was inconsistent with the NPPF and that it would be difficult to secure consistent application of the policy from one development to the next. It was suggested that text incorporating 'Secured by Design' principles and standards was added to this policy.

The Canal and River Trust emphasised their support for access to Green Infrastructure, including canals and their towpaths, to be addressed in Policy HS1. They also stated that they were satisfied previous comments at the Preferred Options consultation stage had been addressed by the Borough Council concerning supporting text to Policy HS4.

A number of site promoters objected to Policy HS2 in that it is too onerous for developers to implement at planning application stage. They argue that the National Planning Policy Guidance (NPPG) places the onus on the health provider to assess whether a development will have an impact on the delivery of services, and that a housing proposal alone will not necessarily have an adverse impact on people's health. It is further suggested that health infrastructure requirements for the entire local plan period should be determined on a Borough wide basis through the Local Plan's Infrastructure Delivery Plan (IDP).

Also in relation to Policy HS2, the House Builders Federation (HBF) acknowledged the same issue as site promoters above, that it is for the Borough Council to work with public health organisations to provide for the health and well-being of the population, rather than applicants for individual applications. If the policy is retained then it is suggested that a Health Impact Assessment (HIA) is

only required where a significant impact has already been identified rather than a blanket imposition on all applications over 150 dwellings.

An additional representation from a site promoter regarding Policy HS3 stated that the provisions of this policy, whilst welcomed in principle, should only apply where a local facility or services are in public use as otherwise the loss to the local community would be negligible.

Regarding Policy HS4, comment was received from a site promoter that the supporting text should be amended to acknowledge where a site specific requirements may lead to an over provision of a certain open space typology, then this may be offset by under provision of another typology. This representation also raised concern that developments should not be 'double charged' for open space S106/CIL contributions if an existing deficit in open space was likely to be increased and the site crossed a Parish or Ward boundary.

A further representation on Policy HS4 commented on the text that refers to off-site contributions to local facilities being made in a location which adequately serves the new development. It was suggested that "within walking distance" is added to this sentence to ensure the location of new facilities definitely serves the new development.

A Comment was received that Policy HS5 should be more consistent with NPPF paragraphs 123 and 124 on air quality, as the current requirement for 'effective mitigation' was too vague. Recommended that the text is amended to say new development should be consistent with local air quality action plans relating to the Air Quality Management Area (AQMA) the site is within.

### **RBC response to comments**

Policy HS1 is considered to already promote good design being used in new development to minimise the potential for crime and anti-social behaviour.

Policy HS2 is intended to complement the more strategic level of health impact assessment already undertaken for the local plan, in consultation with health authorities and other relevant stakeholders. Consultation at the local plan level has already identified that the level of growth proposed in Rugby Borough over the plan period will have an impact on the provision of healthcare services. It is therefore necessary that more detailed assessment of potential impacts and mitigation required, if any, is undertaken and that this is only required for developments of a scale likely to have a significant impact in isolation on the provision of these services.

Policy HS3 seeks to retain community facilities and services due to the important contribution these can make to a local community. This policy applies to services and facilities that provide for public use, regardless of ownership, and therefore seeks to avoid development that would result in a loss to the community.

Policy HS4 sets out open space standards based on evidence contained in the Borough's latest Open Space Study/Audit. It is considered these are an up to date and robust source of evidence and should be used as a starting point for considering open space provision for all new residential developments over the 10 dwelling threshold in the policy.

Detailed issues concerning the exact composition of typologies on a site and the balance between on-site and off-site provision will be determined through the development management process. The policy wording that requires off site contributions to be made towards local facilities in a location that serves the new development is considered to be justified and consistent with national policy and therefore no further change is considered necessary.

In terms of Policy HS5, the supporting text states that the Council will produce an Air Quality SPD and mitigation requirements for development proposals will be expected to be consistent with this. The preparation of the SPD will be informed by expertise from the Council's Regulatory Services team and will therefore take full account of existing AQMAs and action plans, in order to determine how new development proposals impact on air quality.

## **9. Natural Environment**

Throughout the policies in this section, the Local Plan will provide a policy framework to protect, enhance and (where appropriate) restore the Boroughs natural landscape, environmental assets and habitats. Where opportunities exist, policies will seek to improve public access, improve habitat connectivity and create new green infrastructure assets in order to strive for net gains in biodiversity.

### **What did consultees say?**

Comments received were generally supportive of the natural environment policies set out in the Local Plan.

One consultee expressed an appreciation for the compatibility between NE4: landscape protection and SDC3: Protecting and Enhancing the Historic Environment.

There was support for the recognition of 'blue infrastructure' although further clarity on its definition is requested. The supporting text to the Preferred Option document made specific reference to canals although has since been replaced with 'watercourses'.

A consultee has requested that the references in Paragraphs 9.10 & 9.11 should be amended to 'canals and watercourse corridors'. Furthermore, this consultee considered that canals should be acknowledged as 'Blue infrastructure' and called for recognition as to the specific role of canals in providing recreational, economic and environmental benefits. For example, it was suggested that

canals support outdoor physical activity and provide a 'natural health service' by acting as 'blue gyms'.

A consultee considered that the proposed development at Lodge Farm creates the opportunity to provide new Green Infrastructure Areas and to link up the Strategic GI networks within the area that are currently disconnected.

It has been proposed that the 'Green Infrastructure Opportunity Area' in the South West corridor shown on the Green Infrastructure Proposals map is extended to join up with the Strategic Green Infrastructure Network at Hillmorton. This would serve to link up the larger Strategic Green Infrastructure Networks thus helping to retain local movement of wildlife south of the town.

One consultee highlighted how the proposed location of Lodge Farm falls within a Natural Character Area and nationally significant bird migration corridor. This is perceived to particularly affect Farmland Birds, which are a protected species. It is proposed that a 'green belt' be formed around or adjoining any garden village development.

A consultee interpreted that a net biodiversity gain is unnecessary. Suggested an alternative to biodiversity offsetting should be considered as it's not the most appropriate method of calculating biodiversity loss and could result in inappropriate levels of compensation.

Some respondents stated the Rainsbrook Valley should be included in the Green Infrastructure corridor or be designated as a countryside park.

### **RBC Response**

The policies within the local plan are considered to accord with government policy in that one of the key overall objectives driving the policies is to strive for net gains in biodiversity, in line with the NPPF.

The recognition of canals as part of 'blue infrastructure' is considered to afford sufficient status to the Borough's canal network as adding further details may place disproportionate emphasis on canals relative to other forms of blue infrastructure. As such, altering the wording to "canals and watercourses" is considered unnecessary as 'watercourses' is inclusive of canals.

The strategic green infrastructure network proposed within the Green Infrastructure Proposals map was developed in conjunction with statutory consultees. Policy NE3 states that where appropriate new development must provide suitable GI linkages throughout the development and link into adjacent strategic and local GI networks or assets where possible. If deemed necessary during the planning application process mitigation measures could be agreed at a future date, but this falls outside of the local plan process.

Green Belt allocation in itself will not guarantee any environmental benefits, so is not considered necessary.

Although the Rainsbrook Valley clearly is a locally attractive environment, it does not have any nationally or locally significant designated areas which could soundly inform a specific local plan designation or inclusion within the Green Infrastructure Network. Furthermore, policies within the Local Plan enable the protection of landscape and GI assets.

The approach to biodiversity offsetting contained within the Local Plan is considered to be in line with national guidance.

## **10 Sustainable Design and Construction**

This section seeks to achieve high quality, inclusive design alongside the highest viable standards of environmental performance in all development.

### **What did consultees say?**

General support was given to SDC1, including its approach to density of new development and where new housing is proposed next to sensitive sites e.g. waste facilities, although it was also commented on that the wording and expected densities were ambiguous.

A comment was received in relation to SDC2 about the policy overlapping NE4 and not being able to suitably require retention of landscape character.

Some support was given to Policy SDC3 and the protection given to heritage assets, however it was also highlighted in other comments that the level of protection is excessive compared to the requirements of the NPPF, and that amendments should be made.

Some comments made about SDC4 suggested the proposed water and efficiency standards required justification and evidence. Support for the use of Building Regulations as a measure was given in another comment.

A request was made to include reference to using canals or rivers for heating or cooling purposes.

Support given for the alterations made to SDC5 since the Preferred Options stage, although some additional measures relating to watercourse protection and flood risk reduction also requested. A request was made to reference the NPPG for site specific flood assessments.



Support given for SDC6 although request that sustainable urban drainage (SuDS) are located outside of floodplain. Suggestion that SuDS future maintenance is considered by developers.

In general, respondents have also commented on SDC5, SDC6 and SDC7 in relation to overall concerns about flooding as a result of development in the plan.

Some comments regarding Policy SDC8 included highlighting the need to avoid adverse impacts and for solar panels to be sited on the roofs of buildings in the first instance. Suggested requirement for solar not be left to BREEAM considerations and that developers should demonstrate why they should not be installed on new buildings. Preference stated to require no non-agricultural land is available first for this type of development. Request also made for clarification on the definition of 'large scale' solar development and for positive guidance on non-large scale solar farms.

There was a concern about the practical implementation of policy SDC9 due to securing agreements with network providers before a grant of planning permission. Impreciseness of proposed targets was also raised, however generally there was support for the policy. A comment did request that the policy be implemented for all parishioners in an area.

#### **RBCs response to comments**

Comments regarding the ambiguity of SDC1 were noted however it is considered the policy is suitable for achieving the objectives of the NPPF and does not require amendments.

With regard to concerns about SDC2, this policy focusses on the more site specific details of planting and surface treatment, and it is considered the policy as written is satisfactory.

An updated Water Cycle Study has been carried out which supports the use of the higher building regulations option for water efficiency and it is considered SDC4 is justified. Additional requirements have not been used that are beyond the technical standards.

Amendments regarding watercourse protection and SuDS will be made to policies SDC5 and SDC6. Some additional details will be provided as part of a Sustainable Design and Construction SPD.

The use of the term 'large scale' in SDC8 is in accordance with the wording given in the NPPF and is considered sufficient as each case can be considered on its merits. It is not considered justified to require solar panels on new buildings as a matter of course, and it may also be possible for developers to demonstrate alternatives when demonstrating energy efficiency. The wording of the policy was otherwise considered to be sufficiently in accordance with the NPPF, and other policies are also in place for protection of visual and residential amenities.

It was not considered necessary to amend SDC9, although in relation to concerns about the practical implementation of the policy, it was considered suitable to include the matter of broadband provision in the Infrastructure Delivery Plan.

## **11 Delivery**

This chapter details the necessary infrastructure and delivery requirements of both allocations and windfall developments that may come forward through the life of the Local Plan. It is essential that future development is supported by all forms of sustainable transport.

### **What did consultees say?**

The Canal and River Trust highlighted that where new development has the likelihood of increasing usage of canal towpaths, it is considered reasonable that the infrastructure needs associated with relevant sites includes contribution to towpath access and maintenance.

A site promoter at Coton Park East acknowledged support for financial viability being referenced as a consideration in determining planning obligations to make a development acceptable in planning terms. They point out that the same level of flexibility should be included in future Community Infrastructure Levy (CIL) requirements / policies otherwise the funding of non-CIL requirements such as affordable housing could be compromised.

A consultee stated that infrastructure should be in place before development is occupied, which will not be possible if development is delivered in a piecemeal fashion. Also queried whether CIL monies will be in place to deliver major infrastructure projects, such as the south west link road network.

A consultee highlighted the role of Planning Obligations in mitigating any impacts arising from development, especially in the event of any shortfalls in public sector funding.

It was expressed that maximum car parking standards should not apply to residential development.

Concern expressed that insufficient focus has been paid to the emergency services infrastructure requirement in Paragraphs 1.12-11.17, which could mean less developer contributions for emergency services thus risking undermining emergency services provision.

### **RBC's response to comments**

Contributions relating to towpaths would be clarified during the planning application stage of individual allocated sites.

Rugby Borough Council will look to set the CIL after the adoption of the Local Plan. CIL contributions on affordable housing will be in line with national guidance.

Appropriate levels of infrastructure will be agreed for individual developments based on the requirements identified. The Infrastructure Delivery Plan (IDP) is a live document and will be subject to updates informed through stakeholder engagement.

RBC will continue to work closely with Warwickshire County Council Fire and Rescue to confirm the details of the contribution requests.

Residential car parking standards appended to the Local Plan are guidance figures which do not set a maximum parking standard.

RBC details emergency services infrastructure provision in the IDP and S106 request can be made to development proposals where justified.

## **12 Infrastructure Delivery Plan**

Reference to a fire and rescue facility at the Coton Park East allocation should be removed from the IDP as it is no longer considered necessary.

Warwickshire Police have updated the requirements for sites including a requirement for Lodge Farm.

Warwickshire County Council Highways stated that Lodge Farm would also need to contribute to the same strategic infrastructure as South West Rugby such as the South West link road network and access restrictions and/or traffic calming in Dunchurch to deter through-trips and the M45/A45 mitigation.

The IDP provides no certainty as to when infrastructure will be delivered.

The IDP is vague with no cost and it is not clear who will pay for the infrastructure.

Infrastructure should be provided in advance of development.

The Ashlawn Road appeal site transport mitigations to alleviate Dunchurch crossroads is not included within the IDP.

The Strategic Transport Assessment (STA) mitigations should be included in full in the IDP.

UHCW seek the inclusion of Blue Light Access from the University Hospital Coventry Site to the A46 via Walsgraves Hill Farm as detailed in the Draft IDP at March 2016 at Appendix 7 to Coventry City Council's draft publication Local Plan.

