

OUGHBY Neighbourhood Development Plan
Our Plan Our Future

Issues and Options - Full Document

Consultation: 7 May to 3 June 2018

Willoughby Neighbourhood Plan Steering Group



With assistance from

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Public Consultation - How to Comment on this document

Welcome to the Full Issues and Options document for the Willoughby Neighbourhood Development Plan (NDP). This document is published for informal public consultation from Monday, 7 May until Sunday, 3 June 2018.

Public consultation is a very important part of preparing Neighbourhood Development Plans. This Issues and Options document has been prepared by the NDP steering group of local residents and a parish councillor to find out your views on how Willoughby Parish should develop over the coming years up to 2031 and beyond. The document builds on the various consultations which informed the Parish Plan (2013 - 2015), the Village Design Statement (2014 - 2016) and the responses to the housing survey in 2014.

This document sets out the key planning issues identified so far by the steering group based on the previous public consultations and suggests various approaches to planning policies for addressing these issues ('policy options').

We need to know the following:

- Do you as local people and stakeholders support the issues we have identified?
- Do you think the policy options are suitable for Willoughby Parish?

We also need to know:

- Is there anything important that you think we have missed?
- Will these suggested planning policies help to guide new development in a positive way so that changes are sensitive to Willoughby's distinctive character as a rural village with historic and environmental assets set within attractive countryside?

A summary document has also been prepared for this first consultation - the *Issues and Options: Summary and Questionnaire*. The document includes the draft vision, objectives and policy options as well as questions asking you to tell us what you think. Copies of the *Summary and Questionnaire* document have been delivered to all households to complete and return.

You can complete the Summary and Questionnaire document in the following ways:

- online at https://www.surveymonkey.co.uk/r/WilloughbyNDP
- on the paper copy of the questionnaire delivered to you
- at the initial Neighbourhood Development Plan Day on Wednesday, 16 May 2018

Next Step: After this initial consultation we will consider all submitted responses and start preparing our first Draft Neighbourhood Development Plan. We hope to have this ready by the beginning of September 2018.

Chair of Parish Council

Chair of Steering Group

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1.0 What is a Neighbourhood Development Plan?

Neighbourhood Development Plans (NDPs) are a new type of planning policy document, prepared by parish councils and other bodies to guide new development within a defined area, such as a parish. They are used alongside local authority (here, Rugby Borough Council) and national planning policy documents, to help determine planning applications.

NDPs are important planning documents and give local people the opportunity to have a real say in how, and where, development should happen within their local area. They can provide the local detail to add value to higher level, more strategic policies such as Rugby Borough Council's adopted Core Strategy (2011) and the Saved Local Plan policies (2011).

- 1.1 Neighbourhood Development Plans (NDPs) were introduced through the Localism Act 2011 to give local people a greater say in planning decisions that affect their area. NDPs are neighbourhood level planning policy documents with policies designed to reflect the needs and priorities of local communities.
- 1.2 NDPs can identify where development should take place, set out local design principles so that buildings respond positively to local character and protect important facilities, historic buildings, the natural environment and open spaces. They are an important part of our planning system because planning applications are determined in accordance with the development plan unless material considerations indicate otherwise. Made (adopted) NDPs are part of the local statutory development plan for their area.
- 1.3 A Neighbourhood Development Plan (NDP) can cover a range of planning related issues or just have one, single policy. This document has been prepared as a first step in setting out the possible scope and range of planning issues the Willoughby NDP could cover and potential policy options for addressing these issues.
- 1.4 It is important to remember that NDPs cannot be prepared in isolation. They have to be 'in general conformity' with local strategic planning policies - in this case, Rugby Borough Council's adopted Core Strategy (2011) and the Saved Local Plan policies (2011).
- 1.5 Planning Practice Guidance also advises that the reasoning and evidence informing the policies and proposals in an emerging Local Plan should be taken into consideration during the preparation of the NDP. Therefore, the Willoughby NDP also notes the policies in Rugby's emerging Publication Draft Local Plan (2016) which is currently undergoing an examination in Public. NDPs must also have regard to national planning policy the National Planning Policy Framework (2012) and other guidance and statements.

- 1.6 All the Neighbourhood Development Plan planning policies have to be underpinned by a clear and robust evidence base of local opinion and technical resources and, overall, the Plan has to meet a set of 'basic conditions' set out in national guidance.
- 1.7 Preparing a NDP is a complex and lengthy process. This is set out in Figure 1 below. We are hoping to have a First Draft NDP ready for further informal consultation with you later this year and then to finalise our Willoughby Draft NDP for the required 6 weeks formal consultation in late 2018 or early 2019. Following this, the Plan will be further revised and submitted to Rugby Borough Council who will check it and publish it for another 6 weeks consultation.

Consult on Preparing the Draft Plan Plan Designation (6 weeks) Rugby Borough Submit Plan to Revise Plan Council consult Rugby Borough for 6 weeks Council Examination Referendum NDP Made

Figure 1: Neighbourhood Development Plan Process

- 1.8 The Plan will then be examined by an independent Examiner, who is likely to recommend further changes before the Plan is subjected to a local Referendum within the Parish. If there is a majority Yes vote (50% of turnout + 1), the Plan will be made by Rugby Borough Council and used to help determine planning applications alongside Rugby's planning policies and national policy.
- 1.9 There are therefore several stages of public consultation and engagement throughout the process and the Neighbourhood Plan can only be made if, at the very end, local people support it.
- 1.10 We hope to achieve all this and have a Plan in place during the second half of 2019. We need your help and ideas to do this successfully.

2.0 A Neighbourhood Development Plan for Willoughby

Map 1: Willoughby Neighbourhood Plan Area

Willoughby Parish Council (Licensee) License No. 100051782

- 2.1 Willoughby Parish Council decided to prepare a Neighbourhood Development Plan (NDP) for Willoughby Parish in August 2017. This was after a survey of residents in which the majority of respondents indicated they wanted a NDP.
- 2.2 The Parish Council applied to Rugby Borough Council for designation of the Parish as a 'Neighbourhood Area' and this was approved on 5 October 2017. The designated Neighbourhood Area is the same area as the Parish and is shown in Map 1 above.
- 2.3 The period covered by the Neighbourhood Plan is from 2019 to 2031. This corresponds to the final twelve years of the plan period for the emerging Rugby Borough Council Local Plan (2011 2031) and allows our Neighbourhood Plan to use the same evidence base as that plan.

