



Rugby Borough Council

Local Plan – 2011-2031

Publication Draft

Full Council Version

19th July 2016

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APPENDICES

**APPENDICES ARE NOT ATTACHED TO THIS FULL COUNCIL VERSION.
APPENDICES WILL BE PUBLISHED FOR PUBLIC CONSULTATION.**

1. Implementation and Monitoring Framework
2. Housing Trajectory
3. Infrastructure Delivery Plan
4. Open Spaces and Standards
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7. Glossary of Terms

CHAPTER 1: INTRODUCTION

1.1. The Council has a statutory duty to prepare, monitor and review a Development Plan for the Borough. This document is Rugby Borough Council's Publication Draft for the Local Plan. It sets out the Council's policies and proposals to support the development of the Borough through to 2031. The Local Plan is the foundation and most important component of the wider Development Plan which will also include a Community Infrastructure Levy Charging Schedule and a collection of Supplementary Planning Documents.

1.2. The purpose of the Local Plan is to describe the type of place Rugby Borough is today, the type of place we aspire to be in the future and provide a framework that will manage change and growth until 2031. The Plan sets out the long-term spatial vision for how the town and villages in the Borough will develop and change and how this vision will be delivered through a strategy for promoting, distributing and delivering sustainable development.

1.3. The Plan will replace the Core Strategy June 2011 and the policies saved from the Rugby Borough Local Plan 2006.

Purpose of this document

1.4. This Plan has been prepared under the Planning and Compulsory Purchase Act 2004. The Council is seeking representations on the "soundness" of the proposals contained within this Publication Draft under regulations 19 and 20 of the Town and Country Planning Regulations 2012, prior to submitting it to the Secretary of State for an independent examination by an Inspector. This document has therefore been published for the purpose of public consultation.

Context

1.5. The National Planning Policy Framework (NPPF) provides the policy framework for preparing Local Plans. The NPPF asks that Local Plans set out the strategic priorities for the area including policies to deliver:

- the homes and jobs needed in the area;
- the provision of retail, leisure and other commercial development;
- the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, and flood risk, and the provision of minerals and energy;
- the provision of health, security, community and cultural infrastructure and other local facilities; and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

1.6. The NPPF sets out four key tests of soundness for Local Plans:

- **Positively prepared** – the Plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the Plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the Plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the Plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

The Duty to Co-operate

1.7. It is vital that the Council satisfies its legal obligations through the Duty to Co-operate in order to deliver an acceptable Local Plan. These obligations require the Council to engage with its neighbours and stakeholders in an active, constructive and effective manner, on an ongoing basis, on a range of strategic policy issues. These include housing, employment, environmental considerations and infrastructure.

1.8. The Council has achieved its obligations under the Duty to Co-operate by engaging in joint working, evidence gathering and information sharing with its neighbouring authorities, the Local Enterprise Partnership and other key stakeholders.

1.9. The Council will continue to cooperate with other Councils and bodies to ensure that cross border issues of strategic significance are addressed throughout the plan period and beyond.

Consultation and evidence

1.10. The preparation of the Plan began in 2013 when the Council intended to pursue a Development Management Development Plan Document to sit alongside the Core Strategy 2011. It has since become necessary for the Core Strategy to be replaced by the Local Plan.

Consultation:

Discussion Document, July/ August 2013:

1.11. This consultation was undertaken to seek representations on the compliance of local planning policy with the NPPF following its publication in March 2012. This included a discussion about whether or not the Core Strategy should be retained and an additional DPD produced or whether a document should be produced that incorporated the Core Strategy and new policy guidance.

Development Strategy Document, July/August 2014:

1.12. This document outlined the current position in relation to the performance of the Core Strategy against its housing target and in the context of the publication NPPF. The recently undertaken Coventry and Warwickshire Strategic Housing Market Assessment (SHMA) was also introduced and its implications for Rugby outlined. The implications of these factors on the Council's adopted housing targets and land supply were outlined and it was proposed that the Core Strategy be replaced by a new Local Plan.

Preferred Option Local Plan, December 2015/January/February 2016:

1.13. This consultation sought views on a draft of a full Local Plan. It contained proposed development targets, distribution strategies, allocations and Development Management Policies. It was supported by a Sustainability Appraisal, also published for comment. The points emerging from these consultations are described in the Reports of Public Consultation.

Evidence

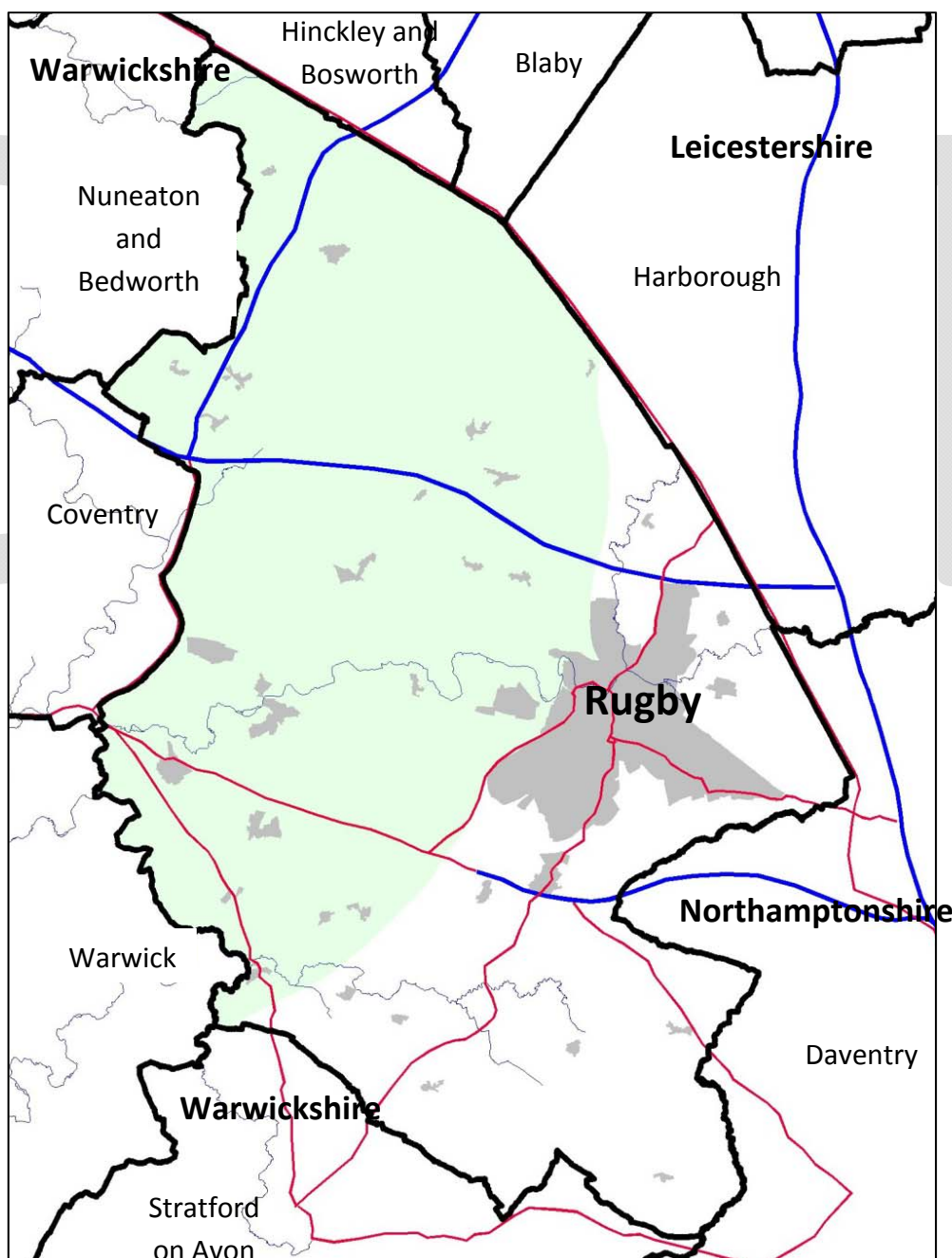
1.14. The full evidence underpinning this Plan's policies and proposals are set out on the Council's website. The evidence base includes the following:

- Sustainability Appraisal;
- A Strategic Housing Land Availability Assessment (SHLAA);
- A Strategic Housing Market Assessment (SHMA);
- An Employment Land Review;
- A Rural Sustainability Study 2015;
- The Coventry and Warwickshire Joint Green Belt Review: Stage 1, 2015
- Strategic Transport Modelling;
- A Retail and Main Town Centre Uses Study;
- Local Plan Viability Testing;
- Gypsy and Traveller Accommodation Assessment;
- Green Infrastructure Strategy;
- Open Space, Play Pitch and Built Facilities Study;
- Habitat Regulations Assessment;
- Habitat Biodiversity Audit;
- Renewable Energy Study;
- Water Cycle Study;
- Strategic Flood Risk Assessment.

CHAPTER 2: CONTEXT, VISION AND OBJECTIVES

2.1. The Borough of Rugby covers an area of 138 square miles located in central England, within the County of Warwickshire. The Borough is on the eastern edge of the West Midlands Region, bordering directly on to the counties of Northamptonshire and Leicestershire, both of which are in the East Midlands Region.

2.2. The Borough has 41 parishes and the largest centre of population is the attractive market town of Rugby with two thirds of the Borough's 102,500 residents living in the town and the remainder residing in the rural area. The villages in the Borough range in size from 20 to 3,000 people. Rugby is unique in that it is the only place in the world that gives its name to an international sport.



Portrait of Rugby Borough

2.3. This plan has been informed by a detailed understanding of Rugby Borough, including the makeup of its population, the local environment and economy.

Local Community

2.4. The Borough's overall population remained steady between 1980-2001 but between 2001-2011 the population increased significantly by 14.8% (Nomis, 2015). The rise in population was largely due to people migrating into the area and more single parent families, but also as a result of increased birth rate and people living longer. The projected population increase between 2010 and 2035 is expected to be 30%, which would bring the population to in excess of 130,000 (Rugby Borough Authority Monitoring Report, December, 2015).

2.5. Across Warwickshire as a whole, the highest rates of projected population growth are in the groups aged 65 and over. The eldest age group (those aged 85 and over) is projected to increase by over 190% by 2035.

2.6. The average household size within the Borough of Rugby is 2.4 persons. The number of households has risen faster than the population, which is partly due to over a quarter (28.1%) of Rugby's households being occupied by a single person.

2.7. The 2011 Census shows that around 12% of Rugby Borough's residents were born outside the UK. 5.9% being from Europe, 1.9% Africa, 2.6% Asia, and 1.2% from the Rest of the World. In terms of ethnicity, nearly 16% of Rugby's population belong to groups other than White British. These include Asian Indian (3.1%), Black African (1.0%), White Irish (1%), Asian Other (1%) and White Other (5.2%) groups.