**RBC Response**

The IDP will be updated to take account of the responses received by Warwickshire Fire and Rescue, Warwickshire Police and the updated STA.

The IDP is a live document identifying the strategic requirements to enable the delivery of the allocations contained within the Local Plan only. The costings for infrastructure will be updated accordingly.

**ENDS.**

## **Appendices**

### **Appendix 1: List of organisations consulted**

#### **Internal Consultees**

Building Regulations

Parks and Grounds

Affordable Housing

Regulatory Services

Corporate Property

Development and Enforcement

Sports and Recreation

Arts, Heritage and Tourism

Environment and Resources

Customer and Business Support Services

#### **Neighbouring Authorities**

Blaby District Council

West Northamptonshire Joint Planning Unit

Coventry City Council

Daventry District Council

Harborough District Council

Hinckley and Bosworth District Council

Northamptonshire County Council

Leicestershire County Council

North Warwickshire Borough Council

Solihull Metropolitan Borough Council

Stratford District Council

Warwick District Council

Northampton Borough Council

### **General Business Groups**

J Parriss The Jewellers

H and T Pawnbrokers

Brookes Restaurant

Brookside Stores Ltd

Swift Valley Partnership

6 Regent Street

Co-operative Travel

Fine and Country

Prontaprint

C&W Chamber of Commerce

### **General Consultants**

Hourigan Connolly

Brandon Estates Ltd c/o Framptons Planning

SSA Planning Limited

Roger Coy Partnership

117 The Midlands

Vincent and Gorbing

Delta Planning

Tarmac Trading Ltd c/o Heaton Planning Ltd

RPS Planning & Development Ltd

Howkins and Harrison

Define

RG+P Ltd

Strutt and Parker LLP

Pegasus Planning Group

Sworders

Edward Walpole-Brown c/o Brown and Co

Strutt and Parker

CB Richard Ellis (CBRE)

Deloitte

Planware

PlanInfo

Wearedefine

GL Hearn

Bilfinger GVA

Ancer Spa Ltd

DLP Consultants

**General Developers**

Byrne Building (Leics) Ltd

Gladman Developments Ltd

Barton Building Plans

Court (Warwickshire) Ltd

David Wilson Homes (East Midlands)

Bellway Homes Ltd

Wilson Bowden Developments

Castlemore

Gallagher House

JS Bloor (Services) Ltd

Trenport Investment

Bloor Homes

Gladman Developments

Persimmons Homes North Midlands

Development & Planning

O'Flanagan Homes

Barton Willmore

Muller Property Group

Arcus Consultancy Services Ltd

Turley

Mr and Mrs Carlisle c/o Wilbraham Associates

Mr and Mrs Bush c/o Sworders Agricultural

Bilton Grange School c/o Sworders Agricultural

Mr John Hilderley c/o Sworders Agricultural

Mr & Mrs McLeod c/o Sworders Agricultural

db symemtry c/o Framptons Planning

Cala Homes c/o Framptons Planning

Court Warwickshire c/o Framptons Planning

Mr B Gamble c/o Framptons Planning

Ardmore Ltd c/o Framptons Planning

Millboard c/o Framptons Planning

Tompkins Construction Ltd c/o Framptons Planning

Urban and Civic c/o David Lock Associates

Mr J Foxen c/o Strutt & Parker

Steve Gaunt Ltd c/o Strutt & Parker

Merriman Property c/o Pegasus Planning Group

Boveton Estate c/o Pegasus Planning Group

Persimmon Homes & AC Lloyd c/o Pegasus Planning Group

St Modwen c/o RPS Planning & Development Ltd

St Modwen

J.G Gray c/o RPS Planning & Development Ltd

Neyland Properties Ltd c/o Savills



Brayford Estates c/o Landmark Planning  
R and P Ellis c/o Howkins and Harrison  
WCC Minerals c/o Amec Foster Wheeler  
National Grid c/o Amec Foster Wheeler  
Dr Menon c/o John Shepher Group  
Roxhill Developments Limited c/o Oxalis Planning  
Rural Development Holdings c/o Oxalis Planning  
Archdiocese of Birmingham c/o First City Ltd  
WCC c/o Amec Foster Wheeler  
London and Cambridge Properties c/o D2 Planning  
Heart of England Co-Operative Society c/o P J Planning  
Jake Salisbury c/o Smith Jenkins Ltd  
Amberville Properties Ltd c/o CC Town Planning  
Tarmac Ltd c/o David Lock Associates

**General Local Groups**

Soroptimist International, Rugby  
Ramblers Association  
Rugby Ramblers Association  
Abbotts Farm Residents Assoc  
Clifton Upon Dunsmore Local History Group  
ReThink  
181 Bilton Road  
CPRE, Warwickshire Branch  
Benn Partnership  
Rugby District Tenants Association  
Rugby Borough Council  
Rugby Art Gallery and Museum

Bilton Evangelical Church  
National Federation of Gypsy Liaison Groups  
Governors of Dunchurch Boughton C of E Junior School  
Woodlands Residents Association  
Old Laurentians Society  
SARD - Stop Ashlawn Road Development  
Save Brandon Stadium Group

**Statutory Consultees**

British Gas (The Asset Front Desk)  
EDF Energy  
Scottish Power  
EON  
Npower  
SSE  
British Telecom  
Central Acquisition & Planning Manager O2  
Coal Authority  
Secretary of State for Transport Department for Transport  
Historic England  
Environment Agency  
Equality and Human Rights Commission  
Government Estates Management PO BOX 67161  
Natural England Consultation Service  
Severn Trent Water Customer Relations PO Box 5310  
LDF Section - The Planning Inspectorate  
Property Acquisition Manager EE  
Vodafone

Warwickshire County Council  
Arden Cluster  
AMEC Foster Wheeler  
National Grid  
Network Rail  
Warwickshire Coventry and Solihull LNP,  
Highways England  
Warwickshire Police and Crime Commissioner  
Coventry & Warwickshire LEP  
Coventry and Rugby Clinical Commissioning Group  
Coventry and Warwickshire Partnership NHS Trust  
NHS England PO Box 16738  
Energy Networks Association  
HCA  
Office of Rail Regulation  
Warwickshire health and well being board  
Assistant Contracts Manager  
Public Health Warwickshire, Communities Group  
Vodafone and O2 EMF Enquiries  
EE  
Three  
Warwickshire Police  
Warwickshire Fire & Rescue - Area Commander  
Capital and Property Resources Service  
Junction 18 Liaison Forum  
Ecological services  
Warwickshire Wildlife Trust  
Archaeological Information and Advice

Warwickshire County Council Countryside Recreation

Citizens Advice Bureau

Orbit Housing Association

Derbyshire Gypsy Liaison Group

FFT Planning

Gypsy Council

Northamptonshire Police

Canal & River Trust

National Trust

CAMRA, Campaign for Real Ale

The Woodland Trust

Stagecoach

Coventry Airport

Theatre Trust

CSW Broadband

**Parish Councils**

Ansty

Binley Woods

Birdingbury

Bourton & Draycote

Brandon & Bretford

Brinklow

Burton Hastings

Cawston

Church Lawford

Churcover

Clifton-upon-Dunsmore

Coombe Fields

Copston Magna

Cosford

Dunchurch

Easenhall

Frankton

Grandborough

Harborough Magna

Kings Newnham

Leamington Hastings

Little Lawford

Long Lawford

Marton

Monks Kirby

Newton and Biggin

Pailton

Princethorpe

Ryton-on-Dunsmore

Shilton & Barnacle

Stretton Baskerville

Stretton on Dunsmore

Stretton under Fosse

Thurlaston

Wibtoft

Willey

Willoughby

Withybrook

Wolfhampcote

Wolston

Wolvey

## Appendix 2: Discussion Document Consultation

Dear Consultee,

### **Rugby Borough Local Plan Discussion Document: Consultation 1<sup>st</sup> July – 27<sup>th</sup> August 2013**

The Borough Council is producing a **Local Plan** which will set out development management policies to determine planning applications within the Borough.

This initial Local Plan document sets out policy areas to be developed, in the next stage of consultation which will be the Preferred Options document, to ensure that the Borough produces a development plan that conforms with the National Planning Policy Framework. The Local Plan is proposed to sit alongside the Adopted Core Strategy June 2011 and replace the remaining saved Local Plan 2006 policies, which together currently form part of the development plan for the Borough.

The Local Plan Discussion Document has been prepared to invite you to comment on the policy areas identified and provides an opportunity to suggest any additional policy areas or issues that you feel should be addressed.

**Copies of the Local Plan Discussion Document and its Sustainability Appraisal are available on [www.rugby.gov.uk/planning](http://www.rugby.gov.uk/planning) and for inspection at:**

**Rugby Borough Council** Town Hall Reception, Monday to Friday 9am to 5pm

**Borough Libraries** during normal opening hours.

**Representations by letter should be sent to:**

Development Strategy

Rugby Borough Council

Evreux Way

Town Hall

Rugby

CV21 2RR

**Or by email:** localplan@rugby.gov.uk

Should you have any queries regarding this process, or require any further information, please contact the Development Strategy team. We look forward to receiving your comments and hope you will continue to be active in the creation of the Local Plan.

Yours faithfully

**Sarah Fisher**

Development Strategy Manager

## **PUBLIC**

## **CONSULTATION**

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### **RUGBY BOROUGH COUNCIL**

#### **Rugby Borough Local Plan – Discussion Document**

*The Town and Country Planning (Local Planning) (England) Regulations 2012  
Regulation 18*

The Borough Council is producing a **Local Plan**, which will set out development management policies to determine planning applications within the Borough.

This initial Local Plan Discussion Document sets out policy areas to be developed in the next stage of consultation, which will be the Preferred Options document, to ensure that the Borough has a development plan that conforms with the National Planning Policy Framework 2012. The document is proposed to sit alongside the Adopted Core Strategy June 2011 and replace the remaining saved Local Plan 2006 policies which together currently form part of the development plan.

The document has been prepared to invite you to comment on the policy areas identified and also provide you with an opportunity to suggest any additional policy areas or issues that you feel should be addressed.

**Period in which representations can be made:**

**1<sup>st</sup> July-27<sup>th</sup> August 2013**

**Copies of the Local Plan Discussion Document and its Sustainability Appraisal are available for inspection at:**

**Rugby Borough Council Town Hall Reception**

Monday to Friday 9am to 5pm

**Borough Libraries** during normal opening hours.



A copy of the Paper can also be obtained from the Council's website:  
[www.rugby.gov.uk/planning](http://www.rugby.gov.uk/planning) where comments can also be made.

**Representations by letter should be sent**

**to:**

Development Strategy

Rugby Borough Council

Evreux Way

Town Hall

Evreux Way

Rugby

CV21 2RR

**Or by email:** [localplan@rugby.gov.uk](mailto:localplan@rugby.gov.uk)



Dear Councillor,

**Rugby Borough Local Plan Discussion Document: Consultation 1<sup>st</sup> July – 27<sup>th</sup> August 2013**

The Borough Council is producing a **Local Plan** which will set out development management policies to determine planning applications within the Borough.

This initial Local Plan document sets out policy areas to be developed, in the next stage of consultation which will be the Preferred Options document, to ensure that the Borough produces a development plan that conforms with the National Planning Policy Framework.

The Local Plan is proposed to sit alongside the Adopted Core Strategy June 2011 and replace the remaining saved Local Plan 2006 policies, which together currently form part of the development plan for the Borough.

The Local Plan Discussion Document has been prepared to invite you to comment on the policy areas identified and provides an opportunity to suggest any additional policy areas or issues that you feel should be addressed.

**Copies of the Local Plan Discussion Document and its Sustainability Appraisal are available on [www.rugby.gov.uk/planning](http://www.rugby.gov.uk/planning) and for inspection at:**

**Rugby Borough Council:** Town Hall Reception and Members Room

**Borough Libraries** during normal opening hours.

**Representations by letter should be sent to:**

Development Strategy

Rugby Borough Council

Evreux Way

Town Hall

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**Or by email:** [localplan@rugby.gov.uk](mailto:localplan@rugby.gov.uk)

Development strategy - Rugby Borough Council - Windows Internet Explorer Optimised

http://www.rugby.gov.uk/efg/efgContent/documents/efgDocuments/efgDocuments/2013/2013097

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Parish Level Documents

Strategic Land Availability Assessment

Leisure centres and recreation

Council tax

Benefits and help

Housing

Business

Events, tourism and countryside

Roads, streets and transport

Environment

The council, elections, meetings

The team is responsible for the production of the new Local Development Framework (LDF) which includes the Statement of Community Involvement (SCI), Local Development Scheme (LDS), Development Plan Documents (DPDs), Supplementary Planning Documents (SPDs) and the Annual Monitoring Report (AMR).

The Local Development Framework is available to view on the [Local Development Framework](#) page. The [Core Strategy DPD](#) was adopted in June 2011 and is also available.

Should you have any queries regarding planning policy or any of the documents available on this site, telephone (01789) 533758 or email [localplan@rugby.gov.uk](mailto:localplan@rugby.gov.uk)

**Rugby Borough Local Plan Discussion Document**

The Borough Council is producing a Local Plan which will set out development management policies to determine planning applications within the Borough. Consultation on the initial Local Plan document, setting out policy areas to be developed, has now ended. The next stage of consultation, the Preferred Options document, will ensure the Borough produces a development plan that conforms with the National Planning Policy Framework. The Local Plan is proposed to sit alongside the Adopted Core Strategy June 2011 and replace the remaining saved Local Plan 2006 policies, which together currently form part of the development plan for the Borough.