- 2.4 A Steering Group of interested local residents and a parish councillor was set up in November 2017 to oversee the preparation of the Plan on behalf of the Parish Council.
- 2.5 Willoughby Parish Council has carried out two major surveys with local residents in the past six years. The first survey took place in September 2012 and informed the Parish Plan which was compiled in 2013 and updated in July 2015. The second survey took place in August 2014 and was preceded by a housing survey carried out by Midlands Rural Housing in June 2014. This information underpinned the Village Design Statement which was approved and adopted by Rugby Borough Council in August 2016 and which is used by the Parish Council to help determine whether they should accept or object to planning applications submitted for the Parish.
- 2.6 The three surveys provide a great deal of information about the village and the views of the Willoughby community at the time. They cover the following areas:
 - Surrounding Landscape
 - Built Environment
 - Housing and Planning
 - Community Facilities and Services
 - Traffic and Transport
- 2.7 However, it is now time to update the information in these documents and to seek the views of the community that currently lives in Willoughby Parish so that we have a robust and recent evidence base to develop our Neighbourhood Development Plan.
- 2.8 The Steering Group has considered the information in the Parish Plan and the Village Design Statement and these, together with their own considerable local knowledge, have been used as a basis to prepare this *Issues and Options: Full Document* with the support of professional town planning consultants, Kirkwells.
- 2.9 It is important to note that the Parish Plan and the Village Design Statement considered both planning and non-planning matters. Some of the non-planning matters may be reconsidered during the consultation on the Neighbourhood Plan but they will not be addressed through the Neighbourhood Plan. Instead, we will ask about non-planning issues as part of the consultation process and the Parish Council is likely to take the lead in addressing these.
- 2.10 The Neighbourhood Plan Steering Group would like to invite all local residents and stakeholders to consider the document and to provide their comments and ideas. All submitted representations will be considered carefully and used to inform the next step in the process the preparation of a First Draft Neighbourhood Development Plan for Willoughby.

3.0 Vision and Objectives

- 3.1 A Neighbourhood Development Plan is required to have a vision and a clear set of objectives. The planning policies should then be designed to meet the identified objectives.
- 3.2 The Draft Vision and Draft Objectives have been prepared by the Steering Group and are set out below. Please let us know your thoughts.

DRAFT VISION

To retain and enhance the rural form and character of Willoughby whilst developing in a gradual and sustainable way that meets the needs of local people.

DRAFT OBJECTIVES

Objective 1: To ensure that the rural landscape character of the parish is protected and enhanced.

New development should be sustainable and should be designed sensitively taking into account the distinctive character of the historic agricultural landscape and the surrounding countryside.

Objective 2: To protect and enhance the built heritage assets in the parish.

New development should be designed to protect and, where possible, to enhance designated and non-designated built heritage assets and their settings.

Objective 3: To encourage high quality and sustainable design

New development should demonstrate high quality, inclusive and sustainable design and should positively contribute to the character and appearance of the area in which it is sited.

Objective 4: To provide a positive planning framework to guide the development of new homes within the parish.

The development of new homes should respond positively to local needs. The scale, location, size and type of any new homes should be sensitive to the rural area and take into consideration the distinctive character of existing buildings.

Objective 5: To support home working and micro businesses.

New businesses in the parish will be supported to help ensure Willoughby develops and prospers. New businesses should be suitable for the countryside location.

Objective 6: To protect and improve local services, community and recreational facilities.

Willoughby's local green spaces and existing facilities will be protected and proposals for new facilities and services will be encouraged.

4.0 Key Planning Issues and Possible Policy Options



4.1 Introduction

- 4.1.1 Willoughby Parish is a small rural parish to the south-east of Rugby located between Dunchurch and Daventry in the Leam Valley. Much of the parish is on the valley floor but to the east beyond the A45 part of the land rises gently towards the Northamptonshire village of Barby which is located upon a ridge of higher ground. The A45 runs through the middle of the parish with the Oxford Canal running roughly parallel a little further east. The village of Willoughby is bordered to the east by the A45 and is surrounded by farmland, much of which is ancient ridge and furrow. In 2011, the population in the parish was 398 (Census, 2011).
- 4.1.2 This is a very rural area with a distinctive landscape character. The built character of the village is a mixture of smaller houses and bungalows as well as larger properties. These dwellings range from much older houses, one built in the 17th century, to some houses built recently. Most houses are orientated to front the road and gable ends facing the road are uncommon. Many of the houses are set back from the road and

sited within large, narrow plots which extend to the rear and provide open views to the open countryside beyond. The village has a linear layout of single plots either side of the through road. The distinctive 'valley floor' character of the village is enhanced by meandering street-side swales (ditches) and vegetation that provide linking green corridors through the settlement.

- 4.1.3 The gradual growth of the village over the years has led to a built environment that is generally harmonious and in keeping with the surrounding landscape. In the wider parish there are a number of substantial farm houses and some more modest dwellings.
- 4.1.4 The Neighbourhood Development Plan provides an opportunity to aim for high quality in new development to ensure that change is integrated successfully and that our environment is protected and enhanced.

4.2 Protecting and Enhancing Our Rural Landscape

4.2.1 Willoughby village is set within a distinctive rural landscape setting. In the survey for the Village Design Statement, 99% of villagers agreed that it was important to retain the green area around Willoughby to keep it as a separate entity. The vast majority of respondents (91%) thought that the agricultural land surrounding the village which provides employment, important local character and views with pasture land, arable crops, copses and hedgerows should be preserved at all costs. Almost everyone said that all public footpaths and bridleways should be maintained and around 85% believed that the views towards Barby, Braunston and Dunchurch should be preserved.



4.2.2 The landscape character of Willoughby Parish is described in the 'Landscape Assessment of the Borough of Rugby Sensitivity and Condition Study' (April 2006). Most of the Parish lies within the Feldon, Vale Farmlands landscape character type (LCT). This LCT is described as:

'an area of broad, flat, low-lying clay vales with few roads or settlements. It is characterised by a largely intact pattern of medium to large-sized geometric fields, bounded by hawthorn hedges. Tree cover of any kind is sparse, allowing wide views to rising ground and giving a strong impression of sky and space. Despite a significant move towards arable production in recent years, extensive areas of permanent pasture still remain a feature of this landscape, together with well preserved areas of ridge and furrow. Deserted medieval villages have also survived in places.

Villages are typically few and far between, often consisting of small, straggling clusters of farmsteads and dwellings. Most are situated around a cross-road, and many are well off the beaten track. Roads are often single track, with wide grass verges, bounded by a ditch and thick hedge.'

4.2.3 The north-eastern part of the Parish rises to an area of Feldon, Ironstone Fringe landscape character type. This LCT is described as:

'a remote rural landscape associated with a raised Lower Lias tableland which occurs along the fringe of the Ironstone Wolds, (a hilly region in the western part of adjoining Northamptonshire). It has a large scale, gently rolling topography, punctuated in places by prominent ironstone hills. There are few roads or settlements, and sometimes there are extensive areas of empty countryside, often associated with deserted medieval villages.