2.8. The average house price in the Borough in 2014 was £198,645. This is more than the national average and average prices in Nuneaton & Bedworth and Coventry, but less than Stratford upon Avon and Warwick. A semi-detached property costs on average, nearly 6.5 times the average wage for a fulltime worker in the Borough.

2.9. Rugby's average household incomes are however higher than that for the West Midlands region and also above national levels.

2.10. In the Indices of Multiple Deprivation 2015, Rugby is ranked 240 out of 326 Local Authorities (no.1 being most deprived, 326 the least). At a county level, the Indices show that Warwickshire is ranked 124th out of 152 upper tier authorities in England meaning that it is amongst the 20% least deprived areas in England.

2.11. All districts in Warwickshire saw improvements in their rank of average score from 2010 to 2015 relative to other national local authorities. Rugby has seen the greatest improvement in rankings, relative to the other districts in Warwickshire. In Rugby Borough, only Brownsover South

falls within the top 20% of overall deprived local areas nationally, although this has still improved in rank since 2010, from 3314 to 5627 (out of 32,844).

2.12. Although Rugby is ranked fairly well overall, in relation to Barriers to Housing and Local Services, it has seven local areas within the top 10% most deprived for this specific deprivation category (Warwickshire as a whole has 32 of these areas including Rugby's). Also, in relation to Education, Skills and Training Development, Rugby has two areas within the top 10% most deprived nationally (Brownsover South and Newbold upon Avon).

Local Economy

2.13. Rugby has a total of 55,700 economically active residents. 84.1% of residents aged 16-64 are in employment, which is higher than regional and national averages (Nomis, January – December, 2015). 1800 residents (3.3%) are unemployed, which is below regional and national averages.

2.14. The population of Rugby is generally more qualified than comparable regional and national averages, with 28.2% of ages 16-64 having qualifications of up to level 4 (NVQ Level 4, Certificate of higher education or equivalent). Compared to the same averages there are also significantly fewer people in Rugby with low (below NVQ Level 2 or equivalent) or no qualifications (Nomis, 2015).

2.15. The focus for the Borough's large scale employment sites is on the edge of the urban area of the Borough, principally to the north of town with proximity to Junction 1 of the M6. The new Gateway development, is underway and has permission for 36ha of employment uses (B1, B2 and B8). Whilst new distribution parks have sprung up in this area, Rugby has a number of smaller, older sites that accommodate small to medium manufacturing businesses that are generally located around the edge of the town centre.

2.16. The main sector for employment is in Services, which accounts for 82.5% of employment. The percentage of employees in Construction is somewhat higher than regional and national averages, although overall the distribution amongst sectors is similar to regional and national trends (Nomis, 2014).

2.17. Rugby Town Centre has recently seen the development of the Swan Shopping Centre, adding to the centre's wide range of available units. The Town Centre currently has a vacancy rate of 12% of its units. This is slightly above the national average of 11.4%, (Rugby Borough Council Authority Monitoring Report, December, 2015).

2.18. Elliotts Field Retail Park has been redeveloped and completed this year, providing up to 20002 sqm net additional retail floorspace (29162sqm gross). Permission has also been granted for the expansion of Junction 1 retail park, with an extra 5670 sqm proposed. The former Superbowl at Junction 1 has also now been converted to an A1 use and is occupied by Matalan, providing 2246 sqm retail floorspace.

Local Environment

2.19. The Borough's residents live in a delightful and attractive environment with Caldecott Park, Coombe Abbey Country Park and Draycote Water available for social and recreational purposes. In 2016, Rugby has a total of 57 designated Local Sites of which 3 are Local Geological Sites and 54 Local Wildlife Sites. There are also 128 potential Local Wildlife Sites awaiting assessment. Rugby Borough contains 6 SSSI's including 2 designated for their geological interest and four for biological interest.

2.20. Within the Borough there are 19 Conservation Areas, 6 Grade 1 Listed Buildings, 30 Grade II* Listed Buildings and 460 Grade II Listed Buildings. Spread throughout the Borough are 26 Scheduled Monuments and 5 Registered Gardens at Bilton Grange Grade II, Coombe Abbey Grade II*, Ryton House Grade II, Newnham Paddox Grade II, and Dunchurch Lodge Grade II. There are currently 11 assets on the Heritage at Risk Register within the Borough (2015)

2.21. There is an Air Quality Management Area existing within Rugby Town to monitor levels of nitrogen dioxide. In 2014 two monitoring locations exceeded the annual mean NO₂ objective, these were at the Dun Cow, Dunchurch, and the Webb Ellis Pub, Corporation Street.

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What is our Vision for Rugby Borough?

2.22. The growth that Rugby Borough needs to accommodate over the period of the Plan needs to be delivered in a sustainable way. Key to achieving this is a strong vision for Rugby Borough.

Spatial Vision

In 2031, Rugby will be a place where the community has worked together to create a Borough where people are proud to live, work and visit.

Strong links and relationships within the Coventry and Warwickshire sub-region and neighbouring East Midlands authorities will be maintained and strengthened.

Rugby Town Centre will be a prosperous and attractive town centre which complements and connects to the retail parks on Leicester Road, offering a wide range of shops, leisure and entertainment opportunities to those who visit alongside the businesses, public services and new homes that serve local residents.

The strong economy will provide a range of high quality employment opportunities suitable for the whole community which will in turn be supported through excellent links to local schools, Warwickshire College and local universities.

The majority of new sustainable housing and employment development will be focused on Rugby urban area. Sustainable growth of main rural settlements will also take place to meet the housing needs of the rural population and provide support for rural infrastructure and services. Infrastructure to support growth will be phased into developments in such a way to ensure impacts are properly mitigated.

All Borough residents will have the opportunity to live in decent homes that they can afford through the provision of a variety of housing that meets the needs of all sectors of the community. Those areas within the Borough in need of regeneration will have focused attention to ensure improvement.

The Borough's local neighbourhoods will each have local services, community facilities and usable public spaces. Residents within the Borough will be well connected by a sustainable public transport system, incorporating excellent rail and bus links to ensure access to employment, health and local services, and network of footpaths providing pedestrian links to local facilities and the open countryside.

The sustainable growth of the town and Borough to meet the needs of the community will be balanced with protection and enhancement of the Borough's historic environment and existing natural assets through the creation of a strategic green infrastructure network. Development will be accommodated in ways which reduces our carbon footprint as well as protecting and enhancing the area.

Spatial Objectives

2.23. In order for the vision to be fulfilled and for the Key Issues to be addressed, the following spatial objectives have been developed.

		Objective
Social	1	To protect and enhance existing local services and create new neighbourhoods that contain services that meet the day to day needs of the new communities. Enable appropriate amounts of development in Main Rural Settlements to bolster their role as local service centres.
	2	Enhance the quality of outdoor and indoor sport, leisure, recreation and cultural facilities within the Borough and to ensure residents have access to good outdoor leisure and recreation facilities through the development of a developing green infrastructure network throughout the Borough.
	3	To ensure all residents of the Borough have a decent and affordable home with particular focus on affordable provision in the rural areas and specialised housing types for the older population.
Economic	4	To ensure the Borough has an expanding and diverse economy where manufacturing and engineering remains strong, the service sector grows and there is not over reliance on logistics, transport and distribution.
	5	Ensure that all business, whether large or small, can locate and operate in Rugby through the provision of a varied portfolio of employment land that offers space for companies to commence trading and then stay within the Borough as they grow.
	6	To enhance the vitality of Rugby Town Centre, ensuring it has a complementary role to the out of town retail parks, providing a distinctive offer to both residents and visitors.
Environmental	7	Build on Rugby's rural market town character by protecting, utilising and enhancing historic assets and ensuring all new development demonstrates high quality design, maintaining an attractive built environment throughout the Borough.
	8	Protect natural species present in the Borough by improving habitats through the enhancement of a green infrastructure network that supports natural and ecological processes.
	9	Ensure the challenges of climate change are met by utilising the renewable energy resources present in the Borough, improving the energy efficiency of existing development and ensuring the urban extensions achieve high sustainability standards.

CHAPTER 3: GENERAL PRINCIPLES:

3.1. This chapter sets out the General Principles of plan for the growth of the Borough through to 2031.

3.2. At the centre of this Plan is the principle of sustainable development. Sustainable development is at the heart of good planning and in making the right decisions for this and future generations. The three elements of sustainable development – social, economic and environmental – need to be considered jointly and not in isolation. The general principles contained within this chapter of the Plan will ensure that the correct approach is taken and sustainable development delivered.

3.3. The Local Plan has been written to provide the starting point for guiding growth and creating and delivering sustainable development. This echoes the approach of Government guidance set out in the National Planning Policy Framework (March 2012).

Policy GP1: Securing Sustainable Development

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- specific policies in that Framework indicate that development should be restricted.

3.4. At the heart of the Government’s national policy on planning is a presumption in favour of sustainable development. It is described as a ‘golden thread’ running through the entire planning framework, which must be reflected in both plan-making and decision taking. All plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally.

3.5. Policy GP1 above enshrines this ethos of national policy and seeks to ensure that positive planning is delivered expediently whilst ensuring that the three dimensions of sustainable development – economic, social and environmental are achieved jointly through the delivery of sustainable development.

3.6. Furthermore, the planning system should play an active role in guiding development to sustainable solutions. Through implementing policy GP1, the Council will take local circumstances into account, to respond to different opportunities for achieving sustainable development as they arise.

Policy GP2: Settlement Hierarchy	
Development will be allocated and supported in accordance with the following 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 <i>Binley Woods, Brinklow, Clifton upon Dunsmore, Dunchurch, Long Lawford, Ryton on Dunsmore, Stretton on Dunsmore, Wolston, Wolvey.</i>	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.
Greenbelt	New development will be resisted; only where national policy on Green Belt allows will development be permitted.

3.7. In arriving at its spatial strategy for housing and employment allocations, the Council has taken account of its Vision and Objectives (as set out in Chapter 2) national planning policy, sub-regional housing and employment strategies, public consultation feedback and the technical evidence that has been prepared to support the Local Plan and the Sustainability Appraisal.

3.8. The Spatial Strategy has informed the site allocations introduced in policies DS3 and DS4 and set out in more detail in policies DS7-DS10.

3.9. Development away from the defined settlements of the Borough is unlikely to meet all of the elements of sustainable development, particularly the access to a range of facilities. Any

proposals would need to demonstrate that the overall social and economic benefits outweigh the disadvantages of a location which is relatively remote from facilities. In some cases it is essential for a development to be located in the countryside and where this is demonstrated to be the case, proposals will be supported.

3.10. Rugby Town is the most sustainable location within Rugby Borough, providing the best access to a range of services and facilities. This is reflected through the proposed allocations within this plan. The Retail and Town Centre Chapter of this Plan sets out the importance and strategic role of Rugby town centre. The urban area outside the town centre is the primary focus for new residential and employment development. It will be through extensions to the urban area that the vast majority of housing and jobs will be delivered up to 2031. Various policies of this Plan set out how supporting infrastructure will be provided across the urban area.