- [The Rugby Borough Council Local Plan Discussion Paper, July 2013](#)
- [The associated Sustainability Appraisal](#)
- [The associated Sustainability Appraisal Non Technical Summary](#)
- [Local Plan Glossary](#)

**Rugby Borough Council Employment Land Review 2013**

- [Rugby Borough Council Employment Land Review 2013](#)
- [Rugby Borough Council Employment Land Review 2013 - Appendices](#)

**Information on Development strategy**

### **Appendix 3. Development Strategy Consultation**

Dear Correspondent,

#### **RE: Local Plan: Development Strategy Consultation 11<sup>th</sup> April – 23<sup>rd</sup> May 2014**

Rugby Borough Council has published a Local Plan Development Strategy Consultation document for public consultation and we would be very grateful for your comments.

The Local Plan is being produced in response to recent technical evidence that outlines new housing need figures for the Borough. This consultation document provides a preliminary evaluation of the current local development plan documents and makes initial proposals on how the Council will move forward in the production of the emerging Local Plan.

The development of a new Local Plan for Rugby Borough will provide consultees, local residents and businesses a real opportunity to influence the form and direction of development in the Borough and help to improve the quality of life for those who live and work in our communities.

A copy of the Local Plan Development Strategy Consultation document can be viewed online at [www.rugby.gov.uk/localplan](http://www.rugby.gov.uk/localplan). Comments can be made online via the website or by post to the address above. A printable copy of the Consultation document is also available from the website or upon request from the Development Strategy Team on (01788) 533762. All comments should be made by **Friday 23<sup>rd</sup> May 2014**.

Should you have any queries regarding this process, or require any further information, please do not hesitate to contact us.

Yours faithfully

**Sarah Fisher**

Development Strategy Manager

Jane Field  
Environment Agency  
9 Sentinel House  
Wellington Crescent  
Fradley Park  
Lichfield, WS13 8RR

Rugby Borough Council, Town Hall,  
Evreux Way, RUGBY, CV21 2RR  
Telephone (01788) 533533

***Head of Planning and Culture***

***Anna E Rose, MA (Hons) MRTPI***

**Please ask for: Vicky Chapman**

**Direct Line:** (01788) 533762

**Email:** [Victoria.chapman@rugby.gov.uk](mailto:Victoria.chapman@rugby.gov.uk)

**Date:** Wednesday 28<sup>th</sup> May 2014

Dear Jane Field,

**RE: Local Plan: Development Strategy Consultation 30<sup>th</sup> May – 11<sup>th</sup> July 2014.**

Thank you for the advice you provided in response to our pre consultation of the Discussion Document consultation last summer. This has proved an important part of our understanding of the necessary evidence we require to take forward a robust Local Plan to adoption in relation to the development management policies.

In response to recent technical evidence that outlines new housing need figures for the Borough, Rugby Borough Council has now published a Local Plan Development Strategy Consultation document for public consultation. This consultation document provides a preliminary evaluation of the current local development plan documents and makes initial proposals on how the Council will move forward in the production of the emerging Local Plan.

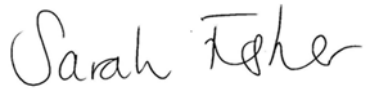
The development of a new Local Plan for Rugby Borough will provide consultees, local residents and businesses a real opportunity to influence the form and direction of development in the Borough and help to improve the quality of life for those who live and work in our communities.

In addition to providing any relevant comment on our proposals moving forward we would be grateful if you could consider the evidence we will require to support this element of the Local Plan through to adoption.

A copy of the Local Plan Development Strategy Consultation document can be viewed online at [www.rugby.gov.uk/localplan](http://www.rugby.gov.uk/localplan). Comments can be made online via the website or by post to the address above. A printable copy of the Consultation document is also available from the website or upon request from the Development Strategy Team on (01788) 533762. All comments should be made by **Friday 11<sup>th</sup> July 2014**.

Should you have any queries regarding this process, or require any further information, please do not hesitate to contact us.

Yours faithfully

A handwritten signature in black ink that reads "Sarah Fisher". The signature is written in a cursive, flowing style.

**Sarah Fisher**

Development Strategy Manager

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#### **Appendix 4: Preferred Options Consultation**

Dear Councillor,

#### **Rugby Borough Local Plan Preferred Options: Consultation 14<sup>th</sup> December 2015 - 19<sup>th</sup> February 2016**

The Borough Council is producing a **Local Plan** for the period 2011-2031, which will set out the long-term spatial vision for the area and the strategic policies required to deliver this. The Plan will also include up to date Development Management Policies, which are used to inform the decision making process for planning applications.

The Preferred Option is a draft version of the full Plan and presents what the Council currently sees as the best fit for the future of Rugby. Responses gathered from the previous Local Plan consultations, alongside the Sustainability Appraisal and a broad evidence base, have allowed the Council to define the Preferred Option.

The Local Plan is proposed to replace the Adopted Core Strategy June 2011 and remaining saved Local Plan 2006 policies, which together currently form part of the development plan for the Borough.

The Preferred Options document has been prepared to invite you to comment on the targets, strategies and proposals, and provides an opportunity to suggest any additional policy areas or issues that you feel should be addressed.

**Copies of the Preferred Option Document and its Sustainability Appraisal are available on [www.rugby.gov.uk/planning](http://www.rugby.gov.uk/planning) and for inspection at:**

**Rugby Borough Council** Town Hall Reception, Monday to Friday 9am to 5pm

**Borough Libraries** during normal opening hours.

**Representations by letter should be sent to:**

Development Strategy

Rugby Borough Council

Evreux Way

Town Hall

Rugby

CV21 2RR

**Or by email:** [localplan@rugby.gov.uk](mailto:localplan@rugby.gov.uk)

Rugby Borough Council should receive all representations by **5pm on Friday 19<sup>th</sup> February**.

Should you have any queries regarding this process, or require any further information, please contact the Development Strategy team. We look forward to receiving your comments and hope you will continue to be active in the creation of the Local Plan.

Yours faithfully,  
**Sarah Alexander**



Development Strategy Manager

Dear Consultee,

**Rugby Borough Local Plan Preferred Options: Consultation 14<sup>th</sup> December 2015 - 19<sup>th</sup> February 2016**

The Borough Council is producing a **Local Plan** for the period 2011-2031, which will set out the long-term spatial vision for the area and the strategic policies required to deliver this. The Plan will also include up to date Development Management Policies, which are used to inform the decision making process for planning applications.

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**Rugby Borough Council** Town Hall Reception, Monday to Friday 9am to 5pm

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**Representations by letter should be sent to:**

Development Strategy

Rugby Borough Council

Evreux Way

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CV21 2RR

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We are a leading property services company and we are looking for a motivated and enthusiastic individual to join our team. The successful candidate will be responsible for the maintenance and repair of industrial machinery. They will be required to work on a variety of equipment and to carry out preventative maintenance. The successful candidate will be required to work on a variety of equipment and to carry out preventative maintenance.

**Rugby Borough Council Notice**  
The Council is pleased to announce that it has received a grant from the Department for Communities and Local Government to fund a project to improve the safety of the public and to carry out preventative maintenance. The successful candidate will be required to work on a variety of equipment and to carry out preventative maintenance.

**Rugby Borough Council Notice**  
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**ASHING MACHI DGE FREEZER/TV**  
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00 00 LS m 00 we www.abbey-rentals.com 1788 51

**WINTER**  
- Property Services  
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**ASHING MACHI DGE FREEZER/TV**  
00 00 LS m 00 we www.abbey-rentals.com 1788 51

## Appendix 5: Publication Draft Consultation Letter

Dear Consultee,

### Consultation on the Rugby Borough Council Local Plan – Publication Draft

Rugby Borough Council would like to invite representations on the Rugby Borough Council Local Plan Publication. The Plan includes policies which will guide development and the use of land in Rugby Borough until 2031 and indicates what kind of development will be permitted in planning applications.

The consultation runs from **26<sup>th</sup> September until the 11<sup>th</sup> of November 2016**. Details of where to view the Local Plan and accompanying documents, and how to make representations are included with the enclosed **Statement of Representations Procedure** letter

All representations received will be submitted to the Secretary of State and will be considered as part of any independent Examination by a Planning Inspector.

As part of the consultation, Rugby Borough Council is hosting a number of drop-in events, which are listed overleaf. Please note that additional dates may be added and details are also subject to change. An up-to date list is viewable on the Council's website in the Local Plan section of the Council's website at: <https://www.rugby.gov.uk/localplan>

You have received this letter because your contact details are held on our Register of Consultees database. If you no longer wish to be consulted on Planning Policy matters, and/or the contact details are incorrect, please let us know by contacting us via the above details.

Yours faithfully,

Victoria Chapman  
Development Strategy Manager  
Rugby Borough Council

Dear Consultee,

**Additional Consultation on the Rugby Borough Council Local Plan – Publication Draft**

Rugby Borough Council consulted on the Local Plan Publication Draft from Monday 26 September to Friday 11 November 2016.

The Council has now agreed to hold an additional six week public consultation on the Local Plan Publication Draft. As such, if you have already made a representation to the Publication Draft Local Plan consultation, your representation will be taken into account and therefore you do not need to make your representation again.

The consultation will run from **Wednesday the 30th of November 2016 to 5pm on Wednesday the 11th of January 2017**. Details of where to view the Local Plan and accompanying documents, and how to make representations are included with the enclosed Statement of Representations Procedure letter.

You have received this letter because your contact details are held on our Register of Consultees database. If you no longer wish to be consulted on Planning Policy matters, and/or the contact details are incorrect, please let us know by contacting us via the above details.

Yours faithfully,

Victoria Chapman

Development Strategy Manager

Rugby Borough Council



## GH COUNCIL LOCAL PLAN

### Publication Draft

#### Representation Procedure and Facts

This notice is provided in accordance with Regulation 19, 20 and 35 of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2012.

Rugby Borough Local Plan – Publication Draft

#### **Subject Matter**

The Council has now agreed to hold an additional six week public consultation on the Publication Draft. Representations already received on the Publication Draft will be taken into account and are not required to be submitted again.

The Plan sets out the spatial framework, site allocations and policies to guide development and the use of land in the whole of Rugby Borough up to 2031. It comprises a long term vision, strategic objectives, site allocations and development management policies. It will be used to guide the determination of planning applications over the plan period. It is document which the Council intends to submit to the Secretary of State.

#### **Publication Period**

Wednesday 30<sup>th</sup> November 2016 – Wednesday 11<sup>th</sup> January 2017

All responses must be received by 5pm on Wednesday 11<sup>th</sup> January 2017

**Where to view the documents:** The Rugby Borough Local Plan Publication Draft, Sustainability Appraisal and Consultation Statement are available to view on the Council's website at: [www.rugby.gov.uk/lpconsultation](http://www.rugby.gov.uk/lpconsultation)

Paper copies of the documents can be viewed (during opening hours):

Rugby Town Hall, Evreux Way, Rugby, CV21 2RR

Rugby Library, Little Elborow Street, Rugby CV21 3BZ.

Dunchurch Community Library, School St, Dunchurch, Rugby CV22 6PA

Wolston Library, Warwick Rd, Wolston, Coventry CV8 3GX

Other documents that support the Rugby Borough Publication Draft are available on the Council's website at: [www.rugby.gov.uk/lpconsultation](http://www.rugby.gov.uk/lpconsultation)

**Address**

Representations can be made in writing or electronically and submitted by any of the following means:

Email: [localplan@rugby.gov.uk](mailto:localplan@rugby.gov.uk) Online: [www.rugby.gov.uk/lpconsultation](http://www.rugby.gov.uk/lpconsultation)

Post: Development Strategy Team, Growth and Investment Service, Rugby Borough Council, Town Hall, Evreux Way, Rugby, CV21 2RR

**Please note that comments submitted to the Council cannot be treated as confidential.** Comments received during the consultation period will be submitted and made available alongside the Local Plan documents, to the Secretary of State for Communities and Local Government and must be made publically available.

**Future notification**

Representations can be accompanied by a request to be notified at a specified address of any of the following:

- The Local Plan has been submitted for independent examination;
- Publication of the Planning Inspectorate Report; and/or
- The Local Plan has been adopted



## RUGBY BOROUGH COUNCIL LOCAL PLAN

### Publication Draft – Consultation

### Representations procedure and documents

### Inspection

This notice is provided in accordance with Regulation 19, 20 and 35 of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2012.

Rugby Borough Local Plan – Publication Draft

#### **Subject Matter**

The Plan sets out the spatial framework, site allocations and policies to guide development and the use of land in the whole of Rugby Borough up to 2031. It comprises a long term vision, strategic objectives, site allocations and development management policies. It will be used to guide the determination of planning applications over the plan period. It is the document which the Council intends to submit to the Secretary of State.

#### **Publication Period**

Monday 26<sup>th</sup> September– Friday 11<sup>th</sup> November 2016

All responses must be received by 5pm on Friday 11<sup>th</sup> November 2016

#### **Where to view the documents:**

The Rugby Borough Publication Draft Local Plan, Sustainability Appraisal and Consultation Statement are available to view on the Council's website at: [www.rugby.gov.uk/localplan](http://www.rugby.gov.uk/localplan)

Paper copies of the documents can be viewed (during opening hours):

Rugby Town Hall, Evreux Way, Rugby, CV21 2RR

Rugby Library, Little Elborow Street, Rugby CV21 3BZ.