Large, isolated manor farmsteads are a feature of this area, together with small, strongly nucleated ironstone villages often situated on rising ground. It is characterised by a large, strongly hedged field pattern, which creates a relatively strong sense of enclosure in an otherwise rather open, intensively farmed landscape with sparse tree cover. Extensive areas of permanent pasture were a characteristic feature of the Ironstone Fringe until relatively recently, much having been ploughed up. Where pockets of pasture still remain, well-preserved ridge and furrow is often a special feature. Roadside verges are typically wide and bounded by tall, thick hedgerows and on steep hillsides, semi-natural grassland may sometimes be found.'

- 4.2.4 The natural landscape of ancient ridge and furrow surrounded by natural hedges, which have been in place for centuries, allows wildlife to flourish. Foxes, badgers, hares and small mammals are often seen in the fields around the parish. The Oxford Canal and the old Great Central railway also allow nature to thrive with ducks and swans readily seen on the canal.
- 4.2.5 The village pond is home to many wild ducks and moorhens who breed here. It is also used by frogs and frogspawn is evident in the spring. Visits are often made by a heron and a kingfisher which feed on the fish. A brook runs through the village where children fish for minnows and the site of the listed moat (a scheduled monument) is home to wild

ducks and a variety of nesting birds. Haywards Lodge beside the A45 is a natural site where nature has been allowed to take over and is home to rabbits and wild birds. There is a path through the site enabling nature to be observed.

- 4.2.6 Policy NE4: Landscape Protection and Enhancement in RBC's emerging Publication Draft Local Plan requires that 'development proposals must consider its landscape context, including the local distinctiveness of the different natural and historic landscapes and character, including tranquillity, and relate well to local topography and built form and enhance key landscape features ensuring their long term management and maintenance'.
- 4.2.7 Planning Policy Option 1 provides an example of a planning policy to protect Willoughby's local landscape character. We need to know whether local residents support this approach and whether we have missed anything important.

Planning Policy Option 1

Protecting and Enhancing Rural Landscape Character and Views

A planning policy could be prepared to protect and enhance local landscape character and locally significant views. This would include for instance:

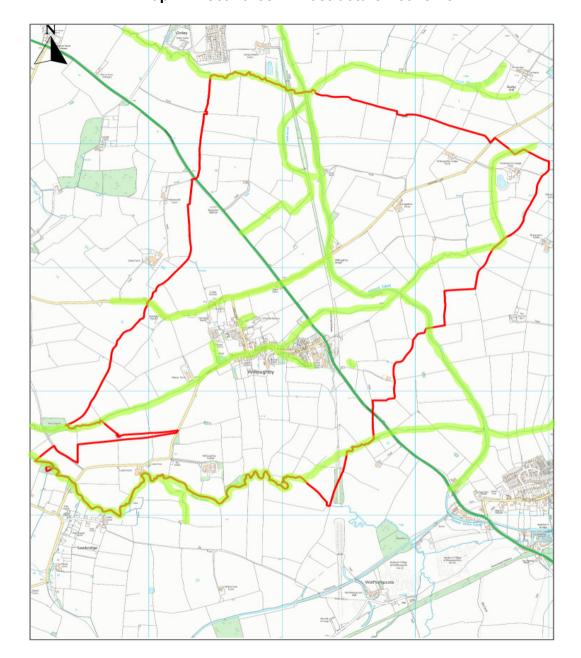
- A. Protecting the open, rural character of the landscape by discouraging isolated new buildings in the open countryside and encouraging any limited rural development to adjoin the existing built form of farmsteads and other dwellings.
- B. Encouraging new agricultural and commercial buildings and structures to be sited and designed sensitively. They should be sited where possible to avoid breaking the skyline and have appropriate screening and landscaping using local native species. Larger buildings should be 'broken up' using a change in materials or colour or a break in the roof span.
- C. Supporting the conservation of traditional farm buildings through continued and appropriate new uses. Repairs and alterations should use local materials and techniques wherever possible.
- D. Encouraging opportunities to preserve and enhance wildlife habitats, wildlife/green corridors and heritage assets. This could include, for instance, protecting ridge and furrow fields, swales and drainage ditches, hedgerow field boundaries and historic field patterns.
- E. Identifying locally significant views for protection. Developments should be required to take into consideration any adverse impacts on these views through landscape appraisals and impact studies.
- F. Protecting the green gap between the southern boundary of the proposed Lodge Farm Village and Willoughby village to prevent coalescence and to ensure that the village remains distinct.

- G. Requiring development within Willoughby village to protect existing grass verges, hedges, trees, wild areas, swales and ponds as important local landscape features which enhance the character of the built up area and link it to the open countryside. New development is encouraged to incorporate these features into landscaping designs.
- H. Designing lighting schemes to minimise light pollution. Security lighting should be appropriate, unobtrusive and energy efficient.

4.3 Local Green Infrastructure (GI)

- 4.3.1 Green Infrastructure (GI) is 'a network of multifunctional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities' (NPPF Glossary). These networks include water courses, ponds and canals etc. which are commonly also referred to as 'blue infrastructure'.
- 4.3.2 Rugby Borough Council (RBC) Green Infrastructure Study, Final Report June 2009 suggests that the following resources should, wherever possible, be incorporated within local GI networks:
 - hedgerows, rail and motorway embankments and road verges that provide movement corridors and habitats for a range of wildlife (including legally protected and other notable species);
 - notable species populations;
 - woodlands, orchards and trees that play an important role in providing shading and contributing to the image of an area (as well as being valuable habitats);
 - areas of historic value at the local scale (HER records and Historic Landscape Characterisation); areas of high landscape quality (identified through landscape character assessments);
 - landscape, ecological and historic features that contribute to local character and sense of place;
 - ponds, which provide valuable wildlife habitats and may have a role in local drainage networks;
 - public rights of way and permissive routes that may be important as sustainable movement corridors; and
 - allotments.
- 4.3.3 RBC's emerging Local Plan Policy NE3: Blue and Green Infrastructure Policy sets out that the Council will work with partners towards the creation of a comprehensive Borough wide Strategic Green Infrastructure Network. The Willoughby Neighbourhood Development Plan could identify locally relevant Green Infrastructure (GI) networks which are found in the Willoughby neighbourhood area and include a policy which protects local GI and encourages new development to enhance these networks.
- 4.3.4 Map 2 shows the GI networks identified so far in Willoughby.

¹ https://www.rugbv.gov.uk/downloads/file/197/green infrastructure study



Map 2: Local Green Infrastructure Networks

4.3.5 Blue infrastructure can also provide important drainage functions and much of the village of Willoughby and some outlying areas are at risk of flooding. The situation is generally well-managed with drainage ditches cleared regularly but, even so, there have been instances of flooding in the past five years particularly at the junction of Main Street and Lower Street. The flooding here is often made worse by large cars driving at speed through the flood and throwing the water up against the houses which front directly onto the road.