3.11. Main Rural Settlements play an important role locally and the settlement hierarchy is intended to support the sustainability and maintenance of existing services, such as schools, by enabling development which will support the local community. Main Rural Settlements have a sufficient level of services, or access to services to allow for development within the existing settlement boundaries. Main Rural Settlements will have no threshold on the size of sites that come forward within their settlement boundaries.

3.12. 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.

3.13. Some schemes, such as those submitted under the rural exception affordable housing policies or as community led development schemes, may come forward on sites outside the defined settlement boundaries of Main Rural Settlements and Rural Villages. Such schemes may be acceptable if they meet the social or economic needs of that community. Parish Councils may wish to bring forward Neighbourhood Development Plans which include proposals for additional development. The choice of sites needs to take into account the principles of sustainable development, the relevant policies in this Plan and the content of national planning policy.

3.14. Countryside locations are those which are not defined by a settlement boundary and are therefore generally unsuitable for development and only where national policy on countryside locations allows will development be permitted and inappropriate development will be resisted. As indicated above, the only anticipated variations to this approach will be the exceptional delivery of housing to meet a specifically identified housing need or types of development that are intrinsically appropriate to a countryside setting. Further to this, the conversion of existing buildings will be acceptable in principle where national policy allows.

3.15. Greenbelt affords the greatest protection of land in planning terms and therefore only in very exceptional circumstances will development be permitted. These circumstances are determined where national policy on Green Belt allows and development will be permitted through the application of the relevant criteria as set out in national policy.

3.16. The hierarchy above provides a clear sequential approach to the selection of sustainable locations for development through the life of the plan. However, there are locations that are specifically excluded from this hierarchy which could be considered as sustainable locations for development. The administrative boundary of Rugby Borough sits very close to urban areas such as Bedworth, Nuneaton, Hinckley and Coventry in addition to existing major developed sites such as Magna Park and Daventry International Rail Freight Terminal (DIRFT). Development within the Borough that is related to these areas or sites remains contrary to the wider approach set out in this strategy as any such development would not assist in achieving sustainable development focused on Rugby Town. Any such proposal would be judged on its merits in partnership with the relevant neighbouring Local Planning Authority.

Policy GP3: Previously Developed Land and Conversions

The Council will support the redevelopment of previously developed land in consideration of the following:

- The visual impact on the surrounding landscape and properties;
- The impact on existing services if an intensification of the land is proposed;
- The impact on any heritage or biodiversity assets

In addition the Council will support and promote the innovative reuse of the existing building stock for social, cultural and economic purposes. Proposals to re-use and adapt existing buildings will be permitted subject to the following criteria:

- the building is of permanent and substantial construction;
- the condition of the building, its nature and location, makes it suitable for re-use or adaptation;
- the proposed use or adaptation can be accommodated without extensive rebuilding;
- The proposal is of a high quality and sustainable design, retaining the external and/or internal features that contribute positively to the character of the building and its surroundings
- the proposal retains and respects the special qualities and features of listed and other traditional rural buildings, and;
- the appearance and setting of the building following conversion protects, and where possible enhances, the character and appearance of the countryside.

When granting permission for any development under this policy the Council will remove any permitted development rights applying to the building and its curtilage.

3.17. National policy requires that local plans encourage the effective use of land by re-using land that has been previously developed, provided that it is not of high environmental value. The conversion of existing buildings to support the sustainable growth and expansion of all types of business and enterprise in rural areas and in part to support the transition to a low carbon future is also a strong principle of national policy.

3.18. Policy GP3 above seeks to support the redevelopment of previously developed land but maintain that any redevelopment does not result in an unacceptable impact. Evidence will be

required to demonstrate that there are no adverse impacts on any heritage or biodiversity assets on which advice will be sought from the relevant statutory bodies.

3.19. The purpose of this policy is to ensure that the conversion of buildings, in particular rural buildings are done sympathetically to their surroundings. The buildings should be substantial and good quality buildings, which are capable of conversion with little change to their character, appearance and setting. The building should require little in the way of alteration, extension or rebuild for its conversion. It is acknowledged that the sensitive conversion of traditional rural buildings may result in either bringing a new building back into use or the conversion to a more suitable use.

3.20. The policy must be considered in context with other policies in the development plan, mainly in terms of sustainable development and the provision of the necessary infrastructure to support any redevelopment. Where redevelopment of previously developed land or conversion of existing buildings is within the Green Belt, guidance is provided on the appropriateness in national policy. This policy is worded in the context of the provisions for prior approval as contained within the Town and Country Planning (General Permitted Development) (England) Order 2015 for the conversion of existing buildings.

Policy GP4: Safeguarding development potential

Planning permission will not be granted for development, which would prejudice:

- The development potential of other land being realised, including the comprehensive development of a larger site;
- The provision of infrastructure; or
- land that is demonstrated as required for flood risk management.

3.21. Development may prevent the potential of other land being realised. Such land may, or may not be contiguous and any potential it might have could be within the period of this Plan, or beyond. Similarly it could prevent the provision of important infrastructure, e.g. extensions to the drainage system and the highway network, or the implementation of other transport schemes, including pedestrian and cycle links. It may in particular hinder the achievement of appropriate mixed use developments. Such development could therefore frustrate the proper planning of the larger area and a comprehensive approach to its development, which would not be consistent with the efficient use of resources. The sterilisation of areas of land can often occur with the development of 'backland' and areas of vacant or underused land. Where appropriate the Council will prepare briefs to assist the comprehensive development of an area, including land allocated for development in this Plan.

3.22. In deciding whether development of land could be prejudicial, account will be taken of whether nearby land is allocated for development, or could be developed in the context of existing and emerging local, national and regional planning policy. Similarly in assessing whether the provision of infrastructure could be compromised, account will be taken of known schemes and the

likelihood of other schemes being prepared, in the light of existing and emerging planning policy and other guidance.

3.23. Development may also compromise the ability of land to form part of a flood alleviation scheme that would benefit the wider catchment. Where land is required for flood risk management, the Policy SDC5: Flood Risk Management should be considered.

Policy GP5: Parish or Neighbourhood level documents

Where the views of a community are expressed in a Parish Plan (or equivalent), they will be taken into account in the planning system. For the views of a community to be considered, the Parish Plan will need to:

- have been endorsed by Rugby Borough Council;
- be in conformity with national policy; and
- be regularly updated if necessary.

The use of parish plans will principally inform:

- the determination of a planning application;
- the requirement and scope of development contributions associated with a planning permission; and
- the assessment of schemes in the context of a need identified through the Parish Plan.

3.24. The Localism Act brought into force the ability of a neighbourhood to create a Neighbourhood Plan. Unlike other previously produced parish level documents, a neighbourhood plan forms part of the development plan and sits alongside the Local Plan. Decisions on planning applications will be made using both the Local Plan and the Neighbourhood Plan (alongside other material considerations). It is therefore not necessary to have policy relating to Neighbourhood Plans in the Local Plan as they form part of the development on their own.

3.25. Some of the settlements beyond Rugby town will see development within or on the edge of their boundaries through the Local Plan. The local community may utilise the production of a Neighbourhood Plan, containing the aspirations of the local community to inform potential development, such as housing or new community facilities in rural areas.

3.26. However, the production of a Neighbourhood Plan may not be the right approach for a community to establish their view for their area and a non-statutory document such as a Parish Plan (or equivalent) may be appropriate. Policy SD6 above details the context in which such documents can inform decision making.

CHAPTER 4: DEVELOPMENT STRATEGY

4.1. This chapter sets out the Development Strategy for the growth of the Borough through to 2031 along with the strategic policies and site allocations to support the delivery of the strategy. The Strategy has been designed to deliver the vision, objectives and general principles set out in the previous chapters.

4.2. This chapter outlines the residential and employment development targets the Borough Council intends to achieve during the plan period. These targets have been informed by an up to date and relevant evidence base about the economic, social and environmental characteristics of the area. The strategies for housing and employment development contained in this plan are integrated and have taken account of market and economic signals as required by national planning policy.

4.3. As established through the Settlement Hierarchy outlined at Policy GP2, Rugby town is the most sustainable location for growth in Rugby Borough. As detailed later in this chapter, a significant quantity of development has been approved on the Rugby urban edge but further allocations are required as part of this Plan if development targets are to be achieved. In identifying the proposed strategic sites the Council was informed by the sustainability appraisal process in combination with the evidence collected and national guidance. The Strategic Housing Land Availability Assessment identified the deliverability of further sites on the Rugby urban edge to accommodate a significant proportion of the development quantum required. However, there is insufficient capacity at Rugby town or its urban edge to deliver the entire housing target within the plan period. The Settlement Hierarchy informed the selection of further sites.

4.4. The SHLAA process has considered all known potential development sites and looks at the likelihood of those sites being developed. In line with Government guidance, sites were assessed and categorised in terms of their suitability for development, their availability and the likelihood of development being achieved within a definable time period; this concludes with an assessment of the deliverability of each site or location.

4.5. These factors were then considered in more detail and built into an overarching assessment within the Sustainability Appraisal. The Council considered a number of options and combinations before identifying the preferred strategic allocations. The outcome of this process is summarised in the Sustainability Appraisal.

4.6. The selection of all development sites allocated through this Plan as the most suitable locations for the long term growth of the Borough is based on the combination of all of these individual pieces of evidence. The fundamental conclusion is that these locations represent the most sustainable choices where new development can be delivered to meet the targets set out in this Plan.

Policy DS1: Overall Development Needs

The following levels of housing and employment development will be planned for and provided within Rugby Borough between 2011 and 2031:

- a) 12,400 additional homes.
- b) 110ha of employment land

All new development will be sustainable and of a high quality, fully supported by infrastructure provision and environmental mitigation and enhancement as required in the policies contained within this Plan.

4.7. The Updated Assessment of Housing Need: Coventry-Warwickshire HMA (September 2015) sets out the objectively assessed future housing needs of the Housing Market Area and the six local authority areas within it. The report indicates that Rugby Borough's Objectively Assessed Housing Need is 480 dwellings per annum, which equates to 9,600 dwellings over the plan period. However, in recognition that Coventry City Council is unable to accommodate its housing needs in full within the City boundary, the Local Plan seeks to provide for 2,800 dwellings over the plan period towards Coventry's housing needs. Rugby Borough Council therefore aims to meet its housing requirement by providing for a minimum of 12,400 new homes between 2011 and 2031; 620 dwellings per annum.

4.8. The Rugby Borough Employment Land Study (May 2015) concludes that 96 - 128 hectares of employment land is required within Rugby Borough throughout the plan period (6 – 8 hectares per annum) in order to support economic growth and balance the provision of new jobs with housing provision. Work informing the Local Plan has considered the extent of sites proposed for employment development, evidence of jobs growth forecasts and labour supply figures for the plan period, and average rates of past employment land take-up over a number of recent time periods, to provide an employment land target that aligns with the housing growth needs of the plan. The combination of these factors has led to the target, of 110 hectares of gross employment land provision, being situated within the middle of the range recommended in the Employment Land Study, which is considered to provide an appropriate level of flexibility over employment land completions trends in both over the longer term and in more recent years.