Dunchurch Community Library, School St, Dunchurch, Rugby CV22 6PA

Wolston Library, Warwick Rd, Wolston, Coventry CV8 3GX

Other documents that support the Rugby Borough Publication Draft are available on the Council's website at: [www.rugby.gov.uk/localplan](http://www.rugby.gov.uk/localplan)

#### **Address**

Representations can be made in writing or electronically and submitted by any of the following means:

Post: Development Strategy Team, Growth and Investment Service, Rugby Borough Council, Town Hall, Evreux Way, Rugby, CV21 2RR

Email: [localplan@rugby.gov.uk](mailto:localplan@rugby.gov.uk) Online: [www.rugby.gov.uk/LPconsultation](http://www.rugby.gov.uk/LPconsultation)

**Please note that comments submitted to the Council cannot be treated as confidential.** Copies of all comments received during the consultation period will be submitted, alongside the Local Plan documents, to the Secretary of State for Communities and Local Government and must be made publically available.

**Future notification**

Representations can be accompanied by a request to be notified at a specified address of any of the following:

- The Local Plan has been submitted for independent examination;
- Publication of the Planning Inspectorate Report; and/or
- The Local Plan has been adopted



Dear Consultee,

**Rugby Borough Publication Draft Local Plan Sustainability Appraisal: Consultation  
26<sup>th</sup> September – 11<sup>th</sup> November 2016**

Rugby Borough Council has published a Publication Draft Local Plan which is currently out for public consultation over the period 26<sup>th</sup> September – 11<sup>th</sup> November 2016. An accompanying Sustainability Appraisal has been undertaken of the Local Plan and a report has been published. Once adopted, the Local Plan will inform what kind of development will be permitted in the Borough.

The Publication is a full Local Plan and presents what the Council currently sees as the best fit for the future of Rugby. Responses gathered from the previous Local Plan consultations, alongside the Sustainability Appraisal and a broad evidence base, have allowed the Council to finalise the Publication Draft.

The Local Plan is proposed to replace the Adopted Core Strategy June 2011 and remaining saved Local Plan 2006 policies, which together currently form part of the development plan for the Borough.

All representations received on the Publication Local Plan Sustainability Report will be submitted to the Secretary of State and will be considered as part of any independent Examination by a Planning Inspector. A copy of the Sustainability Appraisal Report is enclosed.

**Copies of the Publication Document and its Sustainability Appraisal are available on [www.rugby.gov.uk/planning](http://www.rugby.gov.uk/planning) and for inspection at:**

**Rugby Borough Council** Town Hall Reception, Monday to Friday 9am to 5pm

**Borough Libraries** during normal opening hours.

**Representations by letter should be sent to:**

Development Strategy

Rugby Borough Council

Evreux Way

Town Hall

Rugby

CV21 2RR

**Or by email:** [localplan@rugby.gov.uk](mailto:localplan@rugby.gov.uk)

Rugby Borough Council should receive all representations by **5pm on Friday 11<sup>th</sup> November.**

Should you have any queries regarding this process, or require any further information, please contact the Development Strategy team. We look forward to receiving your comments and hope you will continue to be active in the creation of the Local Plan.

Yours faithfully,

**Vicky Chapman** Development Strategy Manager



## **Appendix 6: Development Strategy Consultation Document (text only version)**

### **Purpose and Consultation**

This document has been prepared to provide you with information about the new Local Plan that the council is preparing and to encourage you to be involved in its preparation. Your comments on the proposals highlighted in this paper will shape the local plan as it moves forward to the next consultation stage.

Responses must be received by the Development Strategy Team by 11111 July 2014:

Rugby Borough Council, Town Hall,  
Evreux Way,  
Rugby, CV21 2RR.

Copies will be made available within the council office and the Borough's libraries and online at [www.rugby.gov.uk/localplan](http://www.rugby.gov.uk/localplan).

### **Next Stages**

The responses received following this consultation will help inform additional evidence production which will underpin and help shape future Local Plan consultations as detailed in the below table. Each consultation undertaken will be for a minimum of a six week period.

## **Local Plan Development Strategy**

### **Introduction and Background**

Rugby Borough Council is undertaking public consultation on the emerging Local Plan in response to recent technical evidence that outlines new housing need figures for the Borough. This document takes stock of the current position of the local development plan and makes initial proposals on how the council will move forward in the production of the emerging Local Plan. This consultation paper provides a review of the performance of the Core Strategy (CS) against its housing target in the context of the publication of the National Planning Policy Framework (NPPF) and introduces the joint Coventry and Warwickshire Strategic Housing Market Assessment (SHMA). In pulling all this information together the paper considers the implications on the current position of housing targets and land supply.

It should be noted that this paper focuses on housing delivery and does not consider either employment, retail growth or infrastructure requirements or the other policy areas that will be

contained within the new Local Plan. The paper also advertises the Strategic Land Availability Assessment (SLAA) 'call for sites' which is being run alongside this consultation.

### **Sustainability Appraisal**

Plan making must be accompanied by a Sustainability Appraisal, which considers the environmental, economic and social impacts of that plan. It is a requirement of the Strategic Environmental Assessment Regulations that reasonable options (of a plan) are appraised in the same level of detail, and it is necessary to demonstrate that the SA process has fed into the selection of which options are preferred.

Unlike the Local Plan Discussion Paper consultation in July 2013, this consultation is not accompanied by a Sustainability Appraisal (SA) as it does not set out reasonable options for the Plan and as such does not need appraisal.

The Sustainability Appraisal and Scoping Reports for the Discussion Paper consultation, produced independently by LUC, are available to view at [www.rugby.gov.uk/sustainabilityappraisal](http://www.rugby.gov.uk/sustainabilityappraisal)

The Preferred Options consultation, which will follow this consultation, will be accompanied by a Sustainability Appraisal as it will contain reasonable alternatives to the approaches that the council will propose.

### **Current local planning policy**

#### **Rugby Borough Core Strategy**

The Core Strategy was adopted by the council in June 2011 and plans for the growth of 10,800 homes within the Borough in the plan period 2006 – 2026. The Core Strategy directs 9,800 of the total 10,800 houses to Rugby town, which was a provision contained within the former emerging Regional Strategy, which has now been revoked

The Core Strategy was at an advanced stage when the Government published its intended revocation of the Regional Strategy. Notwithstanding this, the direction of the majority of Core Strategy growth was maintained as deliverable sites were identified at Rugby town as the most sustainable location in the Borough.

To meet the above housing requirement the Core Strategy allocates two significant urban extensions of 1,300 (The Gateway) and between 5,000 - 6,200 (Rugby Radio Station) homes within this plan period. The Core Strategy is also accompanied by a housing trajectory for the full extent of the plan period, which detailed all sites to deliver the 10,800 requirement.

Furthermore the Core Strategy contains a strategy to direct further growth in the Borough, in the form of policy CS1: Development Strategy, as detailed below.

### **Core Strategy Policy CS1: Development Strategy**

The location and scale of development must comply with the settlement hierarchy. It must be demonstrated that the most sustainable locations are considered ahead of those further down the hierarchy.

#### **RUGBY TOWN CENTRE**

- Primary focus for services and facilities.

#### **RUGBY URBAN AREA**

- Primary focus for meeting strategic growth targets.

#### **MAIN RURAL SETTLEMENTS**

- Development permitted within existing village boundaries.
- Local housing needs is prioritised over market housing

#### **LOCAL NEEDS SETTLEMENTS**

- Small scale development to meet local housing needs permitted within existing village boundaries.
- A threshold of 0.2 Ha applies.
- Development will not be permitted if the site could reasonably form part of a larger developable area.

#### **COUNTRYSIDE**

- New development will be resisted; only where national policy on countryside locations allows will development be permitted.

#### **GREENBELT**

- New development will be resisted; only where national policy on Green Belt allows will development be permitted.

As the top two tiers on the settlement hierarchy are occupied by Rugby town centre and the Rugby urban area, Rugby town supports the majority of growth, as the most sustainable location in the Borough. Consistent with national policy, Countryside is the penultimate from bottom and Greenbelt is at the bottom of the hierarchy, as the least sustainable locations for new development.

The remaining tiers are occupied by Main Rural Settlements and Local Needs Settlements. The settlements that have defined village boundaries are categorised into either of these tiers depending on the level of services they have (such as shops, doctors surgery and public transport). Villages with the greater range of facilities were defined as Main Rural Settlements. This was informed by a Settlement Hierarchy Paper, which surveyed all the villages.

### **Rugby Borough Local Plan Discussion Paper**

Rugby Borough Council consulted on a Local Plan Discussion Paper in July 2013. This paper formed the first consultation on a Development Plan Document (DPD) to sit alongside the adopted Core Strategy. Gaps in policy at the local level were identified as a consequence of the publication of the National Planning Policy Framework and proposed the likely policy direction it would take for each gap identified. The document also contained the proposed approach to replacing the remaining saved 2006 local plan policies.

Despite having a development management focus, the paper asked consultees whether the Local Plan should form a separate DPD alongside the Core Strategy, or whether the two documents should be merged into one development plan document. The council is grateful for the responses received on the Discussion Paper.

In considering all responses received it was found that members of the public in particular would find a single policy document for the Borough more legible than a suite of documents with cancelled and replacement policies. This view was also supported by comments stating in the interests of clarity and transparency, and to ensure the local policy position is comprehensible and accessible there should be only one policy document.

On the basis of responses received and advice contained within the NPPF, the council determined that the Core Strategy and Local Plan should become one composite document in directing development within the Borough.

### **What Has Changed?**

#### **National Planning Policy Framework March 2012 (NPPF)**

The publication of the NPPF in March, 2012, post the adoption of the Core Strategy has consequences for plan making. It seeks that local planning authorities should ensure that the local plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.

## **Strategic Housing Market Assessments (SHMA)**

Prior to its revocation, the Regional Strategy set the housing requirement for each local planning authority to plan for. Since removal of this tier of governance and the policy guidance contained within it (including housing targets), the NPPF advocates the preparation of Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries identify the housing need within their authority area. The NPPF is specific that local planning authorities must have a clear understanding of housing need in their area. Once produced, the SHMA should form an integral evidence document to inform plan making.

### **The Joint Coventry and Warwickshire Strategic Housing Market Assessment, November, 2013**

At Coventry City Council's Core Strategy Examination in Public the Inspector advised that housing needs evidence should be revisited and should be produced at the Housing Market Area level, which would require working with adjacent authorities. In his letter to the authority, in which he advised that they withdraw their Core Strategy from the Examination, he prescribed the authorities that this should include, one of which was Rugby.

Therefore a joint Strategic Housing Market Assessment (SHMA) has been produced for the whole of the Coventry and Warwickshire area. The main outputs of the study include the housing needs for the future, the likely mix of housing that will be required and also the housing needs of specific groups.

The SHMA confirms that Warwickshire and Coventry is one Housing Market Area, which is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between where people live and work. The NPPF requires that local planning authorities meet the full objectively assessed needs for housing within their Housing Market Area.

For each authoritative area, the SHMA identifies a minimum housing need and an assessed housing need. The minimum need is the housing need required to meet the rise in households by 2031, informed by the 2011 Interim Household Projections and updated data on population trends, including migration. For Rugby Borough this was identified as 575 per annum, which is 11,500 in total, up to 2031.

The SHMA also identified an 'assessed need'. This took a midpoint figure in between the 2008 and the 2011 Interim Household Projections to identify a robust likely household formation rate. In addition to the housing need originating from population projections, it also considered the impacts of economy, including job creation and the affordability of housing. For Rugby Borough, this was



identified as 660 homes per annum, which is 13,200 in total. In producing the SHMA, the assessed need is considered to be the more robust figure.

Clearly if either figure were to be planned for this would see an increase from the annual requirement of 540 as contained within the Core Strategy. However, in identifying housing need, the SHMA does not impose housing numbers to be delivered within the Borough from 2011 – 2031. The SHMA is not policy, but evidence which informs the content of policy. The SHMA is clear that it does not take account of issues relating to land supply, infrastructure or other constraints such as floods zones and states that further work must be done by local planning authorities to identify what should be the correct housing target. The following is therefore recommended:

- » The identification of available and suitable land for development through the revision of a 'policy of' Strategic Housing Land Availability Assessment.
- » The identification of strategic development constraints which will limit the extent of housing development land. This will include constraints such as Flood Zones.
- » The ability of infrastructure to support development. This will inform the production of the Community Infrastructure Levy Charging Schedule which will be necessary to ensure that the appropriate infrastructure is delivered alongside the housing requirement.

By undertaking the above work, the ability of a local authority to accommodate its housing need can be identified. The SHMA advocates continuing collaborative working at the sub regional level in ensuring that the total housing requirement for the Housing Market Area can be met.

### **5 year land supply**

In addition to the increase in the housing need for the Borough, the council cannot currently demonstrate a five year housing land supply. The NPPF has changed the way in which local planning authorities monitor their housing land supply. It places a much greater emphasis than previous national planning policy on local planning authorities delivering housing and drives the number of dwellings to meet the shortfall in housing supply.

Five year housing land supply calculations must now also include a further 5% of the housing requirement moved forward from later in the plan period. The NPPF requires this to allow for 'choice and competition' of sites for developers to ensure that housing delivery is achieved at the desired rate. As the Core Strategy predates this requirement, it does not form part of the housing trajectory. Furthermore if local planning

authorities persistently do not meet their housing targets then 20% rather than 5% must be brought forward into the five year land supply calculations. The NPPF is clear that such mechanisms are to significantly boost the supply of housing.

Not being able to demonstrate a five year housing land supply is exacerbated by the increase in the housing need as identified in the SHMA. Although this is evidence and not enshrined in policy it does offer a likely direction that the policy will take.