Planning Policy Option 2

Local Green Infrastructure (GI)

A planning policy could be prepared to protect and enhance a local Green Infrastructure network. This could say, for instance:

- A. New development should protect and where possible enhance existing Green Infrastructure assets as shown on Map 2. Development which delivers the creation of new multifunctional green infrastructure will be supported.
- B. These networks should contribute towards ecological enhancements, reducing flood risk and improving water quality management and enhance the landscape and historic character of Willoughby Parish. Proposals should demonstrate how these networks will be achieved and maintained in perpetuity.
- C. Development should incorporate mitigation measures to protect and enhance the river corridors of the River Leam and its tributaries and the swales which flow through the centre of the village of Willoughby. Opportunities should be taken to open up culverted watercourses wherever possible.
- D. Opportunities should be taken to extend existing footpath and cycle networks into the open countryside. Wherever possible, footpaths, bridleways and cycleways should be linked to green corridors, neighbouring amenities and communities to enhance their multifunctionality.

4.4 Protecting and Enhancing our Built Heritage Assets



- 4.4.1 Willoughby's built heritage and distinctive character are clearly valued locally as positive assets. In the questionnaires for the Parish Plan and for the Village Design Statement, a considerable majority of respondents wanted the heritage of the village to be protected and many people noted buildings which were of visual or historical importance to them.
- 4.4.2 Built heritage assets in the village include two areas which have specific character:
 - Lower Street with its terraced cottages and older properties such as Barrowfield and Church View, which was built in 1730 and used to have a chapel at the end of the building. Vale House, a timber-framed house next door, is older still and was built in the 17th century.
 - Main Street where older properties include the Bakehouse, White House Farm, The Old Smithy and Brookside Cottages, together with buildings near the village sign triangle, such as The Rose Inn and the School House. There is also the old Wesleyan chapel in Main Street which is now a house.
- 4.4.3 Other more scattered historic properties include Bath Farm in Moor Lane and the Old Vicarage and Ivy Farm in Lower Street, together with Manor Farm adjacent to St Nicholas' Church. Willoughby House used to be a Spa in the late 1800s with spa water being pumped from a bore hole at the back of The Cottage in Moor Lane. The site of a moated farmstead dated to the 1400s in Moor Lane is designated a scheduled monument by English Heritage. In total, there are six listed buildings in the Parish including the Grade II* listed Church of St Nicholas and one scheduled monument, The Moat. These are:
 - The Smithy (Grade II)
 - The Rose Public House (Grade II)
 - Vale House (Grade II)
 - Church of St Nicholas (Grade II*)
 - Manor Farmhouse (Grade II)
 - Whitehouse Farmhouse (Grade II) and
 - Moated Site south of Manor Farmhouse (Scheduled)
- 4.4.4 Appendix 1 identifies the statutory Listed Buildings in the parish and Appendix 2 shows the location of historic buildings in the parish, both listed and non-designated. Where buildings are not on the statutory list we could draw up a list of locally designated built heritage assets (buildings plus others) that are important to us. Non-designated historic buildings identified so far are:
 - Pye Court
 - The Old Rectory
 - Church View
 - Lower Street Cottages
 - The Red House
 - The Old Post Office
 - The Bakehouse
 - The Old School House
 - Wesleyan Chapel



- 4.4.5 Rugby Borough Council's emerging Publication Draft Local Plan contains Policy SDC3: Protecting and Enhancing the Historic Environment which seeks to protect, sustain and enhance designated and non-designated heritage assets. The NPPF defines these as 'A building, monument, site, place, area or landscape as having a degree of significance meriting consideration in planning decisions, because of its heritage interest'.
- 4.4.6 The Neighbourhood Development Plan could include a more detailed policy which refers to local heritage assets identified in the supporting text above.

Planning Policy Option 3

Protecting and Enhancing Built Heritage Assets and their Settings

A planning policy could be prepared to protect and enhance the historic qualities of the village environment. This would promote high quality design in new development and alterations, encouraging designs to respond positively to the local character and context. For example:

- A. Proposals for new development and alterations to existing buildings will be required to demonstrate careful consideration of any potential impacts on the setting of nearby heritage assets above or underground.
- B. All development should seek to protect and, where possible, enhance both designated and non-designated heritage assets such as those identified in the Neighbourhood Development Plan and historic landscape character and put in place measures to avoid or minimise impact or mitigate damage.
- C. Proposals will be required to describe the significance of any heritage assets affected including any contribution made by their setting. Development proposals should protect, conserve and, where possible, enhance heritage assets and their settings in a manner appropriate to their significance.

D. Overall, development must reflect the scale, mass, height and form of existing locally characteristic buildings and design details and materials should be chosen to be harmonious with neighbouring properties.

4.5 Encouraging High Quality and Sustainable Design



- 4.5.1 There may be an opportunity to include a more general policy that promotes high quality, perhaps contemporary, designs in any new development in the village and in the wider rural area of the parish, as well as having a specific Policy protecting and enhancing built heritage assets (possible Planning Policy Option 3. above)
- 4.5.2 Around the village, some of the traditional buildings are built of stone and Vale House is timber-framed, but most buildings are constructed from red brick while some have a rendered finish or are painted white. Buildings are generally modest in scale (mainly one, one and a half or two storeys) but there are some larger detached houses, both traditional and modern. All roofs are sloping and are a mixture of slate and clay tiles or curved, concrete tiles. The only building left in the village with a thatched roof is the Rose Inn. As new development takes place, the village and wider Parish will continue to evolve and the Plan could encourage appropriate contemporary responses to the more traditional buildings which currently exist.
- 4.5.3 Rugby Borough Council's emerging Publication Draft Local Plan contains Policy SDC1: Sustainable Design which states that 'high quality, inclusive and sustainable design and new development will only be allowed where proposals are of a scale, density and design that would not cause any material harm to the qualities, character and amenity of the areas in which they are situated'

- 4.5.4 As part of the background evidence for the Neighbourhood Development Plan, the Steering Group is considering looking at local character in more detail. This would mean preparing local character appraisals of distinct areas around the village with photographs and descriptions of their key features.
- 4.5.5 The Village Design Statement provides some detailed design principles to guide new development in Willoughby but this has less weight in planning decisions than planning policies, such as those included in a Neighbourhood Development Plan (NDP).
- 4.5.6 A policy could be provided in the NDP to promote high quality design which respects the context and setting but which also supports more sustainable, modern and contemporary designs. Development could be encouraged to include the use of innovative construction techniques, new or recycled building materials and sustainable, energy efficient design. In doing so, the Willoughby NDP could promote local distinctiveness and a sense of place, in contrast to the very generic house designs often promoted by house builders across the country.