4.9. In addition to this quantitative need for employment land in Rugby Borough, a proportion of this land must meet a qualitative demand for employment sites providing smaller units in the range of 5,000 - 50,000 sq.ft. This is especially important in accommodating demand from firms requiring floorspace in this size band for B1c, B2 and ancillary B8 employment uses.

Meeting the housing requirement

4.10. The housing requirement included within the Local Plan will be provided in two distinct phases with different annual rates of delivery. Phase 1 of the plan period is between 2011 and the point of adoption; 2017. The annual housing target in Phase 1 is 540 dwellings per annum, reflecting

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the adopted target contained within the previous Development Plan; The Core Strategy, June 2011. Phase 2 of the plan period is between the point of adoption and 2031; 2017-2031. The annual housing target in phase 2 is 654 dwellings per annum.

4.11. This 'step-change' in delivery is considered appropriate. Until adoption of this Local Plan, it would be perverse to retrospectively apply a higher housing target to past years than is required to meet the needs of Rugby Borough, or has been adopted in local planning policy. Upon adoption, the housing target has been increased to take account of shortfall arising in Coventry City and the annual housing target is therefore increased to reflect this. The housing trajectory appended to the Local Plan demonstrates how the housing target will be achieved and compliance with the requirements of national planning policy, particularly those relating to land supply, met.

4.12. The table below indicates how the Council intends to ensure the housing requirement is met within the plan period:

Dwellings constructed between 2011 and April 2016	2,198
Number of permitted dwellings anticipated to be completed within between 1 st April 2016 and 1 st April 2031	5713
An allowance for windfall sites in this Plan	645
Number of dwellings required to be allocated in this plan	3844
Number of allocated dwellings anticipated within the Plan Period	5,044
Total anticipated provision in the plan period	13,600

4.13. At 1st April 2016, planning permission has been granted for 10,227 dwellings in Rugby Borough. However, as demonstrated by the housing trajectory, 5713 of these dwellings are anticipated to be completed in the plan period. In addition to completions and commitments, the Council has made an assessment of windfall sites (sites that are less than 5 dwellings) which are likely to emerge based on past trends. Windfall sites have consistently played an important role in the housing supply of the Borough. It is anticipated that this trend will continue, particularly because this Plan allows for development within the settlement boundary of Rural Village (as set out in Policy GP2) and because recent changes in permitted development rights will continue to enable residential development.

4.14. Taking account of completions to date (2198), anticipated delivery on committed sites and an allowance for windfall sites, the Council needs to identify sites for an additional 3844 dwellings within the plan period. The plan identifies sites for a potential 7,995 dwellings. Again, however, as demonstrated in the housing trajectory, 5,044 of these allocated dwellings are anticipated to be delivered in the plan period.

4.15. The proposed allocation sites therefore put additional land into supply. As required by national policy this allows for an element of flexibility against the plan target of 12,400, in the event that some sites fail to come forward or are delivered with reduced capacities than allowed for in the plan. As stated in the table above, 13,600 dwellings are anticipated to come forward within the plan period as reflected in the housing trajectory.

Meeting the employment requirement

4.16. The employment land target will be delivered in the Local Plan through a combination of employment development meeting Rugby’s local need already completed in the plan period, allocations and planning permissions in supply including intensification opportunities, and new employment allocations as set out in Policy DS4. The table below sets out how this combination of sites will meet the overall employment land target:

	Gross Site Area (ha)	Employment Type
COMPLETIONS		
Central Park	2.44	B1/B2/B8
Rugby Gateway	9.5	B8
TOTAL	11.94	
SUPPLY		
Rugby Gateway	26.5	B8
Central Park	6.23	B1/B2/B8
Somers Road	0.7	B1/B2/B8
Paynes Lane	2.2	B1/B2/B8
Europark	0.4	B1/B2/B8
Shilton Industrial Estate	0.5	B1/B2/B8
HTA Precision	3.2	B1/B2/B8
TOTAL	39.73	
ALLOCATIONS		
Coton Park East	7.5	B1/B2/B8
Cawston Spinney	35	B8
Rugby Radio Station	16	B1/B2/B8
TOTAL	58.5	
OVERALL TOTAL (rounded)	110	

4.17. It is expected that delivery of the employment land target will deliver a forecast jobs growth of 6,729 FTE B use class jobs for the 2011-2031 plan period, as outlined in the Employment Land Study. This forecast is further broken down by B use classes as follows:

Use Class	2011–31 Net Jobs Growth
B1a/b	1,077
B1c	35
B2	1,327
B8	4,290
Total B use class	6,729

4.18. The above jobs growth forecast, applying standard employment densities and plot ratios as set out in the Employment Land Study, creates a net land requirement for 79 hectares of employment land. However in forming the employment land target to identify how much land to

allocate in the Local Plan, a margin of 31 hectares has been added to achieve the 110 hectare target. The addition of this margin provides a target (equating to just below 7 hectares per annum for the remainder of the plan period) that aligns with the Employment Land Study recommendation that 6 – 8 hectares of employment land per annum should be provided for in the period to 2031.

4.19. Whilst this margin increases the gross amount of land allocated in the plan to provide flexibility in the delivery of sites (in particular: accounting for error margins / limitations in forecasting; facilitating completion in the market; and, providing flexibility where sites experience any delays in delivery), it does not increase the jobs growth expected or required for Rugby’s local need for the remainder of the plan period.

Policy DS2: Sites for Gypsy, Travellers and Travelling Showpeople

The Council will allocate land to accommodate requirements as identified by the Gypsy and Traveller Accommodation Assessment 2014, where compliant with Annex 1 of the Planning Policy Traveller Sites. The GTAA will be updated on a regular basis and as such the pitch allocations requirements will be updated through the GTAA process.

The requirements identified in the GTAA 2014 are as follows:

Timeframe	Total required pitch provision
2014/15 to 2018/19	24 +5 transit
2019/20 to 2023/24	18
2024/25 to 2028/29	15
2029/30 to 2033/34	8
Total	65

If necessary, the pitch provision outlined above will be updated following review of the GTAA against the update to the PPTS. This update will be used as evidence in the identification and allocation of land for sites for pitches in the Gypsy and Traveller Site Allocations DPD and in the determination of applicable planning applications.

In assessing the suitability of sites for residential and mixed use occupation by Gypsies, Travellers and Travelling Showpeople, and for the purposes of considering planning applications for such sites, proposals will be supported where the following criteria are met:

- The site is cumulatively appropriate and proportionate to the nearest settlements, its local services and infrastructure;
- The site affords good access to local services such as schools and health facilities;
- The site is not at risk of flooding or adjacent to uses likely to endanger the health of occupants such as a refuse tip, sewage treatment works or contaminated land;
- The development is appropriate in scale compared to the size of the existing settlement;
- The development will be able to achieve a reasonable level of visual and acoustic privacy both for people living on the site and for those living nearby;
- The development has appropriate vehicular access;
- The development will provide a high quality frontage onto the street which maintains or enhances the street scene and which integrates the site into the community;

- The development will be well-laid out to provide adequate space and privacy for residents;
- The development will include appropriate landscape measures to avoid visual impact and to ensure adequate levels of privacy and residential amenity for occupiers and adjacent occupiers; that avoids enclosing a site with so much hard landscaping, high walls or fences;
- The development should not accommodate non-residential uses that would not cause, by virtue of smell, noise or vibration, significant adverse impact on neighbouring business or residents;
- adequate provision for on-site services for water supply; power; drainage; sewage disposal; and waste disposal facilities; and
- The development complies with the other relevant policies in this Plan.

4.20. The level of need to be contained within DS2, once adopted, will be informed by the Gypsy and Traveller Accommodation Assessment 2014. However, at the time of writing this Publication Draft, the GTAA predates the recent changes to the Planning Policy for Traveller Sites (PPTS), specifically in relation to the definition of Gypsy and Traveller.

4.21. For the purposes of the PPTS the definition of “gypsies and travellers” at Annex 1 is updated so that it reflects those “who lead a genuine travelling lifestyle”. As such the Council will take a view on the GTAA completed in 2014 as to whether it is consistent with the revised PPTS. The assessment took into account current pitch need and demand, as well as future need, and was based on modelling of data, as advocated by Gypsy and Traveller Accommodation Assessment Guidance (CLG, 2007). If deemed to be out of date evidence the Council will take a view as to merits of updating the GTAA to inform the policy above in meeting the Council’s obligation in meeting this statutory requirement.

4.22. The criteria however, set out within the policy is consistent with the Planning Policy for Traveller Sites and will help guide future planning applications and site allocations. The approach of the Local Plan is to preferably locate residential development in sustainable locations that are well served by services and facilities. Whilst Rugby Borough has only one urban area, the requirement to locate sites adjacent to urban boundaries may equally be satisfied through its proximity to the administrative areas of Coventry, Nuneaton or Hinckley. It is acknowledged that approximately two thirds of Rugby Borough is designated Green Belt and therefore the Council can assist in the requirement to assess locations that do not fall under this designation.

4.23. In determining the appropriate scale of a proposed site, consideration will be given to the size of any existing sites that are in close proximity and the size of the nearest towns or villages. This approach is intended to achieve the objectives of national guidance through the promotion of sustainable, inclusive and balanced communities and will be relevant where the proposal is in close proximity to a village as opposed to an urban area. Any such assessment of a proposal will also take account of the capability of local infrastructure to support this development and the advice of infrastructure providers will be fundamental to this process.

4.24. Early engagement with the Council is strongly recommended where the development of a new site is proposed. Where proposals are being considered that may be contrary to this policy

approach the Council will assist in an assessment of any alternative options that exist in more sustainable locations.

Policy DS3: Residential allocations

The following sites will be allocated for residential development and associated infrastructure and uses as shown on the Proposals Map:

Ref	Site Name	Dwellings
Rugby Urban Edge		
DS3.1	Coton House	Up to 100
DS3.2	Coton Park East	855
DS3.3	Rugby Gateway*	1300
DS3.4	Rugby Radio Station*	Up to 6200
DS3.5	South West Rugby	Up to 5000

*planning permission granted and under construction

Main Rural Settlements

DS3.6	Land at Sherwood Farm, Binley Woods	Up to 75
DS3.7	Land off Lutterworth Road, Brinklow	Up to 100
DS3.8	Land North of Coventry Road, Long Lawford	Up to 100
DS3.9	Leamington Road, Ryton on Dunsmore**	Up to 75
DS3.10	The Old Orchard, Plott Lane, Stretton on Dunsmore	Up to 25
DS3.11	Land Off Squires Road, Stretton on Dunsmore 2	Up to 50
DS3.12	Linden Tree Bungalow, Wolston Lane, Wolston	Up to 15
DS3.13	Land at Coventry Road, Wolvey	Up to 10
DS3.14	Wolvey Campus, Leicester Road, Wolvey	Up to 80

** Implementation of site allocation DS2.8 can only occur when adequate replacement of pitch provision is made to the satisfaction of Rugby Borough Council and Sport England in accordance with national planning policy.