The NPPF is clear that if a council cannot demonstrate a five year housing land supply, then in deciding housing applications, local planning authorities must defer to the NPPF. When this is the case, the NPPF considers the local policies for directing housing to be out of date and stipulates that housing applications should be considered in the context of a presumption in favour of sustainable development and the local authority can no longer apply its own local policies in directing development.

### **What should we do?**

When pulling together all of the above factors it is clear that there is a shortfall of housing land not only against the need emerging from the SHMA (although in itself not an actual housing requirement target) but also against the established Core Strategy target, which requires policy intervention and the identification of additional housing land to resolve.

### **Plan Period**

It can be immediately surmised that there is a clear need for further allocation of land to meet the requirement as identified in the SHMA. As the SHMA evidences to 2031, at the least it is anticipated that the Core Strategy plan period is extended to meet the needs beyond 2026.

The Local Development Scheme adopted by Cabinet in January 2014, timetables the adoption of the Local Plan in March 2016. The NPPF requires local plans to run for at least a 15 year period from their date of adoption. Clearly at present there are only 12 years remaining on the Core Strategy plan period. In combining the Local Plan and the Core Strategy into a new local plan, in order to conform with the NPPF, this plan period will the need to be extended to at least 2031. This is consistent with the evidence period of the SHMA, so therefore considered appropriate.

### **Proposal 1: Plan Period**

The Core Strategy plans for the period 2006 – 2026. However, the emergence of the sub regional SHMA evidences the period 2011 – 2031. The council is therefore proposing that the Local Plan

should be planned for the same time period. This will allow the council to plan for housing needs for the full extent of the SHMA (in consideration of constraints to delivery).

### **Core Strategy Policy CS1: Development Strategy**

The Core Strategy was adopted in a very different climate than is currently in place. It undertook several periods of consultation, was supported by extensive evidence and underwent detailed scrutiny at examination by an Independent Inspector. The Inspector ensured that the Core Strategy was sound against the policy framework at the time. The plan adopted therefore was assessed to be efficient and fit for purpose at the time of adoption.

Although in principle, it is considered that the sequential approach within CS1 is in conformity with the NPPF and functioning well, the delivery strategy needs some amendment or supplementing with additional sites to bridge the housing requirement gap. There are small changes to CS1, largely in relation to conversions, as detailed in the Discussion Paper, which will be amended accordingly within the Preferred Options Local Plan consultation.

As part of revisiting CS1, the council will update the Settlement Hierarchy Paper, to determine whether the designation of villages within CS1 should remain as they currently are or whether changes in village services mean that some movement is required.

Furthermore the Discussion Paper also consulted on the inclusion of a policy which is clear on the presumption in favour of sustainable development. This policy approach will be consistent with and sit alongside CS1.

### **Proposal 2: Core Strategy CS1: Development Strategy**

The council is of the view that the principle of CS1 is compliant and can continue to function in directing growth in the borough.

It is proposed that the settlement hierarchy is retained as the policy approach to directing growth in the Borough. As part of the Discussion Paper consultation, the council made clear that CS1 was in principle in conformity with the NPPF.

### **Plan Making: Meeting housing need**

Until the publication of a SHMA, the Local Plan Discussion Paper determined that the delivery strategy within the Core Strategy was sound and therefore did not propose any other site

allocations. However, it is apparent that this position can no longer be considered to be made on a sound basis.

Without undertaking the three stages of work recommended in the SHMA it is not yet clear how many dwellings the council will be able to plan for. But, it is certain that with an additional requirement from the SHMA added to the Core Strategy requirement the authority will continue to not be able to demonstrate a five year land supply. It is the council's intention that the housing needs of the borough as identified within the SHMA, will be met through the allocation of appropriate and deliverable sites as far as possible.

Aside from the fact that there has been some delay in delivering the Core Strategy growth, it is not known whether the urban area would have the additional capacity to accommodate further housing need as identified in the SHMA. Therefore, the council will embark on the three stages of identification of land, strategic constraints and the ability of infrastructure to deliver future housing as advocated in the SHMA.

### **Proposal 3: Plan Making Evidence**

Whilst it is the view of the council that the principle of CS1 is compliant and can continue to function in directing growth in the borough, it is clear that the current land allocation cannot fulfil future housing need, in particular when extending the plan period to 2031.

To support the delivery of housing in the Borough, the council is proposing to consider other sustainable locations within the Borough as per the settlement hierarchy contained within CS1 for future housing sites. This will be done by:

- The identification of available and suitable land for development through the revision of a 'policy off' Strategic Housing Land Availability Assessment.
- The identification of strategic development constraints which will limit the extent of housing development land. This will include constraints such as Green Belt and Flood Zones.
- The ability of infrastructure to support development. This will inform the production of the Community Infrastructure Levy Charging Schedule which will be necessary to ensure that the appropriate infrastructure is delivered alongside the housing

### **Next Steps:**

In addition to making adequate provision for housing needs, the council will be required to consider further land allocation for employment and retail beyond what has been allocated as part of the

Core Strategy. Currently the Core Strategy allocates 108Ha of employment land including the Rugby Gateway and Rugby Radio Station allocations. However, sub regional employment land evidence currently in production may identify further requirements. If this is the case, the next stage of consultation of the local plan will propose land allocations to meet any identified need.

In addition to identifying any additional strategic growth that the local authority should plan for, the council will also be embarking on the update of other evidence documentation. A Strategic Flood Risk Assessment has recently been completed. Further work will include the necessary suite of environmental evidence, about which this authority will be contacting of the Environment Agency, English Heritage and Natural England directly to ensure that this will be a robust evidence base in which to inform future allocation of housing land.

The council has also embarked on a new Gypsy and Traveller Accommodation Assessment (GTAA) to inform the Gypsy and Traveller Site Allocation DPD.

### **Strategic Land Availability Assessment 'Call for Sites'**

Running alongside this consultation document, the council is undertaking a further call for sites to inform a new Strategic Land Availability Assessment. This 'call for sites' will inform the potential capacity to deliver the housing need, which can be assessed through the SHLAA.

If you wish to submit a site for submission, please either visit the council website at [www.rugby.gov.uk](http://www.rugby.gov.uk) where the relevant information, including the submission form is available, or request a form by contacting the Development Strategy Team on 01788 533762.

All those who have previously asked to be contacted have been, including those who made submissions to the September 2013 SLAA.

## **Appendix 7: Consultation Comments on Sustainability Appraisal (September 2016)**

The purpose of this note is to summarise the consultation responses on the Sustainability Appraisal (SA) Report (September 2016) prepared by LUC on the Publication Draft of the Rugby Local Plan, and to set out LUC's responses to these comments.

The majority of comments received relate to site allocations in the Publication Draft Local Plan, and reasonable alternative site allocations considered during the Local Plan preparation process. Most challenge the SA scores for sites, and a small number of consultees raise concerns regarding the SA process and how the SA findings were taken into account by Rugby Borough Council when deciding which sites should be included as allocations in the Publication Draft Local Plan, and which should not.

The note provides an initial account of the process undertaken for the SA of the sites considered for inclusion in the Publication Draft Local Plan. It then goes on to provide responses to consultee comments on the SA Report.

There were a large number of consultees who commented on Policy DS10 Lodge Farm. Most of these comments challenged the SA scores in the SA Report for individual SA objectives, and some provided their own information to support their views. Some of the consultee comments were quite long, although similar issues tended to be raised by the various consultees. We have therefore summarised the main matters raised by these consultees for each of the SA objectives and provided responses to them.

In a small number of instances, individual consultee comments have been summarised because they have commented on other sites or matters, or because their comments did not fit easily into the summary of comments by SA objectives.

A number of the consultees comment on the SA process for appraising sites. As context for responding to the comments, the SA process is described below.

It should be noted that an SA of a Local Plan is a strategic assessment. It is not expected to examine each and every site in detail, but to provide sufficient information and analysis in order to identify 'significant effects', both positive and negative at the Local Plan scale. This was achieved using a graded scoring system of pluses and minuses, which is both a common and accepted practice in SAs of Local Plans.

During the course of the SA nearly 200 reasonable site options needed to be assessed (see paras 2.19 to 2.26 of the SA Report). In order to carry out the SA of this number of sites in a consistent way across all sites, a method was developed based on the SA Framework (Table 2.2 of the SA Report). This method is described in paras 2.31 to 2.35 in the SA Report and is consistent with the approach to SA that LUC has used for a number of Local Plans that have achieved adoption.

The site appraisals were carried using data available from national data sources and from data held by Rugby Borough Council. It is common practice in SA to apply assumptions to the use of the available data when assessing large numbers of sites. The SA Report states in para 2.35:

*"In order to ensure consistency in the appraisal of the residential and employment site options, detailed sets of assumptions were developed and applied. These assumptions set out clear parameters within which certain SA scores would be given, based on factors such as the distance of site options from features such as biodiversity designations, public*

*transport links and areas of high landscape sensitivity. The assumptions are presented in Appendix 4 and were applied through the use of Geographical Information Systems (GIS) data where appropriate."*

Following on from the original Call for Sites, 142 reasonable residential site options and five reasonable employment site options were identified and subject to SA by LUC. The findings were presented in a summary SA document which was made available to the Rugby Borough Council officers preparing the Local Plan in September 2015. This was a working document intended to inform the plan preparation process rather than a full SA report and was not made publicly available at the time (the findings of that stage of work were later presented in Chapter 4 of the SA Report for the Preferred Option (December 2015)).

The Council took into account the findings of the SA as well as other relevant factors when deciding which residential and employment sites to include in the Preferred Option and which site options to reject. Appendix 7 in the SA Report for the Preferred Option listed the site options considered and stated whether or not each one was included as a preferred site allocation at that stage, also giving the Council's reasons for selecting or rejecting each site at that stage.

A further Call for Sites exercise was held alongside the consultation on the Preferred Option between December 2015 and February 2015, and this led to the Council identifying a further 46 reasonable alternative residential site options. The Council considered all sites that were submitted during the consultation and identified those that it considered to be reasonable options for SA by identifying only those sites that accord with the distribution strategy that was set out in the Preferred Option Local Plan (and which has been subject to SA during the Plan preparation process). On that basis, reasonable alternative sites were taken to be those that were located on the urban edge of Rugby town, that were adjacent to or within main rural settlements or that are within the open countryside/Green Belt and were of sufficient scale to accommodate a new settlement. One new employment site option was also identified through that further Call for Sites exercise.

The 46 new residential site options and the new employment site option were also subject to SA and the findings were presented in Chapter 4 of the SA Report along with the SA findings for the residential and employment site options appraised previously.

As stated above, the Council officers used the SA of the sites, alongside the SA of the spatial strategy options, other evidence gathered by the Council, the outcomes of consultation responses on earlier stages of the plan, and their interpretation of national planning policy, to decide which sites should be included in the Publication Draft Local Plan and which should not. Having made the decision which sites should be included in the Publication Draft Local Plan, these were then worked up as detailed policies in the Publication Draft Local Plan which were then subject to a further round of SA. The SA scores and findings of the detailed site policies (i.e. the 'policy SA') sometimes differ from the SA of the sites carried out at the earlier stage (i.e. the 'site SA'), because the policy wording includes mitigation and other criteria setting out how the sites will be developed.

The audit trail of site options was updated and presented in Appendix 7 of the SA Report. It includes the new site options as well as those considered previously and reflects which site options were selected or rejected by the Council for inclusion in the Publication Draft Local Plan. The reasons for the Council's recent decision making are also provided in Appendix 7.

RPS planning & Development on behalf of St Modwen Development Ltd

The consultee summarises their understanding of the SA process at each stage of the site assessment process, and the selection of spatial strategy. The consultee states that *“the approach of the Council in considering the spatial options is considered in principle to be a robust and effective one”*.

The consultee notes the differences in the scoring of site S16046 Land off A45 Daventry Road, and Policy DS10 Lodge Farm, which was included in the Publication Draft Local Plan. The consultee goes on to provide their own assessment of S16046 Land off A45 Daventry Road, *“which is based on a more in depth understanding of the site and evidence base, than was available the Council when preparing the publication draft SA.”*

The consultee notes that their assessment *“provides a slightly alternative assessment from that contained within the SA, with adjustments being made to the assessment against SA Objectives 6 (Economy); 10 (Waste); and 11 (Climate Change).”*

In addition, the consultee notes a *“slight inconsistency”* in the assessment of Coton Park East (DS7 – page 783) and the assessment for DS10 against Objective 12 (Flood Risk). The consultee is of the view that for consistency purposes they should have the same negligible (0) effect, as both sites are greenfield located outside FZ3a/b, and that, therefore, it may be that the Coton Park assessment is in error and should have scored a minor negative effect.

The consultee concludes by stating that *“The Council’s approach to the SA is a logical one and supports the growth options (wider focus/new town) and whilst there are certain areas of the assessment of DS10 which we believe have potentially been under assessed, the overall approach is both robust and transparent and provides a sound basis and assessment for the Local Plan policies.”*

LUC notes the consultee’s support for the approach to the SA process.

LUC used a consistent approach throughout for the site appraisals, using a set of SA assumptions presented in Appendix 4 of the SA Report. This enabled each site to be appraised on its own merits, prior to mitigation.

The Council used this information, and its own evidence base and consideration of consultation responses, in order to select sites for inclusion in the Local Plan. These were then given detailed policy wording and it is the wording of the policy that was subject to SA for the Publication Draft.

It is acknowledged that when other parties carry out their assessment of sites and policies, they may come to different views on the likely effects arising and their significance. The differences between the consultee’s assessment of Policy DS10 and that of LUC are minor.