Planning Policy Option 4

Encouraging High Quality and Sustainable Design

A planning policy could be prepared to encourage high quality design in new development in the village generally and in the wider rural area. For example:

General Principles

- A. New development must be of a scale, mass and built form which responds to the characteristics of the site and its surroundings. Care must be taken to ensure that building(s) height, scale, and form, including the roofline, do not disrupt the visual amenities of the street scene and impact on any significant wider landscape views.
- B. Proposals must not feature designs specific to a generic scheme and must display how they take account of the locally distinctive character of the area in which they are to be sited within design and access statements.
- C. New buildings must follow a consistent design approach in the use of materials, windows/doors and the roofline to the building. Materials must be chosen to complement the design of a development and add to the quality or character of the surrounding environment.
- D. Older buildings should be retained and altered or extended in a similar style to that existing and not detract from the existing rural character. Extensions must be small in scale and subordinate in scale to the original building.

Sustainable Development

- E. Sustainable, energy efficient designs will be supported.
- F. Contemporary designs and modern architectural approaches, including the use of innovative construction techniques and new or recycled building materials, will be acceptable where they are of exceptional quality and where they clearly demonstrate that they are appropriate to their context.

Respecting Local Character

- G. New buildings should be orientated to front the road. Existing building lines should be maintained; where buildings are set back behind front gardens new development should continue this approach and incorporate similar boundary treatments such as low front walls or hedges.
- H. Dormer roofs that can be seen from the street should be pitched and not flat and should be functional and unobtrusive.
- I. Building heights should be no more than 2 storeys.
- J. Windows should be appropriate to the type and size of house and alterations to older properties should retain the size and style of the original opening wherever possible.
- K. Local building materials typically include traditional red brick and render and Northamptonshire ironstone in some older properties and thatched, tiled or slate roofs. New development is encouraged to incorporate these materials into new schemes to help integrate new designs into the local context.
- L. Proposals must minimise the impact on general amenity and give careful consideration to noise, odour and light.
- M. In the wider rural area, redevelopment, alteration or extension of historic farmsteads and agricultural buildings should be sensitive to their distinctive character, materials and form.

4.6 Providing Homes



Introduction

- 4.6.1 The village of Willoughby has grown incrementally over a long period of time with a combination of some small scale new developments, some infill development and rebuilds and conversions of existing buildings. In 2001, there were 181 dwellings in the parish and by 2011 this had risen to 195. Since then, 5 more new houses have been added (3 barn conversions, one change of use to a dwelling and 1 new build). A list of the main housing development since the 1960s is provided in Appendix 3.
- 4.6.2 In 2011, 60% of houses in the parish were detached (much higher than in Rugby Borough generally at 28.3%), 24.10% were semi-detached and 10.77% were terraced. 85.56% of all houses were owner occupied, a significantly higher percentage than in Rugby Borough generally (70.5%) (Census, 2011).
- 4.6.3 The results of the questionnaire carried out in 2014 showed that 72% of respondents felt that the character of Willoughby derives from its present size, while 33% of respondents felt that the village would benefit from the development of new housing. 89% of respondents thought that Willoughby should retain its current mix of smaller houses and bungalows as well as larger properties while 71% felt that he current mix of housing size and style was adequate.
- 4.6.4 The housing survey produced by Midlands Rural Housing in June 2014 for Willoughby village showed that, at that time, there was an identified need in the village for two affordable homes and two 2-bedroom open market homes (one bungalow, one house) for those with a local connection.

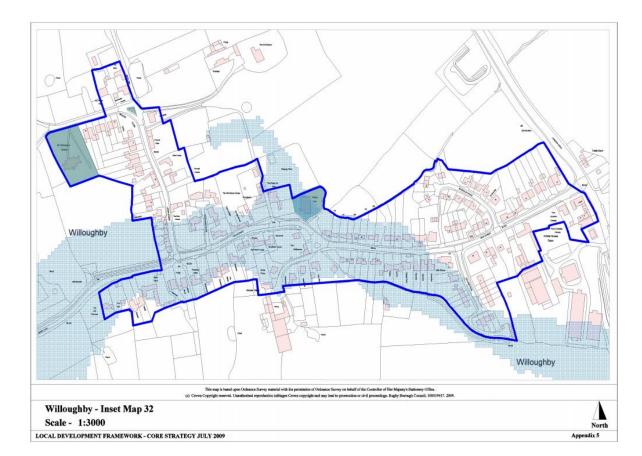
4.6.5 Of the 398 people living in the parish in 2011, 18.4% were aged 19 years old or younger and 23.9% were over 65. The proportion of 20 - 44 year olds in the parish population decreased significantly from 29.09% in 2001 to 21.4% in 2011 and the proportion of 45 - 64 year olds increased slightly from 34.6% to 36.4%. By June 2016 it is estimated that there were 414 people in Willoughby parish - an increase of 16 people since 2011. (ONS Mid-Year population estimates for 2016)

Rugby Borough Council Local Plan - Current Situation

- 4.6.6 In the current approved Rugby Borough Council Core Strategy (2011), Policy CS20 identifies Willoughby as a Local Needs Settlement located within open countryside. This means that
 - development is only permitted where it is small scale development to meet local housing needs inside the existing village settlement boundary
 - an upper threshold of 0.2 Ha applies for the plot of land to be developed inside the settlement boundary
 - development will not be permitted if the site could reasonably form part of a larger developable area.

Thus, development can only take place inside the village settlement boundary (marked in blue on Map 3 below) and must meet the criteria above. Development outside the settlement boundary would be in open countryside where development is much more restricted by national and local planning policies.

4.6.7 The policy framework is intended to ensure that, where sites are available within smaller villages, development would meet local needs only. Housing Needs Surveys have been undertaken for these villages over a number of years and have consistently demonstrated the need for smaller houses and affordable housing within the rural area.



Map 3: Willoughby Village Settlement Boundary

Rugby Borough Council Local Plan - Emerging Situation

- 4.6.8 The Council's Publication Draft Local Plan (September 2016) was submitted to the Secretary of State for examination on 14 July 2017 and is currently undergoing an Examination in Public by Inspector Mike Hayden to determine whether or not it is 'sound'.
- 4.6.9 In this emerging Local Plan, Local Needs Settlements such as Willoughby have now been identified as Rural Villages and are at Level 3 in the Hierarchy Settlement which describes how housing growth figures for the Borough are distributed. See Table 1. below

Table 1: Policy GP2 - Settlement Hierarchy

Rugby town	Main focus for all development in the Borough. Development permitted within existing boundaries and as part of allocated Strategic Urban Extensions.		
Main Rural Settlements	Development will be permitted within the existing boundaries of all Main Rural Settlements.		
Rural Villages	Development will be permitted within existing boundaries only, including the conversion of existing buildings where national policy permits.		
Countryside	New development will be resisted; only where national policy on countryside locations allows will development be permitted.		
Green Belt	New development will be resisted; only where national policy on Green Belt allows will development be permitted.		