Garden Village

DS3.15	Lodge Farm, Daventry Road	Up to 1500
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Rugby Urban Edge

4.25. As stated, Rugby town is the most sustainable location for growth in Rugby Borough and this plan therefore seeks to maximise the potential of the urban area and land immediately adjacent to it to accommodate growth. Policy DS3 is supported by further detailed site allocations for three of the five largest allocations (Policies DS7, DS8 and DS10).

4.26. The Gateway Rugby and Rugby Radio Station Sustainable Urban Extensions were allocated in the June 2011 Core Strategy and development has commenced upon each. Both sites have a

continuing strategic role in the achievement of the housing target and their allocation is therefore reflected within this plan and the infrastructure delivery plan that supports it.

4.27. Two sites to the north of Rugby present further opportunity for sustainable expansion. The redevelopment of the Coton House site commenced in 2015. The further allocation at this site will provide an extension to the existing approved development. Given the commencement of works on site, it is anticipated that delivery in this area will take place in the first five years post adoption of the plan. The Coton Park East site presents the opportunity to extend the existing Coton Park area, providing further housing and employment development. Houses have been being built in this area for over 10 years and this final extension will provide dwellings that will assist with achieving short term housing supply targets as well as steady delivery in the midterm. Policy DS7 provides more detail about this allocation.

4.28. A collection of land ownerships in the South West Rugby area provide an opportunity for a large scale, strategic allocation. The delivery of this Sustainable Urban Extension produces a series of opportunities that will benefit the wider town including significant highways and education infrastructure investment. In addition, the total development area can also provide a balance of residential and employment uses that will provide jobs for the local community, reducing the need for out-commuting and reliance upon the private car. Policies DS8 and DS9 provide further detail about this allocation.

4.29. The combination of these Strategic Urban Extensions and development sites results in an over allocation of growth to the town when considered against the housing target. The Council anticipates delivery of the Rugby Radio Station and South West Rugby in particular will continue into the next plan period. However, there are clear benefits in allocating these sites as opposed to allowing the potential for piecemeal development to come forward in an unsustainable way. Each Sustainable Urban Extension is supported by a comprehensive masterplan to ensure the timely delivery of the necessary infrastructure to support the needs of future residents and minimise the impact on existing services. The type, amount and timing of the infrastructure is outlined in the remaining policies contained within this chapter.

4.30. Whilst not allocated for development, land has been removed from the Green Belt on the Rugby Urban Edge. Land at Brownsover Road is not considered to serve the purposes of the Green Belt and this designation has therefore been removed and the Green Belt boundary amended accordingly, as shown on the Proposals Map.

Main Rural Settlements

4.31. The settlement hierarchy contained within policy DS3 allows for development within the settlement boundaries of Main Rural Settlements. The allocations made in policy DS3 will result in an alteration to the settlement boundaries of seven of the nine Main Rural Settlements in the Borough in order to allow these settlements to play a subservient role to Rugby town in helping to deliver the strategic growth targets for the Borough.

4.32. As each of these Main Rural Settlements are located in the Green Belt, careful consideration has been given to the land to be released to limit the impact on the Green Belt. The Council has worked in partnership with rural communities to select the most sustainable development sites and in some instances these allocations will be reflected within Neighbourhood Plans. All of the sites allocated at these villages have been removed from the Green Belt.

4.33. The delivery of these rural allocations will be regulated by Policy DS6, later in this chapter. The infrastructure required to support new housing differs in each village and the scale of these allocations means that detailed provision will be determined through the application process as proposals progress. Where applicable, the Neighbourhood Planning process will also influence the form of development and infrastructure provision made. The infrastructure delivery plan lists infrastructure provision that has been identified through the plan making process.

Garden Village

4.34. The Strategy for distributing housing development across the Borough, contained in Chapter 3, is based on the need to maximise housing delivery at Rugby town as the most sustainable location in the Borough and sustainably extend Main Rural Settlements. In achieving this, smaller rural villages are protected from excessive development that would be harmful to their respective character and function. However, in order to meet the overall housing requirement for the Borough further development is required. The provision of a new garden village, that will later be classified as a Main Rural Settlement, provides an appropriate and effective means of meeting those needs during the current plan period and beyond.

4.35. Such an approach is acknowledged in the National Planning Policy Framework (NPPF), which states that ‘the supply of new homes can sometimes be best achieved through planning for larger scale developments, such as new settlements...that follow the principles of Garden Cities.’ (para. 52)

4.36. The size of the garden village allocation reflects a quantity of development necessary to viably deliver the levels of infrastructure required to ensure the new settlement is self-sustaining and sustainable. More detail about the allocation is provided in Policy DS10. The detailed planning of this site is set out within the Lodge Farm Development Brief SPD that sits under this Local Plan.

Green Belt Release

4.37. As stated above, the urban boundary and some Main Rural Settlement boundaries have been altered in order to accommodate housing allocations and this has therefore released land from the Green Belt. The adoption of this Plan and the Proposals Map has also released land at M6 Junction 2 from the Green Belt, as evidenced by the Coventry and Warwickshire Joint Green Belt Review 2014.

Policy DS4: Employment allocations

The following sites will be allocated for employment development and associated infrastructure and uses as shown on the Proposals Map:

Ref	Site name	Allocation
DS4.1	Coton Park East	7.5 ha
DS4.2	Rugby Radio Station*	16 ha
DS4.3	South West Rugby	35 ha

*planning permission granted and constructed commenced.

4.38. 58.5ha of employment land will be provided as part of the strategic urban extensions allocated in this plan at Coton Park East, Rugby Radio Station and South West Rugby.

4.39. Employment development at Coton Park East will see a continuation of development already provided in this location adjacent to the M6. More specifically, employment development at this location will be provided to meet the qualitative demand for smaller units as set out in detailed allocation policy DS7.

4.40. Planning permission has been granted for a quantity of employment development at the Rugby Radio Station that exceeds the 16ha reflected in this policy. This 16ha represents the quantum of dedicated employment land that will be delivered on the Radio Station SUE. Additional employment provision will be delivered as part of the mixed use areas of the site however it is not considered appropriate to rely on this type of provision from a strategic and plan making perspective. Instead, the dedicated employment quantum of 16ha is reflected in this policy and further dedicated employment provision is made on other sites, to ensure employment needs are met. Provision on the Rugby Radio Station will be monitored and the mixed use employment provision will provide a variation in employment portfolio for the Borough.

4.41. Employment provision at South West Rugby is detailed within policy DS8. Employment development in this location takes advantage of an immediate link to the A45/M45 corridor and the wider national trunk road network.

Policy DS5: Comprehensive Development of Strategic Sites

Proposals for the development of strategic sites of over 100 dwellings should be supported with information outlining how the specific characteristics of each site have been considered in the masterplanning, design and viability assessments of proposals.

More specifically, proposals for strategic sites must include:

- Provision of and/or connection to a direct, high quality public transport link between the site and key transport hubs such as railway stations and the town centre;
- Provision of and/or connection to a comprehensive cycle network to link residential areas

with the key on-site facilities, such as schools and community buildings; and comprehensive connections to existing adjacent developed areas;

- Further on-site and off-site measures to mitigate transport impact as detailed in the Infrastructure Delivery Plan, including access to the local road network as deemed necessary through the Transport Assessment and agreed by Warwickshire County Council and the Highways Agency;
- Provision of and/or contribution to community facilities such as schools, community buildings and sports facilities;
- Comprehensive onsite Green Infrastructure Network, utilising existing habitats, where possible, which links to adjacent networks;
- An assessment of the energy requirements of the proposed development and measures to minimise energy use and include renewable energy generation.

The specific characteristics of each site will determine how the above requirements will be met. This will be influenced by constraints, and the masterplanning, design and viability, where relevant policies in this local plan apply.

Further onsite requirements are determined through the application of other relevant policies in this plan.

4.42. As stated at the outset, the achievement of sustainable development is the central principle of this Local Plan. For larger sites, the achievement of sustainable development is further complicated by the fact that sites are within multiple land ownership. This policy seeks to ensure that development on such sites comes forward within the context of an appropriate comprehensive scheme. Without a comprehensive development scheme, the delivery of infrastructure and services cannot be guaranteed or properly integrated into the area. Further, incremental proposals which do not take sufficient account of proposals for the whole site are less likely to deliver a high quality, integrated development which can build a strong sense of place.

4.43. The masterplan and subsequent development briefs should clearly demonstrate how the mix of uses and infrastructure requirements set out in policies DS2 (housing allocation) and DS3 (employment allocation), and articulated within the Infrastructure Delivery Plan and on the Proposals Map, will be planned for and delivered to ensure the development is sustainable and meets the policies set out elsewhere in this Plan.

Policy DS6: Rural Allocations

This policy will be applied to all detailed proposals relating to sites DS3.6 to DS3.14 allocated by Policy DS3.

Proposals for the development or rural allocations should be supported with information outlining how the specific characteristics of each site have been considered in the masterplanning, design and viability assessments of proposals.

More specifically, proposals for rural housing sites allocated through this Local Plan must make specific consideration for the following:

- The appropriate treatment of Green Belt boundaries, where relevant, limiting the impact of the development on the Green Belt;
- Density of development sympathetic to the settlement to which it will extend;
- The provisions of any relevant Neighbourhood Plans in place; or extensive community engagement during the development of proposals;
- Provision, where opportunities are present, of links to existing pedestrian and cycle paths with the adjacent settlement;
- Where opportunities are present, provision for a comprehensive onsite Green Infrastructure Network, utilising existing habitats, where possible, linking to adjacent networks;
- Provision of and/or contribution to community facilities such as schools, community buildings and sports facilities;
- Provision and/or improvement to telecommunications infrastructure, including broadband and mobile telephone services.

Further onsite requirements are determined through the application of other relevant policies in this plan.

4.44. Through policy DS3, this Local Plan allocates housing sites on the edge of seven Main Rural Settlements. Although there will be commonalities with the urban extensions in how they are delivered, specific consideration is needed to address the rural location and Green Belt boundaries of each site.

4.45. Although the level of onsite provision will vary according to the specific characteristics of each site, including the size, all are expected to include onsite affordable housing, as stipulated in Policy H2.

4.46. Several of the communities and Parish Councils of the Main Rural Settlements with allocations have formed Neighbourhood Plan Groups to consider how those allocations should come forward and how they will relate to the Main Rural Settlements. This is reflected in Policy GP6 above.

Policy DS7: Coton Park East

This development site, as shown on the Proposals Map, is allocated to provide 855 dwellings and 7.5Ha employment land.

Employment development at this location will be provided to meet the qualitative demand for smaller units in the range of 5,000 - 50,000 sq.ft, in B1c, B2 and ancillary B8 employment uses.