It is further acknowledged that there is a slight inconsistency in the scoring of Policy DS7 and DS10 against SA objective 12 (Flood risk). However, the inconsistency is minor and has no bearing on the significant effects of the Publication Draft Local Plan identified by the SA.



A number of consultees provided similar comments on the proposed allocation of Lodge Farm with reference to the SA objectives used in the SA. The key issues raised in relation to each of the SA objectives are summarised below.

Key issues raised were as follows:

Concerns relating to lack of public transport within the vicinity (given distance to Rugby town centre and nearest settlements) to access employment, jobs and services and there being no plans for improved provision associated with Policy DS10.

Concerns in relation to pressure that the new residents of the development will put on existing local services creating disadvantage.

Concerns that the provision of broadband alone is unlikely to reduce poverty.

Concerns that new supporting infrastructure i.e. water, electricity, gas will be passed on to the homeowners meaning that housing will not be affordable which will create social exclusion.

Overall, the policy should not have a positive scoring.

The SA of Site S16046 recorded a negligible '0' score against SA objective 1 on the basis that the location of new housing will not have a direct effect on this objective.

The SA of Policy DS10 recorded a minor positive '+' score because the policy specifies that the new housing development will include high quality telecommunications, helping to reduce social exclusion.

Although not specifically mentioned in the SA, the development at Lodge Farm would also be expected to contribute 30% affordable housing, under Policy H2: Affordable Housing Provision, also addressing social exclusion and disadvantage. The site would also provide a range of local services and facilities, plus public transport connections to surrounding villages, Rugby and Daventry, which should all assist with addressing social exclusion issues.

It should be noted that the SA is carried out at a strategic level, and scorings are based on the policy wording contained within the Local Plan on the assumption that the policies will be implemented as intended. A minor positive '+' score for SA objective 1 is justified.

Key issues raised were as follows:

There is insufficient policy support given to justify a significant positive score given that onsite cultural, leisure and social infrastructure provision is not yet known.

Residents may need to travel more extensively to access a full range of services and facilities, particularly during the early stages of the development, and this could be an issue given the limited local transport services (4 bus journeys per day). Concerns were also raised in relation to poor access to existing schools to serve new population when development is at an early stage.

The nearest secondary school will be a significant distance away.

Although there is a policy requirement for public transport links, this requirement is not listed in the Infrastructure Delivery Plan.

Overall, the policy should not have a significant positive scoring.

The SA of Site S16046 recorded a minor negative '-' score against SA objective 2 as the site is not located within Rugby town, a Main Rural Settlement or a Local Needs Settlement.

The SA of Policy DS10 recorded a significant positive '++' score because the policy requires the provision of a local centre, a two form entry primary school, land for a GP surgery, and direct high quality public transport links to surrounding villages, Rugby and Daventry. The objective is to deliver a self-sustaining, Main Rural Settlement – the second highest category of settlement after Rugby itself.

It is acknowledged that the development will not include a secondary school, but it is considered that the services and facilities that will be provided as part of the development, and the public transport links to larger settlements, are sufficient on balance to justify a significant positive '++' effect for SA objective 1. It should be noted that under the assumptions used for the site SAs (Table A4.1 in Appendix 4 of the SA Report), sites within a Main Rural Settlement were assumed to have a significant positive '++' effect against SA objective 2. To be consistent with this approach, the development of a new Main Rural Settlement should also be scored significant positive '++'.

Key issues raised were as follows:

Raised concerns that increased traffic and car journeys, as a result of residents having to travel further afield to access a more extensive range of services and facilities, will negatively affect the Dunchurch intersection AQMA and increase air pollution in surrounding towns and villages, as well as road safety.

There is insufficient policy support that healthcare facilities will be provided as part of the development to support the minor positive SA effect.

Raised concerns that an increase in population in the local area as a result of the development will put existing local healthcare facilities under pressure.

Overall, disagree with the minor positive SA scoring given.

The SA of Site S16046 recorded a minor negative '-' score against SA objective 3 because the site is not located within walking distance (600m) of either a healthcare facility or an area of open space. In addition, the site is located adjacent to the A45 which is directly linked to an AQMA to the north.

The SA of Policy DS10 recorded a mixed minor '+?/-' score on SA objective 3. The development site is to provide a comprehensive green infrastructure network which may encourage new residents to engage in active outdoor recreation. Although the site is not located within walking distance (600m) of an existing healthcare facility, the site will include land for a GP surgery in the local centre. However, the site is located adjacent to the A45 which is directly linked to an AQMA to the north. The development could therefore compound the potential health impacts of air pollution in that area.

It is considered that the matters raised by the consultees are adequately reflected in the SA scoring of '+?/-' for Policy DS10.

Key issues raised were as follows:

- The supporting infrastructure costs for Lodge Farm will be high resulting in costs being added to house prices which in turn will affect affordability.
- The remoteness of the site will reduce the practicability for unemployed or lower income families to live there due to the lack of public transport and limited access to private transport as well as the additional cost of travel to schools/college/supermarkets/leisure facilities.
- There is no policy support for affordable housing being provided as part of the development.
- Due to the site's remote nature, homelessness will not be reduced.
- Overall, disagree with the significant positive SA effect given.

The SA of Site S16046 recorded a significant positive score '++' on SA objective 4 because of its large size and therefore likely significant contribution to the overall housing need of the Borough.

For the same reason, the SA of Policy DS10 recorded a significant positive score '++'.

Although not specifically mentioned in the SA, the development at Lodge Farm would also be expected to contribute 30% affordable housing, under Policy H2: Affordable Housing Provision, which would directly assist with the achievement of this SA objective. Policy H1: Informing Housing Mix provides policy guidance on the range and type of homes that need to be delivered through development. A large site, such as the development proposed under Policy DS10, offers considerable scope to achieve these objectives.

Therefore, it is considered that Policy DS10 will make a significant positive '++' contribution to the achievement of this SA objective.

Key issues raised were as follows:

- A large residential development in a rural location such as Lodge Farm is likely to increase crime levels and provide for various types of criminal activity and anti-social behaviour.
- Overall, did not agree with the negligible SA effect given.

The SA of Site S16046 recorded a negligible '0' score against SA objective 5 on the basis that the location of new housing will not have a direct effect on this objective.

The SA of Policy DS10 also recorded a negligible '0' score for the same reason. The effects will depend more on the detailed proposals for the site in terms of design, the incorporation of lighting etc, which will be determined at the detailed planning stage.

It is not considered that there is sufficient evidence to justify a change to the SA score for this SA objective.

Key issues raised were as follows:

- Disagree that local transport links will provide residents with adequate access to surrounding villages in order to stimulate the local economy given that the provision of supporting transport infrastructure is unknown.
- The out of town location will encourage residents to use out of town shopping facilities rather than supporting local trade. Location of development may even result in residents travelling to employment opportunities and services within Daventry and Coventry instead of Rugby.
- There is a lack of employment sites proposed within the development, or located nearby, for future residents, especially those without access to cars, to support. There is no requirement for any public transport links to employment opportunities at DIRFT, Coventry, Southam, Warwick, Leamington, Gaydon, Northampton or further afield.
- Overall, disagree with the minor positive SA effect given.

The SA of Site S16046 recorded a minor positive '+' score against SA objective 6 because the site is located directly adjacent to two bus stops on Daventry Road, although it was acknowledged that the site is not located within walking distance (600m) of an existing employment site, Rugby town centre or the centre of a Main Rural Settlement.

The SA of Policy DS10 also recorded a minor positive '+' score. The site is already located directly adjacent to two existing bus stops on Daventry Road and further public transport infrastructure is to be provided as part of the development of the site to improve direct links to the surrounding villages, Rugby and Daventry. This will ensure that residents are able to access employment opportunities elsewhere, including people without a car. However, the site is not located within walking distance (600m) of an existing employment site and the site has not been allocated to provide additional employment land. Therefore, on balance, it was considered that a minor positive effect should be recorded on this SA objective overall.

It is agreed that there is no provision for large-scale employment development in Policy DS10, and as a result some residents will commute to other locations to access employment opportunities. As it will become a Main Rural Settlement, it will provide employment opportunities in the services and facilities located on site and there are likely to be opportunities for small business, trades people and homeworkers to work from the new development, supported by the provision of high quality telecommunications infrastructure. It will also provide construction employment, and associated services and materials, over a long period of time while the settlement is being developed, further helping to support the economy of the Borough.

If the development had included designated employment land, and been of a larger scale to encourage close living/working relationships, it would have scored a significant positive '+ +' for this SA objective. Because it doesn't but will still provide small scale local employment it scores a minor positive '+'. This is considered to be a reasonable and justified score.

Key issues raised were as follows:

- Raised concerns that traffic congestion issues travelling into Rugby town centre as a result of the new development will discourage residents from visiting. Rather residents will choose Daventry and Coventry for accessing services, shops and employment. This is also likely given the site's proximity to the A45, resulting in the town losing out on revenue and trade to other towns.

- Generally do not agree with the negligible SA score, but rather believe this to be negative.

The SA of Site S16046 recorded a negligible '0' score against SA objective 7 on the basis that the location of new housing will not have a direct effect on this objective.

The SA of Policy DS10 also recorded a negligible '0' score for the same reason.

The decision-making criteria for this SA objective are primarily intended for appraising development proposals within the town centre, and therefore the SA score of '0' remains appropriate for developments that are outside the town centre.

Key issues raised were as follows:

- The remote location of the site would not promote urban generation given that residents would meet their needs at more accessible out-of-town centres.
- Concern is raised that this site would result in the loss of greenfield land rather than the regeneration of brownfield sites.

The SA of Site S16046 recorded a minor negative '-' score against SA objective 8 as it would require the development of greenfield land.

The SA of Policy DS10 also recorded a minor negative '-' score for the same reason.

The SA scores are consistent with the assumptions used in Table A4.1 of the SA Report – the development of a greenfield site should receive a minor negative '-' score. If the site had been mainly or entirely brownfield land it would have received a significant positive '++' score. There is nothing that Policy DS10 can do to change the fact that it will be a greenfield as opposed to brownfield development.

Key issues raised were as follows:

- Concerned that the location of the site will lead to significant loss of greenfield land rather than the development of brownfield sites which will lead to the demand and consumption of raw materials for construction.
- Energy efficiency measures are not discussed in sufficient detail in the policy to allow a robust judgement to be made.
- Raised concerns that there is an insufficient evidence base on which to base a judgement i.e. no agricultural classification report is available.

The SA of Site S16046 recorded an uncertain significant negative '--?' score against SA objective 9 because it is classified as Grade 3 agricultural quality, and therefore development here may have a significant negative effect although this was uncertain depending on whether the site is within Grade 3a or 3b land which is unknown.

The SA of Policy DS10 recorded an uncertain significant negative '- -?' score, mixed with a minor positive '+' score. The uncertain significant negative '- -?' score was again given because development of the site could result in the permanent loss of best and most versatile agricultural land. The minor positive score was recorded because the policy

specifies the development proposals for the site must include an assessment of the energy requirements of the proposed development and measures to minimise energy use and include renewable energy generation.

The scores in the SA are largely consistent with the views of the consultees.

Key issues raised were as follows:

- Disagree with the minor negative scoring given that the site is on greenfield land and will require large volumes of raw materials for construction. Believe a significant negative effect is more realistic.
- Concerns that the development will generate significant amounts of residual waste, the management of which is not detailed within the policy.

The SA of Site S16046 recorded a negligible '0' score against SA objective 10 because it would have no effect on the recycling of land and materials.

The SA of Policy DS10 recorded a minor negative '-' score because the policy allocates land for the development of 1,500 new homes and is therefore expected to result in an increase in local waste production. In addition the site is on greenfield land and would therefore result in fewer opportunities for the re-use of existing materials or buildings which are more likely to be present at brownfield locations.

The minor negative '-' score remains valid.

Key issues raised were as follows:

- Concerns that residents will need to travel by car to access employment and services (resulting in increased greenhouse gas emissions) given the rural location of the site, the existing lack of public transport links serving the site, insufficient details of improvements to public transport and due to the likelihood that the services being provided at the site will be insufficient to meet local needs.
- Do not agree that the provision of a new cycle network will encourage the uptake of more sustainable transport modes (resulting in less greenhouse gas emissions) unless it links the site with other settlements and employment areas whereby residents can access employment and services.
- General agreement that there is a lack of evidence that the site will be able to function as a Main Rural Settlement given that details of onsite services are insufficient within the policy.
- General agreement that the policy should be scored negatively against this SA objective.

The SA of Site S16046 recorded an overall negligible '0' score against SA objective 11 because although the site is located directly adjacent to two bus stops on Daventry Road, it is not located within walking distance (600m) of an existing employment site, Rugby town centre or the centre of a Main Rural Settlement.

The SA of Policy DS10 recorded a minor positive '+' score. This score was given because the site is located directly adjacent to two existing bus stops on Daventry Road and the development is also to provide improved public transport links as well as a new cycle

network. This may encourage people to undertake journeys by more sustainable modes of transport which would help to reduce the greenhouse gas emissions associated with car use. In addition, the development is to include a range of community services and facilities which will help it to operate as a relatively self-contained Main Rural Settlement, reducing the need for people to travel day to day. However, the SA noted that the development does not allocate employment land and therefore residents may need to travel outside the settlement to access employment opportunities. On balance, a minor positive '+' score rather than a significant positive effect was considered justified.

In addition to the justification given in the SA Report, Policy DS10 requires that an assessment of the energy requirements of the proposed development and measures to minimise energy use and include renewable energy generation. Designing a new settlement provides an opportunity to take climate change mitigation into account from the very beginning, which isn't possible with established settlements that have developed over time before climate change was considered to be an issue. However, the scale of the proposed new settlement means that it will not be able to accommodate a full range of services and facilities associated with a larger town, and the lack of employment land allocations, mean that there will be travel by car elsewhere, and therefore it is considered that a minor positive '+' rather than a significant positive '++' score is still justified.