4.6.10 The emerging Local Plan states that 'Rural Villages will not play a role in helping to deliver Rugby Borough's strategic growth. The level of services within Rural Villages is more limited than that of Main Rural Settlements and as such the development strategy affords Rural Villages a greater restriction, limiting new development to within existing settlement boundaries.' (Paragraph 3.12).

Services in Willoughby Village

- 4.6.11 An overview of the services available in Willoughby can be found in Rugby Borough Council's 'Village Services Audit', an appendix to the 'Rural Sustainability Study', published in December 2015. All thirty-four villages in the Borough were assessed against various criteria in terms of their sustainability and then ranked based on their total score. Access to services and access to public transport were the two main categories used to assess a village's sustainability.
- 4.6.12 The Village Services Audit has been re-organised from 'most sustainable village' to 'least sustainable' and re-scored because the village has lost its garage/petrol station and regular bus service since the audit was done. In 2015, Willoughby ranked 19th out of the thirty-four villages in Rugby Borough for sustainability. In April 2018, it ranked 27th.

Policy Considerations

4.6.13 The settlement boundary has been drawn tightly around the village and much of the village is at risk of flooding. These constraints mean that new housing development in Willoughby village is likely to be very limited over the Plan period (up to 2031). It is therefore very important that any new housing or conversions are of the size and type needed to support the future sustainability and vitality of the village.

- 4.6.14 A criteria based policy could guide any planning applications that come forward over the Plan period, in the same way as the Village Design Statement is used at the moment by the Parish Council. Such a policy would ensure that any applications to build new homes would meet the criteria set out in the policies in this Neighbourhood Development Plan.
- 4.6.15 As part of the questionnaire for this Issues and Options discussion document, we are also asking a few questions to find out what local residents see as their housing needs over the next ten years. The responses to these questions will help us to develop a policy to meet the needs of local people in the future.

Planning Policy Option 5

Providing Homes

A criteria based policy could be prepared to guide the response to any planning applications that come forward over the Plan period. This could look something like this:

Housing inside the Settlement Boundary

New housing development will be supported within the settlement boundary of Willoughby village where:

- A. Schemes are small in scale (1 to 2 houses) and are on small infill or brownfield sites.
- B. Development does not have an unacceptable impact on the character of the surrounding area and responds positively to design policies in the Neighbourhood Development Plan.
- C. Residential development in rear gardens should demonstrate that proposals would not have an unacceptable impact on the character of the local area in terms of loss of openness, mature trees, hedges and shrubbery and a substantial increase in the density of built form.
- D. Suitable access should be provided linked to existing local vehicular, pedestrian and cycle networks.

House Types and Sizes

All proposals for new housing and conversions of existing buildings will be required to demonstrate how they meet local housing needs in terms of house type, size and tenure. In particular the following will be particularly encouraged:

(Insert after the Issues and Options Consultation)

- 4.6.16 Rural Exception Sites: It has been national and Rugby Borough Council (RBC) policy for a long time that the development of affordable housing to meet the needs of local people will be permitted adjacent to defined rural settlement boundaries, where development is normally resisted. These Rural Exception Sites will only be considered acceptable if they meet a number of criteria, including there being no suitable alternative site inside the village boundary and that safeguards are in place to ensure homes remain affordable forever. (RBC Publication Local Plan, Policy H4: Rural Exception Sites).
- 4.6.17 RBC's emerging Publication Local Plan now also proposes that a small amount of development outside the defined settlement boundaries of Main Rural Settlements and Rural Villages *may* be acceptable if it meets the social or economic needs of that community. (RBC Publication Local Plan, Paragraph 3.13). The Willoughby Neighbourhood Development Plan could include proposals for this type of additional small-scale development provided that the choice of sites takes into account the principles of sustainable development, the relevant policies in RBC's Local Plan and the content of national planning policy. At this stage the inclusion of any such planning policy will be determined by the responses to the Issues and Options consultation.

4.7 Supporting Home Working and Micro Businesses



4.7.1 Willoughby has a range of local businesses. These include businesses run from home, those with specific premises (e.g. Be Beautiful and the Rose Inn) and farmers who work and live in the parish. A list of these local businesses is provided in Appendix 4. It is believed that a number of other local people work from home and the Issues and Options consultation should provide some more information about this.

- 4.7.2 The future sustainability of the parish is partially dependent upon maintaining the local economy and services and enhancing these where possible. Local businesses, appropriate to the rural area, should be encouraged and supported to ensure employment opportunities and economic growth are provided in the future.
- 4.7.3 Rugby Borough Council's emerging Local Plan supports appropriate economic development in the countryside (Policy ED3) and provides more detail about the forms of development that would be acceptable in principle (Policy ED4). The Plan acknowledges, however, that 'rural locations are not always likely to be the most sustainable employment locations in terms of access to both workforce and the local transport network' and goes on to say that any development must be 'appropriate to its rural location and not cause unacceptable adverse impacts in the area.' (Paragraph 6.17)
- 4.7.4 Paragraph 6.18 states that 'The provisions of Parish Plans and Neighbourhood Plans will be taken into account when assessing development proposals in rural parts of the borough.'

Planning Policy Option 6

Supporting Home Working and Micro Businesses

A planning policy such as this could be prepared to support home working and small scale business development

- A. Small scale economic development which is in keeping with Willoughby's rural location, setting and historic character will be supported.
- B. Development for small scale business activities will be encouraged where:
 - 1. Development involves the sensitive refurbishment or conversion of existing redundant rural buildings or, where new buildings are proposed, designs are appropriate in terms of other policies in the NDP; and
 - 2. Development is consistent with the rural parish setting in terms of size, design and type of business; and
 - Proposals demonstrate consideration of impact on infrastructure and incorporate appropriate mitigation measures to minimise any adverse impacts; and
 - 4. Adequate car parking is provided for employees and visitors; and
 - 5. Proposals are for micro businesses and facilities which support local services or the visitor economy linked to the quiet enjoyment of the countryside.
- C. Proposals which include the redevelopment or re-use of existing former agricultural buildings, workshops or previously used sites in the countryside will be encouraged for small scale retail (e.g. farm shops), professional and artisan type uses.

4.8 Protecting and Improving Local Facilities and Services



- 4.8.1 Paragraph 28 of the National Planning Policy Framework (NPPF) states that 'To promote a strong rural economy, local and neighbourhood plans should: Promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.' Policy HS3: Protection and Provision of Local Shops, Community Facilities and Services in RBC's emerging Publication Local Plan is aligned with the NPPF and reiterates the importance of local facilities and the need to protect and improve these, where possible, to meet the needs of the local resident population.
- 4.8.2 Willoughby Parish has a range of facilities. These include a village hall, a pub and a cafe, a playing field and children's playground, allotments, a cricket club and a church, a beauty salon and a car wash facility. A full list of local facilities and services is provided in Appendix 5.
- 4.8.3 The recently refurbished village hall is well used by local clubs and societies and is the hub of social activity. The clubs and societies offer many and varied activities for local people and the popular Local and Live concerts entertain monthly throughout the year. Cricket plays an important part in the life of the parish and the club has senior and junior teams that play at local and regional levels. During the school holidays, there are also summer schools for children and young people from the local area. The excellent facilities on the Woolscott Road include a pavilion and several carefully tended pitches, as well as a practice area.