The development of this sustainable urban extension will be supported by the provision of:

- A local centre that contains a one form entry primary school, with flexibility to increase to two form entry, if demonstrated necessary and provision for the emergency services, as set out in the IDP;
- A comprehensive Green Infrastructure Network, which protects, enhances and links into adjacent networks and utilises existing habitats where possible, particularly those present at the disused Great Central Railway local nature reserve;

- Further on-site and off-site measures to mitigate transport impact as detailed in the Infrastructure Delivery Plan, including access to the local road network as deemed necessary through the Transport Assessment and agreed by Warwickshire County Council and Highways England;
- Provision of a direct, high quality public transport link between the site, the railway station and the town centre;
- Provision of a comprehensive cycle network to link residential areas with key on-site facilities and to service centres and community facilities located in existing adjacent development areas;
- A assessment of the energy requirements of the proposed development and measures to minimise energy use and include renewable energy generation.

Further on site requirements are determined through the application of other policies in this Local Plan.

4.47. Coton Park East is a sustainable and deliverable extension to the town of Rugby. The site is located adjacent to a previous but now well established extension to the north of the town and represents the final stage of the comprehensive development of this area.

4.48. Development of Coton Park East produces a series of opportunities that will benefit the community local to the area and the wider town. For example, the provision of a new primary school on the Coton Park East site will bring benefit to new and current residents. The delivery of smaller employment units and sites to the north of the site will ensure this qualitative employment is met, continuing the development typology seen at Central Park.

4.49. The site is adjacent to an existing nature reserve which will be protected and enhanced through the allocation of this urban extension. There is potential for this area to be improved both in terms of protection of the habitats which exist but also for improved access for both existing residents of Rugby town and future residents of the new development.

4.50. The location of Coton Park East adjacent to previous Local Plan allocations for residential and employment development means that the immediate infrastructure requirements for the urban extension are already in place. Work undertaken as part of the SHLAA in partnership with the promoters of the site has demonstrated that the totality of the extension is developable and deliverable within a comparatively short timeframe. As such Coton Park East is required to be phased into the overall housing trajectory so that residential development commences in 2019.

4.51. Policy DS7 contains what is considered to be the maximum development capacity of the site whilst ensuring the sustainable delivery of the extension. The specific infrastructure requirements are detailed in the Infrastructure Delivery Plan contained in Appendix 3, which has been informed by service providers such as Warwickshire County Education, Highways Agency, Rugby Borough Council and the promoters of the land.

Policy DS8: South West Rugby

A new neighbourhood of up to 5,000 dwellings and 35Ha of B8 employment land will be allocated at land to the South West of Rugby, as delineated on the Proposals Map.

Proposals within this allocation must be built out in accordance with the South West Rugby Masterplan SPD.

Provision of the following onsite services and facilities must be made within the four local centres as identified in the South West Rugby Masterplan SPD, and as follows:

- Provision for at least one secondary school, to be co-located with a one form entry primary school (rising to two form entry, as deemed necessary by Warwickshire County Council), as detailed in the IDP;
- Provision for a further three primary schools, each to be one form entry, rising to two form entry, as deemed necessary by WCC Education, as detailed in the IDP;
- Provision for a 3 GP surgery, rising to 7 GP surgery, as detailed in the IDP;
- Provision of a Safer Neighbourhood Team, with associated onsite facilities, as detailed in the IDP;
- Provision of land for an onsite fire and rescue provision, as detailed in the IDP;

The site must also contain comprehensive sustainable transport links that integrate with existing networks and provide good connectivity within the development and to the surrounding area including:

- An all traffic spine road, as identified in Policy DS8, the Masterplan SPD and Proposals Map, connecting the site to the existing highway network, phased according to milestones identified through the IDP;
- Provision of a comprehensive walking and cycling network to link residential areas with the key facilities on the site, such as schools, health centres and food stores; and;
- High quality public transport services to Rugby Town Centre;
- Further on-site and off-site measures to mitigate transport impact as detailed in the IDP, including access to the local road network as deemed necessary through the Transport Assessment and agreed by Warwickshire County Council and Highways England. These measures will take account of the proposals within the Infrastructure Delivery Plan as they evolve.

In addition to the above proposals must:

- Include a comprehensive Green Infrastructure Network that links to existing adjacent networks utilising existing habitats and historic landscapes, in particular Cawston Spinney;
- Specifically regarding the wider Cawston Spinney, a comprehensive 30m buffer must be identified and maintained through proposals made in the allocation;
- Include an assessment of the energy requirements of the proposed development and measures to minimise energy use and include renewable energy generation.

Development proposals shall respect and maintain the physical and visual separation of Rugby town and Dunchurch to protect their individual character and identity. A buffer, as identified on the framework plan below, must form an integral part of proposals for the site.

Further onsite requirements are determined through the application of other relevant policies in this plan.

Development proposals must come forward comprehensively and be in accordance with the South West Rugby Masterplan SPD, Proposals Map and Policy DS9 below. Rugby Borough Council will not support ad hoc development which is contrary to the achievements of this policy.

4.52. The allocation of up to 5000 dwellings and 35Ha of gross B8 employment land to the south of Rugby town represents a significant portion of the growth in Rugby Borough up to 2031. The Council therefore places significant importance on delivering the growth and addressing appropriate mitigation in a strategic comprehensive way to ensure the allocation can bring wider benefits to the town and community who live there.

4.53. It is not expected that the site will be delivered through one single overarching outline permission, but rather by several different landowners and promoters submitting separate applications. However, all promoters very much see the value in working together to bring forward South West Rugby through a comprehensive scheme and to this end have, in partnership with the Borough Council and relevant stakeholder and service providers produced the framework plan, as identified in the South West Rugby Masterplan SPD, which will inform all future applications for the site.

4.54. The policy above details the essential onsite infrastructure required to deliver the South West Rugby allocation, once complete. The appended Infrastructure Delivery Plan details the costing and phasing for each of these items. This has been informed by key stakeholders and service providers such as Warwickshire County Council Education and Highways, Highways England, Rugby Borough Council and also the promoters of the land.

4.55. The most important element to be delivered comprehensively onsite is the spine road, as identified in the South West Rugby Masterplan SPD and Policy DS9 below. The promoters of the site have worked in partnership with Warwickshire County Council to identify the strategic highway mitigation for delivery of the site.

4.56. Policy DS8 also notes the requirement to provide appropriate community services and facilities for the residents of the urban extension in order to illicit a range of benefits. It is important that such services are planned as an integral part of development and are provided prior to significant occupation of the development in order to ensure that existing services in adjacent developed areas are not over-burdened. The location of local centres must be consistent with the location identified in the South West Rugby Masterplan SPD, which has been created in consultation with Warwickshire County Council to ensure that schools are well distributed throughout the site for future residents.

4.57. Cawston Spinney is located in the middle of the site. This is formed of the Cawston Spinney, Fox Covert and Boat house Spinney and includes an area of ancient woodland. Although there are

existing footpaths through this area, which are popular for walking, it is important that proposals demonstrate that development will not cause damage to this valuable asset. Therefore any development of the urban extension will need to safeguard existing valuable habitat and provide the appropriate extent of buffer to protect this green asset. This must make consideration of the relevant Forestry Commission standing advice on Ancient Woodland and Veteran Trees and in consultation with Rugby Borough Council Parks and Grounds.

4.58. The South West Allocation represents an important extension to Rugby Town, delivering much needed housing in a sustainable location within the Borough. However, this policy seeks to be mindful to the proximity to Dunchurch Main Rural Settlement to the south of Rugby town. Policy DS8 is supported by the South West Rugby Masterplan SPD. This clearly identifies the extent of the developable area of the allocation to ensure that future proposals within the allocation do not see the coalescence of Rugby town and Dunchurch through the clear delineation of a green buffer, which will perform two important roles. This first will be to prevent the encroachment of development merging the settlements together. The second is to act as an important green infrastructure corridor, connecting Cawston Spinney to Cock Robbin Wood.

4.59. The role of this site in meeting the overall strategic employment needs of the Borough is informed by the likely number of jobs that will be created, as explained in Policy DS1 above. As such the allocation of 35Ha is a gross figure. The net figure will be determined by the design and layout of the site as the masterplanning as contained in the SPD is developed into subsequent planning applications and ancillary features such as flood alleviation is considered. Therefore taking everything into account the gross allocation may change.

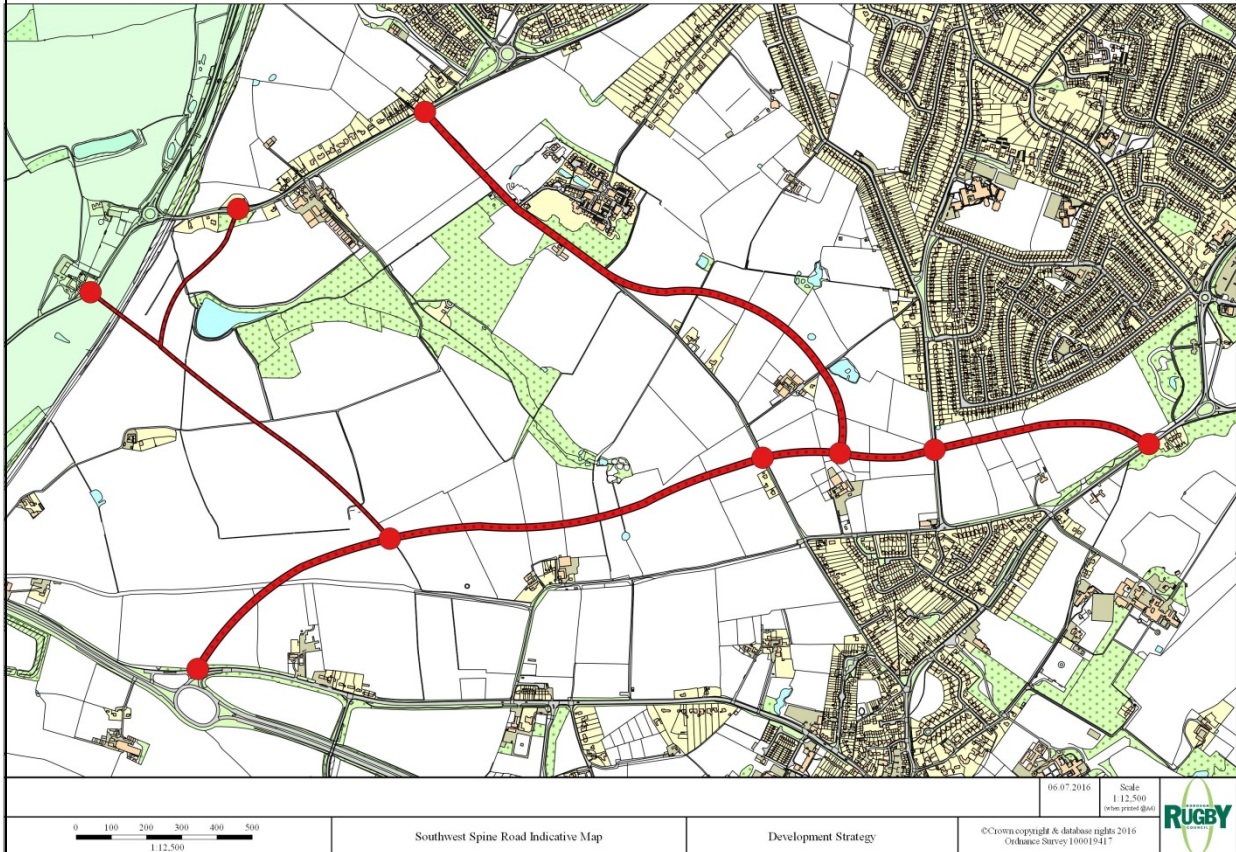
4.60. The site is a long term commitment for the Council in meeting the growth needs of the Borough and will continue to be built out beyond the life of this plan. Once built, it will create a new community within Rugby. It is important for the Borough Council and developers of the site to do this to the highest standard possible. An essential element of this is sustainability and the balance of housing to jobs. As such there is the potential for the growth targets of housing and employment to be revisited as a result of changing demands for the Borough as it moves beyond the 2031 period.