Key issues raised were as follows:

- Concerns that the site is within an area that is regularly flooded by the rivers Rainsbrook and Leam, and the Willoughby Brook, and that introducing impermeable surfaces will exacerbate the problem.
- Concerns that there is currently insufficient evidence that the site is not impacted by flooding i.e. by means of a Flood Risk Assessment.
- General concern that there are no measures proposed in the policy to manage flooding as a result of the development.
- General agreement that the policy should be scored as a significant negative for this objective.

The SA of Site S16046 recorded a minor negative '-' score against SA objective 12 because, although the site is located outside of flood zones 3a and 3b, it would introduce impermeable surfaces and therefore increase surface run-off.

The SA of Policy DS10 recorded an uncertain minor negative '-?' score because the development site is located outside of flood zones 3a and 3b but is on greenfield land and therefore the loss of permeable surfaces could reduce rates of infiltration and increase runoff. Uncertainty was introduced because the new development at this location is to provide for a comprehensive green infrastructure network meaning that areas of permeable surfaces would be retained within the development, and because other mitigation may be able to be incorporated through the use of sustainable drainage systems (SuDS).

A number of the consultees suggest that there is a history of flooding in the area. However, the Strategic Flood Risk Assessment (URS, September 2013) shows that the proposed development site under Policy DS10 is not in Flood Risk Zones, 2, 3a or 3b, and the SA has taken this into account in the score. The site is greenfield land, and therefore there is a risk of increased run-off, which is reflected in the uncertain minor negative '-?' score.

Key issues raised were as follows:

- Concerns raised over the use of the findings of the Rugby Borough Council historic environment site assessment process in the SA given that the exact archaeological conditions of the site are currently unknown.
- Information was put forward to suggest that the evidence base regarding the landscape and heritage value of sites included in the plan are either substantially out of date or omit the area in which DS10 is located altogether and that the historic attributes of the area where Lodge Farm would be developed is of national importance.
- General agreement that a modern village such as Lodge Farm will not be in keeping with other nearby historical villages and their settings.
- Concern that the site will destroy existing farmsteads.
- Disagree that the site will help to enhance the setting of nearby heritage assets.

The SA of Site S16046 recorded an uncertain negligible '0?' score against SA objective 13. The likely impacts of the residential site options were assessed by Rugby Borough Council as part of the site assessment process, with sites being classed as either red, amber or green in terms of their potential for effects on the historic environment. This site was classed as green because it was considered that there would be no potential impact on the historic environment – in SA terms this translated into a negligible effect on this SA objective although this was also recorded as uncertain as the effects will depend on factors such as the design of the development and it may be possible to incorporate mitigation measures.

The SA of Policy DS10 also recorded an uncertain negligible '0?' score for the same reasons, although it was noted the policy requires that new development at the site is to be of a high quality design which may help to mitigate any potential negative effects on the setting of any nearby heritage features.

Key issues raised were as follows:

- Concerns raised that the Strategic Transport Assessment (STA) only extends to Rugby Town, and a limited number of villages, and fails to make any assessment of the traffic impact from the proposed development site.
- Disagree that there is insufficient details given in policy DS10 with regards to the provision of "high quality public transport networks" as part of the development to warrant a significant positive effect in the SA.
- Concerns raised that the existing local public transport links (2 bus stops) and proposed cycle network will not improve access for residents to other employment opportunities and services within the wider area meaning residents will have to rely on private car.
- Concerns raised regarding safety when travelling on A45 should private car use increase.

The SA of Site S16046 recorded a minor positive '+' score against SA objective 14 on the basis that the site is located directly adjacent to two bus stops on Daventry Road.



The SA of Policy DS10 recorded a significant positive '++' score because, in addition to the site being located directly adjacent to two existing bus stops on Daventry Road, the policy also requires that the site be developed to provide for a comprehensive cycle network across the settlement as well as high quality public transport links to connect with the surrounding villages, Daventry and Rugby.

The significant positive '++' score Policy DS10 for SA objective 14 is consistent with the assumptions applied in Table A4.1 of the SA Report, given the existing public transport connections and the requirement for high quality public transport links between the site and surrounding villages, Rugby and Daventry, and a comprehensive cycle network across the settlement. The development of a new settlement provides opportunities to 'design-in' more sustainable transport modes, which is the subject of this SA objective. It is acknowledged that the scale of the proposed new settlement means that it will not be able to accommodate a full range of services and facilities associated with a larger town, and the lack of employment land allocations, and that there will be travel by car elsewhere.

Key issues raised were as follows:

- General agreement that the detail in policy DS10 is not enough to conclude that proposed transport improvements could help to reduce the potential for detrimental impacts on local air quality.
- Concerns raised that increased car use could negatively affect air pollution levels within Dunchurch AQMA, particularly given that the Transport Assessment states that pollutant levels are above European limits.
- Generally agree that the SA score for this policy should be significant negative.

The SA of Site S16046 recorded a significant negative '-' score against SA objective 15 on the basis that the site is located adjacent to the A45 which is directly linked to an AQMA to the north.

The SA of Policy DS10 recorded a minor negative '-' score. It was acknowledged that the development of 1,500 new homes could result in an increase in air pollution from vehicles, which could be a particular issue given that the site is located adjacent to the A45 which is directly linked to an AQMA to the north. However, the policy would provide for sustainable transport improvements which could help to reduce the potential for detrimental impacts on local air quality.

On balance a minor negative '-' score is considered appropriate.

Key issues raised were as follows:

- Raised concerns over the error in the SA score given – should be a minor negative uncertain effect (-?) rather than a mixed effect (--?/+).
- Concerns raised that the evidence base is insufficient to allow a proper judgement of effects on biodiversity to be made. It was proposed that many of the species require extensive inter-related territories to thrive and that without evidence of the inter-relationship of the habitats it can only be concluded that this proposed development would have a very severe impact upon the entire upper Leam Valley.
- Disagreement that it will be possible to generate ecological improvements given that greenfield land will be lost and believe the net effect will be negative.

- Generally agree that a significant negative score should be given for Policy DS10 in relation to this SA objective.

The SA of Site S16046 recorded an uncertain significant negative '- -?' score against SA objective 16 because there are a number of potential Local Wildlife Sites located within close proximity of the site. Woolscote Lodge Fields is located within the southern half of the site<sup>1</sup>, Fields near Magpie Hall is located 157m from the site and the dismantled railway is located 700m east of the site. The effect was recorded as uncertain as appropriate mitigation may avoid adverse effects and may even result in beneficial effects.

The SA of Policy DS10 recorded an uncertain significant negative '- -?' score, mixed with a minor positive '+' score. The uncertain negative score was because of the proximity of the potential Local Wildlife Sites described above. However, the policy requires that green infrastructure is provided as part of the development and also requires that existing habitats are utilised as a part of this network of green infrastructure, which justified the addition of a minor positive score.

With respect to the error identified by the consultees, it should be noted that the symbol scores (i.e. '- -?/+') are correct, both in the detailed appraisal of Policy DS10 in Appendix 9 of the SA Report, and in all the summary tables in the main SA Report. The justification text states that *"there are a number of potential Local Wildlife Sites located within close proximity of the site: Woolscote Lodge Fields is located within the southern half of the site, Fields near Magpie Hall is located 160m from the site and the dismantled railway is located 700m east of the site. It may be possible as part of the design of the new development to mitigate detrimental impacts on these nearby features. The policy requires that green infrastructure is provided as part of the development and also requires that existing habitats are utilised as a part of this network of green infrastructure. As such, an overall minor negative effect is identified although this is uncertain until the detailed proposals for the site are known"*. The final sentence in the summary table in Appendix 9 is incorrect – it should have stated *"A mixed (uncertain significant negative and minor positive) effect is therefore likely overall"*.

The SA identified the potential for significant negative effects on this SA objective, as well as the opportunities provided by the Green Infrastructure Network. As a result it is considered that the SA score '- -?/+' is justified.

Key issues raised were as follows:

- General consensus is that the development is not suited to the open landscape on which it is proposed.
- Disagree that design measures would be able to screen the development/mitigate effects on the surrounding landscape.
- General agreement that the minor negative SA score should be significant negative.

The SA of Site S16046 recorded an uncertain minor negative '-?' score against SA objective 17 because the site lies within the 'Feldon - Vale Farmlands' landscape character type, as identified in the 2006 Landscape Assessment of the Borough of Rugby. This is classed as being of moderate sensitivity, therefore it was considered that residential development at

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<sup>1</sup> Note: Woolscote Lodge Hills potential LWS has been destroyed because the area has been planted with Aspen. Rugby Borough Council. Pers comm 08/02/2017

this site could have a minor negative effect on this SA objective although this was recorded as uncertain as the effects would depend to some extent on the design of the development and the incorporation of mitigation measures such as screening.

The SA of Policy DS10 also recorded an uncertain minor negative '-?' score for the same reasons. The SA recognised that it may be possible to mitigate impacts through high quality design, and the policy requires that site boundaries are designed as to mitigate visual impact particularly upon the surrounding open countryside.

The site is not the subject of specific landscape designations and was assessed as being of moderate sensitivity, and, given the requirement for landscaping to mitigate its visual impact, an uncertain minor negative '-?' score remains justified.

Key issues raised were as follows:

- The development will not lead to the enhancement and improvement of townscapes given that it is in a rural location. Concern is raised that the spread of housing into the countryside will damage townscape character given that derelict town buildings etc will not be prioritised for development.

The SA of Site S16046 recorded a negligible '0' score against SA objective 18 on the basis that, as greenfield land not linked to a town centre, it will not have a direct effect on this objective.

The SA of Policy DS10 also recorded a negligible '0' score for the same reason.

#### Gladman Developments Ltd

The consultee states that the Council should ensure that the results of the SA process clearly justify its policy choices, and why some policy options have been progressed and others rejected. The consultee states that the undertaking of a comparative and equal assessment of each reasonable alternative and that the Council's decision making and scoring should be robust, justified and transparent.

The consultee raises concerns about the consistency of approach taken by the Council with regard to the assessment of sites undertaken in the most recent iteration of the SA prepared by LUC and published in September 2016. The consultee raises the concern that the SA was used to justify a policy decision that has already been made, not as a genuine assessment to inform decision making, and the potential to retrofit an SA to a plan is a serious flaw.

The consultee puts forward a table that, for 4 of the 18 SA objectives, compares how the SA appraises the GDL promoted site in Wolvey against the draft allocated site at Wolvey Campus in Wolvey Heath. The consultee provides their own assessment against the four SA objectives in order to show the GDL promoted site performs better outperforms the other options.

The consultee requests the SA for the sites in Wolvey to be revisited.

The process used to carry out the SA of sites is described under paras 0 and 0 above. Therefore, throughout the SA process, LUC used the same method and assumptions to appraise all sites so that each site was appraised consistently. The final choice of sites by the Council to be included in the Publication Draft was that of the Council. The SA was not undertaken retrospectively to justify which sites to include in the Publication Draft, but was used to inform the selection of sites. However, in deciding which sites to include, the Council has taken other factors into account, such as its interpretation of national planning policy, other evidence studies, and the results of consultation at each stage of plan preparation process. The reasons for the Council's decisions are clearly listed in Appendix 7.

Oxalis Planning on behalf of Roxhill Developments Ltd

The consultee has an interest in achieving the allocation of land for mixed-use development at land surrounding Walsgrave Hill Farm (Site S14/075), and makes comparisons between the performance of this site and Lodge Farm (Site S16046).

The consultee states that the SA is not consistent or objective in its judgements of the proposed allocation at Lodge Farm in Policy DS10, particularly in comparison with the judgements made of the site as reference S16046, and the Walsgrave site as reference S14/075. As a result the consultee is of the view that the judgement reads as a wholly subjective and unbalanced post decision justification.

The consultee notes that the assessment of the Lodge Farm site (ref. S16046) scores the site as less sustainable when compared with the Walsgrave site (ref. S14/075). In particular, the Walsgrave site scores more favourably in terms of health, economic growth, climate change and pollution. However, when the Lodge Farm site is re-assessed as Policy DS10, which includes the proposed mitigation measures outlined for the scheme, the site scores more sustainably than the Walsgrave site.

The consultee notes that the assessment of Policy DS10 improves the score significantly in respect of the provision of services and facilities, health, economic growth, climate change, sustainable transport and pollution. The consultee concludes that a comparative assessment of the Walsgrave site would likewise see similar improvements to the SA score. The consultee maintains that, as this comparative assessment has not been provided, it is considered that the evidence base to support Publication Draft, in terms of the SA, is not robust or credible as there is no clear comparative assessment of the 'reasonable alternatives' in line with the NPPF.

The consultee goes on to state that they consider that the judgements made in respect of climate change and sustainable transport for Policy DS10 are plainly wrong and clearly not based on an objective assessment of the evidence. They are not consistent with the rest of the SA, particularly given the site's location and lack of employment land provision.

The two sites S14/075 Land surrounding Walsgrave Hill Farm, and Site S16046 Land off Daventry Road were both assessed using the same SA objectives and SA assumptions (see Appendix 3 of the SA Report), as reported in Chapter 4 of the SA with the appraisal

matrices presented in Appendix 5 of the SA Report. In this respect they are entirely consistent in their approach.

When comparing the appraisal of the two sites, many of the scores against the SA objectives were the same or similar. The main differences are listed below:

SA objective 6: Promote a strong, stable and sustainable local economy, Site S14/075 scored '++' whereas Site S16046 scored '+'.