- 4.8.4 The playing field and the children's playground, next to the village hall and The Rose Inn, are enjoyed by local people and provide the venue for the village festival (complete with lots of races for all ages), concerts and sports events in warmer months. Land for the allotments was bought and fenced to keep out rabbits after the responses to the 2012 survey for the Parish Plan indicated an interest locally in having such a facility. All kinds of produce and flowers are now grown and shared within the community. The allotments also provided the venue for a well-attended BBQ in the summer.
- 4.8.5 A great deal of information about the parish is provided on the Parish Council website, together with minutes from Parish Council meetings so that people can find out what local issues are being addressed and what progress is being made. The website also gives information about the Community Emergency Plan and the Flood Action Plan. Both of these are reviewed and updated annually.
- 4.8.6 The Willoughby Monthly is the parish newsletter. It has been produced by a local resident since September 2008 and is distributed to every house in the parish. It contains an editorial, a calendar of local events each month, short articles from different organisations and groups about forthcoming events, activities and matters of note affecting the parish, as well as contact details for Neighbourhood Watch and the Police.
- 4.8.7 There is now, unfortunately, no regular bus service along the A45 so local people have to use their cars or vans to access most services. There is a public bus to/from Rugby twice a week on Mondays and Fridays and school buses take children to and from schools in Rugby.

Planning Policy Option 7

Protecting Existing Community Facilities and Supporting Proposals for New Facilities and Services

A planning policy such as this could be prepared to protect existing facilities and to support proposals for new facilities/services to meet local needs

- A. There will be a presumption in favour of the protection of existing community facilities as listed below.
 - Village Hall
 - Church of St Nicholas
 - The Rose Inn
- B. There will be a presumption in favour of the protection of existing recreational facilities as listed below.
 - Cricket Club
 - Playing Field and Children's Playground
 - Allotments
 - Haywards Lodge Nature Reserve
 - The Amenity Garden
- C. There will be a presumption in favour of the re-use of such facilities for health, education or community type uses. The change of use of existing facilities to other uses will not be permitted unless the following can be demonstrated:
 - 1. The proposal includes alternative provision, on a site within the locality, of equivalent or enhanced facilities. Such sites should be accessible by public transport, walking and cycling and have adequate car parking, or
 - 2. There is no longer a need for the facility, and this can be robustly demonstrated to the satisfaction of the Parish Council.
- D. Development which contributes towards the improvement of existing or provision of new health, education or community type uses to meet local needs will be encouraged where they:
 - 1. Demonstrate that they meet the needs of the population; and
 - 2. Adopt a design that is appropriate to a rural location in terms of scale, siting and massing, and
 - 3. Ensure accessibility for all.

Protecting Local Green Spaces

- 4.8.8 In addition to those recreational facilities and open spaces identified in Policy Option 7 (the playing field, children's playground and allotments) there may be one or more small incidental open spaces in Willoughby which are valued by the local community and which do not enjoy current protection.
- 4.8.9 Local Green Spaces are a new type of planning designation which allows communities to protect open spaces which are locally important. Para 77. of the NPPF sets out the following criteria for designating Local Green Spaces. It notes that the designation will not be appropriate for most green areas or open space and should only be used:
 - where the green space is in reasonably close proximity to the community it serves;
 - where the green area is demonstrably special to a local community and holds a
 particular local significance, for example because of its beauty, historic
 significance, recreational value (including as a playing field), tranquillity or richness
 of its wildlife; and
 - where the green area concerned is local in character and is not an extensive tract of land.
- 4.8.10 The Issues and Options consultation questionnaire will be used to help identify whether there are any areas in Willoughby which would meet these criteria and therefore could potentially be identified as Local Green Spaces in the Neighbourhood Development Plan.

5.0 Next Steps

- 5.1 This Issues and Options discussion document has been published for informal consultation from Monday, 7 May until Sunday, 3 June 2018.
- 5.2 The Steering Group will read and carefully consider all the responses received as part of this consultation. Your responses will help us to prepare a First Draft Neighbourhood Development Plan. This will involve the preparation of draft planning policies and supporting text.
- 5.3 Once the First Draft Plan is prepared, there will be
 - a further period of *informal* consultation on the plan before the Draft Neighbourhood Development Plan is finalised
 - a further 6 weeks formal consultation on the Draft Neighbourhood Development Plan

6. Non-Planning Issues and Concerns

The policy options above will be used to determine planning applications and the decisions we make about these will clearly be important for the future of Willoughby Parish. However, people often have concerns about other matters which do not contribute to determining planning applications but are still important to the well-being and safety of those living in the parish.

We would like to find out more about non-planning issues that are currently causing concern to residents. Depending on the issues raised, the Parish Council is likely to take the lead in seeking to address these.

The Issues and Options: Summary and Questionnaire asks you to note any non-planning issues that concern you under the following headings:

Traffic and Transport

Health Services and Social Care

Social Activities for Children and Young People

Social Activities for Adults

Use of Facilities in the Parish e.g. Village Hall, Playing Fields, Allotments

Other non-planning issues

Please complete the questionnaire to tell us about non-planning matters that cause you concern or come to the initial Neighbourhood Development Plan Day on 16 May 2018 at the Village Hall.