4.61. Notwithstanding potential future change for this site, for this current plan period up to 2031, policy DS3 and DS8 make clear allocations of up to 5000 dwellings and 35Ha gross of employment land.

4.62. The South West Rugby Masterplan SPD will contain the framework masterplan that will secure the comprehensive development of the site, including detail about the phasing of development and infrastructure delivery across the site. A draft of that SPD will be available as part of the publication consultation on this Publication Draft document

Policy DS9: South West Rugby Spine Road North Western Alignment

The Borough Council will allocate land to facilitate the full alignment of the South West Rugby spine road to support and enable the delivery of the South West Rugby allocation, as identified on the plan below and Proposals Map.



No development which is likely to prejudice delivery of this alignment will be permitted. The precise specification and routing of the road must be provided in compliance with the South West Rugby Masterplan SPD.

The masterplanning and phasing of all proposals for the South West must seek to enable delivery of the full spine road as early as possible post commencement of development on site, in accordance with the Infrastructure Delivery Plan.

4.63. As detailed in Policy DS8 above, a strategic spine road is essential to the delivery of the South West Rugby allocation. The Plan contained within Policy DS9 identifies the alignments which bring the greatest benefit to the surrounding road network, in particular at Dunchurch crossroads, which is already at capacity. As this element of the spine road performs such an important role in highways mitigation, it is imperative that it is delivered as a priority for the site.

4.64. The Council acknowledges that a balance has to be struck between securing early delivery of necessary onsite infrastructure such as the spine road whilst ensuring there are no financial burdens preventing the site coming forward. Proposals submitted to the council for the site will be

accompanied by financial viability appraisals, in accordance with other policies contained in this local plan.

4.65. These primary alignments access the sites in three different locations: the first being on the A426, south of Cock Robbin Wood; the second at the A45/M45 roundabout; and the third onto the B4642, south of the Cawston Extension site.

4.66. An additional secondary alignment to the north of the site has been identified as necessary to achieve the maximum benefit to the local transport network. At the time of writing, highways work on the spine road has identified two potential alignment options. Both options are subject to delivery constraints that will require further detailed work as proposals for the site are developed. In light of this current circumstance, Policy DS7 proposed to allocate the two areas land required to deliver both alignment options.

4.67. The first option is a connection across to Potsford Dam Farm, on the A4071, as identified on the Proposals Map. The disused railway line running along the western edge of the site allocation forms the Green Belt boundary and this alignment option would require development in the Green Belt or Green Belt release. These are constraints to development and an alternative option has therefore been sought. The second option would see a connection directly onto the B4642, which abuts the site allocation. However, safety and capacity constraints currently exist that prevent this option being selected over the former. Detailed feasibility work is required to investigate whether an appropriate junction could be accommodated here.

4.68. At the time of writing more detailed technical highway work is needed to establish the optimum point of access onto the existing highway network, which requires the least highway engineering to deliver. The detailed routing and specification of the road is also to be confirmed. This work will be ongoing and the chosen alignment option and specification will be confirmed as soon as possible and reflected in the Masterplan SPD or as part of highway work to support an outline planning application.

4.69. As stated, the spine road allocation made by Policy DS7 is an integral part of the proposals for South West Rugby and it will therefore be clearly reflected in the Masterplan SPD.

Policy DS10: Lodge Farm

This development site, as shown on the Proposals Map, is allocated to provide a garden village of 1500 dwellings. This new settlement will become a self-sustaining, Main Rural Settlement of Rugby Borough, characterised by its high quality design, attractive setting and provision of new social infrastructure that will sustainably support a new and growing community.

The development of this garden village will be supported by the on- site provision of:

- A local centre;
- A one form entry primary school, with flexibility to increase to two form entry, if deemed necessary by Warwickshire County Council, within the local centre;

- A connected layout of functional streets and roads that ensure the on-site road network is efficient, providing an ease of movement for vehicles, pedestrians and cycles;
- A comprehensive Green Infrastructure Network, which protects, enhances and links into adjacent networks and utilises existing habitats where possible;
- Specifically regarding the areas of woodland on site, a comprehensive buffer must be identified and maintained through proposals made in the allocation;
- Landscaping on all site boundaries to mitigate the visual impact of the development, particularly upon the surrounding open countryside;
- Provision of a direct, high quality public transport link between the site and surrounding villages, Rugby and Daventry;
- A comprehensive cycle network across the settlement, linking residential areas with key on-site facilities and links to existing off site cycle networks to ensure longer distance cycle connections are provided;
- A assessment of the energy requirements of the proposed development and measures to minimise energy use and include renewable energy generation;
- High quality telecommunications infrastructure, including broadband and mobile telephone services.

Delivery at this location is enabled as a result of infrastructure provided as part of the South West Rugby development allocation as detailed in Policies DS7 and DS8 of this Plan and the improvements in the capacity of the local highway network that result from the infrastructure investment detailed within those policies and IDP. Contributions to the provision of the South West Rugby spine road will be made as part of this development, as outlined in the Infrastructure Delivery Plan.

Further off-site measures to mitigate transport impact as detailed in the Infrastructure Delivery Plan, including access to the local road network as deemed necessary through the Transport Assessment and agreed by Warwickshire County Council, Northamptonshire County Council and Highways England.

Further on and off site requirements are determined through the application of other policies in this Local Plan.

4.70. The overarching Vision for the new village is set out in the opening paragraph of Policy DS10. The new garden village will be a sustainable and vibrant new community that is inclusive and diverse with its own distinctive local identity focused, where appropriate, upon contemporary design and innovation. The design principles will draw upon the characteristics and influences of the villages of the Borough and Rugby as a market town.

4.71. The Lodge Farm site is located south of Rugby town, close to the rural villages of Grandborough and Onley in Daventry District. This strategic location is situated approximately 5 miles south of Rugby town centre and 6 miles North West of Daventry town centre. It is largely bounded by the A45/Daventry Road to the north east with the southernmost boundary defined by tree cover and well established hedgerows. The proposal covers approximately 105 hectares of agricultural land. The site consists mainly of arable farmland with well-defined hedgerows, scattered trees, isolated farm buildings and an area of woodland.

4.72. The policy above details the essential onsite infrastructure required to deliver the garden village in a way that ensures the Vision for the new settlement is achieved. Given the current rural and undeveloped nature of the site it will be necessary for all required infrastructure to be introduced to the area in order to facilitate delivery. Opportunities to improve the infrastructure relied upon by existing communities in the area will be realised, where they exist.

4.73. As referenced in the policy, delivery in this location is possible because of strategic infrastructure provided as part of the South West Rugby development allocation. As outlined in the IDP, this site will contribute to the provision of that infrastructure to ensure that the benefits it provides are achieved as early as possible, facilitating growth both at Rugby urban edge and in this location.

4.74. The appended Infrastructure Delivery Plan details the costing and phasing for each of these on and off site infrastructure items. This has been informed by key stakeholders and service providers such as Warwickshire County Council Education and Highways, Highways England, Rugby Borough Council and the promoters of the land.

4.75. It is important that the overall vision is clearly established to help develop the community's own identity. To this end, the Council will submit an expression of interest for a locally led garden village with the support from the site promoter/developers of the new village. The input of existing local communities will also be key to the development of the new village.

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CHAPTER 5: HOUSING

5.1. The National Planning Policy Framework (NPPF) is driven by a need to address the national housing shortage and tasks local planning authorities to boost significantly the supply of housing. As detailed in previous chapters this document seeks to deliver on Rugby Borough's role and sets out a plan of growth. However, as part of this, local planning authorities must ensure the housing delivered meets the needs of its population. The policies in this chapter detail how this will be achieved.

5.2. The Updated Assessment of Housing Need: Coventry and Warwickshire Coventry & Warwickshire Joint Strategic Housing Market Assessment, September, 2015, shows that affordability continues to be an issue not only within Rugby Borough but also across the Housing Market Area (HMA). The Updated SHMA also identifies the potential overlap of different tenure of provision to meet affordability arising and the impact on development viability each tenure may have.

5.3. In addition, housing provision within Rugby Borough will need to take account of the effects of an ageing population, with a need to focus on the provision of the type of housing to respond to this changing demographic. The NPPF acknowledges this trend, which is a national issue and makes specific requirements on local plans to address this problem through the provision of different forms of supported housing.

5.4. The Local Plan will not generally allow for new-build housing to be provided outside the limits of any defined settlement within the Borough. However, reflecting the advice in national policies and the extent of the affordable housing need in the rural area, the policies of this Plan outline a criteria-based approach under which applications for Rural Exception Sites will be considered. This will therefore continue the opportunity to allow for some affordable housing in the rural area.

5.5. Whilst not exclusively restricted to the rural area a further exception to the general policy of restraint outside of Rugby town relates to development that directly addresses the needs of Gypsies and Travellers. Gypsies and Travellers are a diverse group and have different origins, traditions and ways of travelling in comparison to the settled community. Gypsies are recognised as a minority ethnic group and as such are protected by the Race Relations Act 2000. In addition to the needs of Gypsy and Travellers, Government guidance makes provision for the needs of Travelling Showmen, who have similar, but distinct accommodation needs to that of Gypsies. As detailed below recent change in the Planning Practice for Traveller Sites requires the council to take stock of current evidence, the duty on Local Authorities remains to meet the accommodation needs of Gypsy and Travellers and Travelling Showmen.

5.6. The implementation detail of the housing policies adopted in the Local Plan will be supported the Housing Needs Supplementary Planning Document.

Policy H1: Informing Housing Mix

To deliver a wide choice of high quality market homes across the Borough, residential development proposals must form a mix of market housing house types and sizes consistent with the latest Strategic Housing Market Assessment.

New residential development should contribute to the overall mix of housing in the locality, taking into account the current need, particularly for older people and first time buyers, current demand and existing housing stock.