SA objective 11: Reduce the Borough's contribution to climate change, Site S14/075 scored '+' whereas Site S16046 scored '0'.

SA objective 13: Conserve and enhance the historic environment, heritage assets and their settings, Site S14/075 scored '--' whereas Site S16046 scored '0?'

These site assessments, along with the large number of other site assessments, were used by the Council to inform their selection of sites to be allocated in the Local Plan, alongside other evidence and consideration of consultation responses. The Council's reasons for including or excluding sites in the Publication Draft of the Local Plan are provided in Appendix 7 of the SA Report.

On this basis, the Council decided to include Site S16046 in the Publication Draft, and this was worked up in more detail as Policy DS10 Lodge Farm, which was then subject to more detailed appraisal as the preferred policy – the more positive scores for some of the SA objectives compared to the original appraisal of Site S16046 reflect the policy wording for the allocation.

It is fair to say that many sites would perform better against SA objectives if they were subject to individual policy treatment, but it is not reasonable or practicable to expect the Council to prepare policy wording for every reasonable alternative given the number of alternative sites for development that were considered by the Council and subject to SA. The purpose of the site appraisal at the earlier stage is to enable the Council to take an informed view alongside other evidence, national planning policy and consultation responses about which sites to include in the Local Plan and therefore to be worked up as specific allocation policies.

#### Churchover Parish Council

The consultee resubmitted a consultation response with respect to the Preferred options Consultation December 2015. The consultee objects to the inclusion of Coton House on the basis that the proposed allocation is unsustainable and the Local plan is therefore unsound.

The consultee rejects completely the SA which it states fails to take proper account of the facts. The consultee specifically challenges the findings of the SA with respect to site SA14/073 Land at Coton House, Rugby (Small Area).

In summary, the consultee states that:

The location is not "within the periphery of Rugby" but in the open countryside beyond the M6 and beyond the town, and that there are no local services whatever, and no leisure or cultural opportunities anywhere accessible (SA objective 2).

It is likely to become a middle class enclave such that anyone who could qualify for affordable housing could not afford to live there (SA objective 4).

The proposal is likely to encourage 'motorway' crime (SA objective 5).

The fact that there are two bus stops on the southern side of the motorway is irrelevant as there is no safe access between them and Coton House which lies to the north of the motorway (SA objective 6) and that it will become a car borne development (SA objective 14).

It will have a negative effect on the viability and vitality of the town centre as residents would use out-of-town retail outlets that are closer to access to the town centre (SA objective 7).

The fact that the site is on greenfield is irrelevant with respect to waste and that a very large negative effect is likely due to the likely future demand for very large volumes of imported inert waste to form screening bunds to protect against the M6 (SA objective 10).

The minor negative score against Grade II\* Listed Coton House and Grade II Listed former stables is inadequate as it would materially alter the open parkland setting and cause significant harm to the significance of the heritage assets (SA objective 13).

The site is not within or characteristic of the 'High Cross Plateau – Open Plateau' type of landscape (SA objective 17).

The site was appraised in accordance with the assumptions presented in Appendix 4 of the SA Report. These assumptions enabled a consistent approach to be adopted for all the site appraisals.

With respect to the comments raised by the consultee, it is recognised that the M6 separates the site from the remainder of the town of Rugby, and that it is therefore arguable whether the development is within the periphery of Rugby or not (SA objective 2). The SA took the view that the site can be considered to be closely related to the town of Rugby, the urban area of which extends up to the southern boundary of the M6 and was scored accordingly. It is acknowledged that a different view could be taken if the M6 is considered to be the northern limit to the town. However, a precedent for housing development in this location has already been set through an existing consent, and the proposed development will provide an extension to the consented development.

The remainder of the SA objectives for this site were given scores that are consistent with the assumptions set out in Appendix 4 of the SA Report, using the evidence base that was available for undertaking the SA (e.g. with respect to access to public transport, impacts on heritage assets, landscape sensitivity, etc).

It is acknowledged that different judgements of how sites should be scored against the SA objectives can be made, particularly by those with detailed local knowledge of the sites in question. The purpose of the assumptions is to ensure that all sites are appraised on a consistent basis in the SA across a large number of sites.

Richard Allanach

The consultee states that an alternative DS8 policy which omits Ashlawn Fields has not been seriously considered by Rugby Borough Council.

The consultee gives the view that, whilst the Sustainability Appraisal Report may well form part of the evidence published to justify the Local Plan it did not form part of the evidence base which informed the Local Plan. The consultee states that the first draft of the

Sustainability Appraisal Report was not available until 15 September 2016 and the Publication Draft of the Local Plan was available at the Rugby Town East consultation event on 22 September 2016, and therefore *“it strains credulity too much to imagine that in the seven days between these two events that Rugby Borough Council was able to absorb all 863 pages of the Sustainability Appraisal Report and incorporate them into their Local Plan.”*

The consultee maintains that the reverse sequence of events must have taken place as is clear from the papers considered by Rugby Borough Council at its meeting of 19 July 2016 when it was reported that *“The Sustainability Appraisal of the Publication Draft will be undertaken **following** the Full Council meeting when it can be confirmed that proposals within it have the support of Full Council”* (p4) [the consultee's emphasis]. The consultee concludes that *“In other words the sustainability appraisal was to support the Publication Draft and not to inform it”*.

The remainder of the consultee's response challenges the Council's reasons for selecting or rejecting sites, summarised within Table A7.1 of the SA Report.

The SA is an iterative process that has informed the preparation of the Rugby Local Plan from its outset, as described in paras 2.10 to 2.27 of the SA Report. This has included the appraisal of reasonable alternative spatial strategies, reasonable alternative policies, and reasonable alternative site allocations.

Throughout this process, LUC has worked closely with Rugby Borough Council planning officers, carrying out site and policy appraisals in order to enable them to prepare, firstly the Preferred Options Local Plan (December 2015), and then the Publication Draft Local Plan (September 2016).

The final SA Report (September 2016) brought all of this information together in time to be published for consultation alongside the Publication Draft Local Plan in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The SA Report (incorporating 'Environmental Report') is required under Regulation 12(2) of the Environmental Assessment of Plans and Programmes Regulations 2004 (the 'SEA Regulations') to identify, describe and evaluate the likely significant effects on the environment of implementing the plan or programme and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme. This is achieved by the SA Report (September 2016).

Under Regulation 16(4) of the SEA Regulations, the responsible authority (i.e. the local planning authority – in this case, Rugby Borough Council) is required upon adoption of the Local Plan to provide a statement of (amongst other matters) how environmental considerations have been integrated into the plan, and how the environmental report has been taken into account, and the reasons for choosing the plan or programme as adopted in the light of the reasonable alternatives dealt with. The adoption stage will follow the Examination, assuming that the Inspector finds the Local Plan to be sound.

The carrying out of the SA of the Rugby Local Plan has been in accordance with the above procedures.

## SARD

Summary of key issues raised by SARD were that LUC's sustainability appraisal is flawed in at least five areas:

LUC have awarded this site a '+ +' rating for providing affordable and decent housing (2016, p229). They appeared to have reached this ranking solely by considering the size of the plot. No mention is made of SARD's evidence on this matter, including the infrastructure costs, the lack of a feasibility study, and the views of commercial developers. The site is so costly to develop that no provision for affordable housing can be made in a substandard proposal, and therefore the consultee questions how can the site can possibly be rated ++ for affordable housing?

LUC have given the site a '-' rating for urban regeneration (2016, p230). SARD argues that this is too generous. They support the evidence submitted by Daventry District Council to the Publication Draft (James, 2016). Inclusion for development of substantial allocations of greenfield sites in the Local Plan is likely to slow the regeneration of the Rugby Radio Masts site and therefore this site merits a -- rating on this dimension.

LUC have said that this site will have no effect on climate change (2016, p230). SARD disagrees – the current major employment sites lie to the north of Rugby (and the proposed employment site in South West Rugby is on the far side of the area), the site is not within easy walking distance of Rugby's old retail centre and beyond the reach of its new retail centre in Elliotts Field. Whilst the site is adjacent to a major convenience retailer, Sainsbury's, the proposed location of the primary school in the draft masterplan blocks pedestrian access to that site with the likely consequence that even for grocery shopping many of the residents of the site would take to their cars (Rugby Borough Council, 2016c, p23).

LUC have given the site a ++ rating for sustainable transport based on the site being within walking distance of 20 bus stops (2016, p230). SARD argues that this is a perverse methodology. A sustainable transport rating should be based on access to railways (limited), light rail systems (none), the frequency of bus services (very infrequent in southern Rugby) and walking and cycling routes. No agreement between Warwickshire County Council and Stagecoach on how buses would be able to reach this site has been reached on this issue. The ++ rating is over generous.

LUC have given the site a '-?' rating for impact on biodiversity but then qualified that rating with a question mark saying that it is "not yet known what undesignated biodiversity assets may exist within or near to this site" (2016, p231). Nothing could better illustrate LUC's failure to conduct a proper sustainability appraisal than that remark. The truth of the matter is that the biodiversity assets of the site have been assessed by professionals, RSK Environment, the results have been published and reviewed by the county ecologist and the county ecologist has concluded that the known development scheme for this site would have a negative impact on biodiversity (Marrons, 2014 and Mapstone, 2014). The question mark should be removed from the assessment. These facts are well known to Rugby Borough Council and if they had conducted a proper quality assessment of LUC's work they would have identified this failing.

SARD is aware of these particular shortcomings in LUC's assessment because of its close involvement with this particular site over the last three years. It is possible that these shortcomings may be more general and affect the overall conclusions LUC has reached.



The consultee draws attention to the SA of Site S14/025 Land at Ashlawn Road West, Ashlawn Road that was carried out along with all the other sites that were being given consideration as reasonable alternatives in the Local Plan. This site assessment was an initial high level assessment using the assumptions set on Table A4.1 of the SA Report, in the same way that all other sites were assessed. As explained in the methodology, the use of assumptions to appraise large numbers of sites is a common and accepted approach for a strategic assessment such as SA.

The Council decided to allocate Site 14/025 as a component part of Policy DS8 South West Rugby, which was then subject to SA as a whole on the basis of the policy wording. The Council decided it was necessary to allocate the site as part of Policy DS8 because *“the site forms part of a wider broad location considered most deliverable in transport terms. Allocation of all land ownerships in the south west presents an important opportunity to masterplan the development of the entire area, ensuring the infrastructure requirements are properly identified and appropriately phased”* (see Appendix 7 of the SA Report). Therefore, once this decision had been made, the development of Site S14/025 for the purposes of SA needed to be set within the context of the development of Policy DS8 as a whole.

It is acknowledged that the delivery of Policy DS8 will require significant investment in infrastructure. However, it is of a scale that would normally be expected to deliver a substantial proportion of affordable housing, in accordance with Policy H2: Affordable Housing Provision of the Publication Draft Local Plan. We are of the view that a significant positive ‘++’ score for SA objective 4: Provide affordable and decent housing, remains justified.

The SA acknowledges that, as a greenfield site, Policy DS8 may have a minor negative ‘-’ effect on SA objective 8: Promote the regeneration of urban areas. This is consistent with the assumptions in Table A4.1 of the SA Report. The Rugby Radio Station site has already been granted planning consent and is under construction, and the Local Plan states that the Council anticipates delivery of the Rugby Radio Station and South West Rugby in particular will continue into the next plan period, which suggests that over time they will complement rather than compete with another. As a result, we do not think a significant negative ‘-’ score is justified.

The SA gave a significant positive ‘++’ score for SA objective 11: Reduce the Borough’s contribution to climate change. This was because of a combination of factors, influenced by the scale of development. There are several existing bus stops within 600m north, east, south-east and south of this site and the policy makes provision for new and improved sustainable transport links to be incorporated into the site. Dunchurch Trading Estate is directly adjacent to the west of this site and Dunchurch, which is a Main Rural Settlement (as identified in the Rugby Borough Council Rural Sustainability Study), is adjacent to the site to the south-east. In addition the policy provides for both employment land and new homes onsite as well as improved cycle links within the site and public transport links to Rugby town centre, and new services and facilities. As such residents may be required to travel by private car to a lesser extent which could help to reduce the associated greenhouse gas emissions. The policy also requires an assessment of the energy requirements of the proposed development and measures to minimise energy use and include renewable energy generation. Taking all these factors into account a significant positive effect ‘++’ is still justified.

The SA gave a significant positive ‘++’ score for SA objective 14: Promote a sustainable and accessible transport network. This was for similar reasons as for SA objective 11 and, for similar reasons, it is considered that the score remains justified.

The SA gave an uncertain significant negative '- -?' score for Policy DS8 against SA objective 16: Conserve and where possible enhance the Borough's biodiversity, flora and fauna. This was because Cawston Spinney Local Wildlife Site and Cawston Fox Covert Local Wildlife Site are both within the boundary of this site and could be affected by development. In addition, Rugby-Leamington Disused Railway Local Wildlife Site and Cock Robin Wood Local Nature Reserve are directly adjacent to the western edge of this site.

The SA stated that it may be possible as part of the design of new development to mitigate detrimental impacts on these features - the policy requires that green infrastructure is provided as part of the development and also requires that existing habitats are utilised as a part of this network of green infrastructure. Specific protection is given through the text of policy for Cawston Spinney adjacent to the site around which a 30m buffer is to be identified.

The SA acknowledges the potential for a significant negative effect on biodiversity, which mirrors the comments raised by the consultee.

LUC  
15<sup>th</sup> March 2017