Appendix 1. Listed Buildings in Willoughby Parish

WHITEHOUSE FARMHOUSE

List Entry Number: 1365063 Heritage Category: Listing

Grade: II

Location: WHITEHOUSE FARMHOUSE, MAIN STREET, Willoughby, Rugby, Warwickshire

THE SMITHY

List Entry Number: 1034926 Heritage Category: Listing

Grade: II

Location: THE SMITHY, 28, MAIN STREET, Willoughby, Rugby, Warwickshire

MANOR FARMHOUSE

List Entry Number: 1365062 Heritage Category: Listing

Grade: II

Location: MANOR FARMHOUSE, BROOKS CLOSE, Willoughby, Rugby, Warwickshire

THE ROSE PUBLIC HOUSE

List Entry Number: 1116423 Heritage Category: Listing

Grade: II

Location: THE ROSE PUBLIC HOUSE, MAIN STREET, Willoughby, Rugby, Warwickshire

VALE HOUSE

List Entry Number: 1116428 Heritage Category: Listing

Grade: II

Location: VALE HOUSE, LOWER STREET, Willoughby, Rugby, Warwickshire

Moated site S of Manor Farm House

List Entry Number: 1404858 Heritage Category: Scheduling

Location: Willoughby, Rugby, Warwickshire

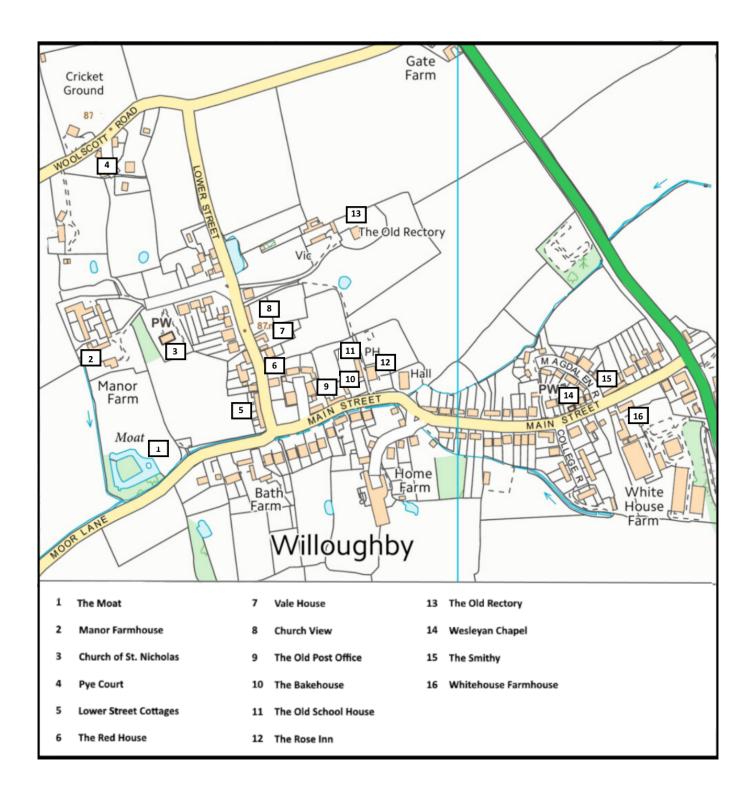
CHURCH OF ST NICHOLAS

List Entry Number: 1116454 Heritage Category: Listing

Grade: II*

Location: CHURCH OF ST NICHOLAS, BROOKS CLOSE, Willoughby, Rugby, Warwickshire

Appendix 2. Location of Historic Buildings in Willoughby Parish



Appendix 3. Housing Development in Willoughby Parish since the 1960s

Since the 1960s Willoughby Parish has slowly evolved and seen the delivery of new housing schemes and planning permissions. Approximate dates provided.

- Brooks Close 1960s bungalows
- Main Street (between the Old Smithy and the A45) 1960s six bungalows
- Magdalen Road 1980s development originally designated as starter homes
- Agricultural barns near the church 1990s converted to modern living
- Barn Conversion next to the canal off Longdown Lane mid 1990s
- The new Vicarage built about 15 20 years ago
- The Four Crosses on the corner of Main St and the A45 2000s converted to flats
- White Barn Close 2007 small scheme for 5 executive-style houses
- Little Leys adjacent to Manor Farm Works Unit 2011 new building
- BT Repeater Station 2012 change of use to a dwelling
- Shepherds Barn along Moor Lane from Leam Farm 2013 barn conversion
- Barn Conversion behind White House Farm off Main Street 2015
- Willowbrook Barn on Woolscott Road 2017 barn conversion

Appendix 4. List of Local Businesses in Willoughby Parish

Name	Address	Business
Willoughby Cafe	A45	Cafe
Reefkeeper	A45	Tropical Fish
Linda Noakes	32 Main Street	Acupuncture
JRCS Falconry	11 Magdalen Road	Falconry
Val Taylor	44 Main Street	Pilates
The Forton Group	College Farm, Main Street	Sales Training
I-Turf	37 Main Street	Digger Hire
Rose Inn	Main Street	Public House
lan Gascoigne	Forrabury, Main Street	Builder
Daisy Chain	Roseberry Dene, Main Street	Garden Services
Courts	Willoughby House, Moor Lane	Builder
Be Beautiful	19 Lower Street	Hair and Beauty Salon
Brian Hall	19 Lower Street	Sales Agency
Clare Howkins	Worrall House, Lower Street	Garden Services
Nice and Stripey	The Stables, Manor Farm	Garden Services
Natalie Wiltshire	Ivy House Farm	Yoga
Willoughby Alpacas	The Vicarage	Alpacas
Alan Board	Magdalen Road	Builder
Mark Hallam	Main Street	Window Cleaner
Old Garage Car Wash	A45	Car Wash

Working Farms in Willoughby Parish where the farmers live in the parish.

Manor Farm

Gate Farm

White House Farm

Navigation Farm

Leam Farm

Home Farm

Willowbrook Barn, Woolscott Road

Appendix 5. Local Facilities and Services

- Village Hall
- Church
- Playing Field / Children's Playground
- Cricket Club
- Allotments
- Pub
- Cafe
- Societies, Clubs and Groups Willoughby Society, the Willoughby Thursday Club,
 Willoughby Women's Institute, the Village Hall Committee, Art Group, Flower Club,
 the Willoughby Cricket Club, Mums' Group, Darts Team, Ladies' Fellowship
- Be Beautiful Beauty salon and hairdresser
- Car Wash facility on the A45
- School pick-up for schools in Rugby
- A & M bus service one bus to and from Rugby on Mondays and Fridays
- Hayward Lodge Pocket Nature Reserve
- Amenity Garden
- Bridleways and Public Footpaths
- Broadband
- Parish Council Website
- Willoughby Monthly Newsletter

Appendix 6. Definition of Affordable Housing

NPPF Annex 2: Glossary

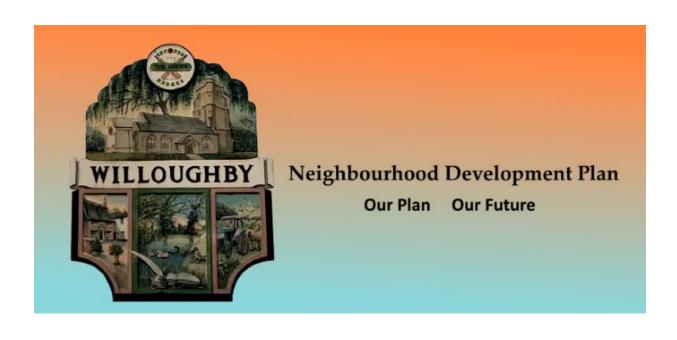
Affordable housing: Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as "low cost market" housing, may not be considered as affordable housing for planning purposes.



HAVE YOUR SAY COMPLETE THE QUESTIONNAIRE SURVEY TODAY