The council will consider an alternative mix in the following circumstances where it is clearly demonstrated how the delivery of a mix consistent with the SHMA, or relevant update, is compromised:

- where the shape and size of the site precludes the delivery of a mix of housing;
- the location of the site, for example sustainable and very accessible sites within or close to Rugby town centre or the train station;
- sites with severe development constraints where the housing mix may impact on viability, where demonstrated through submission of viability appraisal;
- where a mix of housing would compromise the ability of the development to meet a specifically identified affordable or specialist housing need; and
- conversions, where the characteristics of the existing building prohibit a mix to be delivered.

Large development proposals will be expected to consider the contribution self-build can make to the mix and type of development.

5.7. National policy requires that local plans deliver a wide choice of high quality homes, by planning for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community, including families with children, older people, people with disabilities, service families and people wishing to build their own homes. To do this, local planning authorities must identify through their local plan the size, type, tenure and range of housing that is required in particular locations.

5.8. It is therefore important that the Local Plan provides enough homes to meet the aspirations of local people and to house new people moving to the area in order to support economic objectives. In addition to ensuring that sufficient housing is delivered, the Local Plan must ensure that the housing needs of different types of households is fulfilled by providing the right types and mix of housing within the Borough. Providing the right types of homes is essential to ensuring that development does not compound the existing housing problems, such as affordability, and to ensure that we provide for current and future residents. It is expected that the mix of housing will vary site-by-site and will be informed by local evidence provided by within the Coventry and Warwickshire joint Strategic Housing Market Assessment, 2013 (SHMA), or relevant future SHMA updates commissioned by the Council.

5.9. To understand the likely mix that will be required to meet the housing needs of future populations, the SHMA analysed the existing housing stock, supply trends and the housing market dynamics of the Borough. This analysis determined that there is a fairly balanced housing offer overall across both types and sizes, with no particular imbalance identified at a Borough-wide level. When this is considered against the components that form the Objectively Assessed Need, the SHMA concludes that the focus for future market housing stock over the plan period should be on two and three bedroom properties.

5.10. Although the focus is for mid-sized housing, the SHMA provides a breakdown of the recommended housing mix for the Borough as follows:

SHMA Recommended Mix of Market Housing in Rugby Borough			
1-bed	2-bed	3-bed	4+ -bed
5-10%	25-30%	40-45%	20-25%

5.11. This mix is included within the Housing Needs SPD in order to guide the implementation of Policy H1. The Housing Needs SPD will be updated as and when the publication of further evidence provides an updated preferred mix.

5.12. Policy H1 is relevant for market housing only proposals only. Policy H2 provides guidance on the mix and type expected for affordable housing delivery and Policy H6 guides the provision of specialist housing.

Policy H2: Affordable Housing Provision

PLEASE NOTE: AS STATED AT PARAGRAPHS 4.4 OF THE REPORT TO FULL COUNCIL (19TH JULY 2016) PROPOSALS FOR AFFORDABLE HOUSING PROVISION ARE YET TO BE CONFIRMED. POLICY H2 AS DRAFTED IN THIS DOCUMENT IS SUBJECT TO CHANGE IN ADVANCE OF THE COMMENCEMENT OF PUBLIC CONSULTATION IN SEPTEMBER 2016.

FROM SEPTEMBER 26TH 2016 ONWARDS, PLEASE VISIT WWW.RUGBY.GOV.UK/PLANNING TO ACCESS THE PUBLICATION DRAFT PLAN PUBLISHED FOR PUBLIC CONSULTATION WHICH WILL CONTAIN THE CONFIRMED AND EVIDENCED PROPOSALS FOR AFFORDABLE HOUSING PROVISION.

All new housing developments providing X or more dwellings will be required to provide X% affordable housing. The mix of units within this percentage of provision must be in compliance with guidance contained within the Housing Needs SPD.

The target levels will be expected to be provided by all developments of 15 or more (net) dwelling units (including conversions and subdivisions) unless the local planning authority is satisfied by robust financial viability evidence that development would not be financially viable at the relevant target level. Such evidence will be required to be submitted with the planning application to justify any reduced levels of affordable housing provision proposed for assessment using an open-book approach and may be subject to independent assessment (e.g. by the Valuation Office Agency or equivalent).

Development should provide for the appropriate integration of affordable housing and market

housing, in order to achieve an inclusive and mixed community.

Further details of requirements are contained in the Housing Needs SPD which should be read in conjunction with this policy.

5.13. Affordable housing includes social rented, intermediate housing, affordable rent, and starter homes, as defined in national guidance, which is provided to specified eligible households whose needs are not met within the open market. National policy states that 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.

5.14. The Coventry and Warwickshire joint Strategic Housing Market Assessment update September 2015, identifies an affordable housing need of 171 dwellings per annum for Rugby Borough which equates to 36% of the total OAN. However, this plan seeks to deliver a housing target which incorporates some of the housing need emanating from Coventry City, which the City authority cannot meet within its own boundaries. For Coventry City the affordable housing need represented 28% of its total annual OAN. The target contained within the Policy H2 will clearly ensure that affordable housing need is met for all future residents of the Borough.

5.15. National policy requires that local plans plan for a mix of housing based on the needs of the population and requires that they set out the types of housing to meet this. The analysis in the SHMA has shown that there is a predominant long-term requirement for future affordable housing to be marginally higher need for three-bed properties relative to the Housing Market Area as a whole, but in general a greater need identified for the smaller properties, as indicated in the table below. Based on the evidence pulled together, the SHMA recommends the following strategic mix of affordable housing:

1-bed properties	2-bed properties	3-bed properties	4+ bed properties
30-35%	30-35%	20-25%	5-10%

5.16. The Council will negotiate on sites of XXXX dwellings or less with developers for financial contributions. On sites above this threshold, affordable housing will be sought on the basis of the applicable percentage as set out in Policy H2.

5.17. The Council's preference is for the provision onsite. In some circumstances, the Council will consider an equivalent offsite contribution where justified. Guidance about the circumstances under which the Council will consider an off-site contribution and the mechanism for calculating this is set out in the Housing Needs SPD.

5.18. The specific provision and mix of a site will be informed by evidence available at the time of application and will be negotiated at the time. However, the Council will expect the starting point of negotiation to achieve a mix of 84% either social or affordable rent and 16% intermediate products, as detailed in the 2015 SHMA. Social and affordable rent are grouped together in this instance, as a result of the clear overlap between the two as products, which are likely to be targeted to the same

group of households by Registered Providers. The final mix achieved on any site will be informed by the up-to-date position set out in the Housing Needs SPD, which shall take into account any change to the definition of affordable housing established via national guidance, any relevant site specific issues and evidence of local circumstances.

5.19. At the time of writing, it is acknowledged that proposals for the provision of Starter Homes are being progressed by Central Government. The policies proposed as part of this Publication Draft Plan will be amended as certainty on this topic is established.

5.20. Where affordable housing provision is sought as part of a proposed development, the Council will use a Section 106 agreement with the developer or landowner to secure the agreed provision in line with Policy D4.

5.21. The requirements set in the above policy are considered to be viable and achievable for all developments anticipated in the Borough. A housing proposal containing a reduced affordable housing provision can only be sought where the developer can justify that to make the full provision will make the scheme unviable.

5.22. It is for the applicant to demonstrate that the viability of the scheme would be vulnerable. This would normally be done through the submission of a comprehensive financial appraisal of the proposed scheme, together with details of the financial model used, which the Council would be able to have independently assessed.

5.23. As stated, further guidance is included within the Housing Needs SPD. The methodology of the SHMA will be repeated at regular intervals in order to test the continuing appropriateness of this policy and the Housing Needs SPD. Where variance of the detail included within SPD is found to be necessary, a reviewed SPD will be produced in order to ensure that the Council's approach to delivering affordable housing remains appropriate throughout the plan period.

Policy H3: Housing for rural businesses

Proposals for a permanent dwelling, either by new build or conversion, for occupation by a person engaged in an agricultural operation, or another form of use that can only reasonably be located in the countryside, will only be supported if all of the following criteria are met:

- a) There is a clearly established functional need for a dwelling;
- b) The need relates to a full-time worker, or one who is primarily employed in the activity to which the application relates;
- c) The unit and the activity concerned, are currently financially sound, and have a clear prospect of remaining so; and
- d) The functional need could not be fulfilled by another existing dwelling on the unit, or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned.

The size of any such dwelling should be commensurate with the established functional requirement. Dwellings that are unusually large in relation to the needs of the unit, or unusually expensive to

construct in relation to the income it can sustain in the long-term will not be permitted.

Any permission granted will be subject to an 'occupancy' condition. The variation or removal of such a condition will only be granted if it is clear that its original purpose is obsolete and no longer required.

Proposals for the removal of occupancy conditions would only be permitted if the applicant can demonstrate that long term need for a Rural Workers Dwelling has ceased, and the Council is satisfied that the dwelling has been sufficiently marketed.

5.24. To achieve sustainable development in rural areas, national policy is clear that local planning authorities should avoid isolated new homes in the countryside. Only where special circumstances apply will isolated housing be permitted. This policy therefore details the circumstances in which a new house in the countryside required for rural business is acceptable.

5.25. In such circumstances applicants must be able to demonstrate why an exception to the general policy of housing restraint in the countryside should be made. Such a justification will be strengthened where it is substantiated by an independent body. The applicant will be required to demonstrate that the demands of the farm or the rural business make it essential for one or more of the people engaged in this work to live at or very close to the site of that work. In assessing such proposals the Council will seek to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. The protection of livestock or property from theft or damage will not by itself be sufficient to justify the need for a new dwelling. Nor can agricultural needs justify the provision of new dwellings as retirement homes for farmers or farm workers.

5.26. Where a justifiable need is established, dwellings should be of a size commensurate with the established requirement. Dwellings which are unusually large in relation to the needs of the business will not be appropriate. It is the requirements of the enterprise, rather than those of the owner or occupier, that are relevant in determining the size of dwelling that is appropriate to a particular holding. In all cases, these would be events which could not be properly managed within normal working hours. Security concerns on their own will not be sufficient to justify a new dwelling.

5.27. Where there is insufficient evidence of the financial soundness of a business, for example in the case of a new rural enterprise, temporary permission may be granted for a period of 3 years provided that criteria a), b), d) and e) in this policy are met.

5.28. Where an exceptional need to provide accommodation has been established it will be necessary to ensure that the dwellings are kept available for meeting this need in the future. To achieve this, planning permission will normally be subject to a conditions and/or a planning obligation restricting occupancy.

5.29. An isolated location can be one where there are other dwellings and must also be considered as part of the wider policies of the development plan.

5.30. In appropriate circumstances, planning obligations may be used to tie a dwelling to adjacent farm buildings, or the enterprise as a whole, to prevent them being sold separately without further application to the Council.

Policy H4: Rural Exceptions Sites

The development of affordable housing that meets the needs of local people, will be permitted as a Rural Exception Site adjacent to defined rural settlement boundaries, where development is normally resisted, if all of the following criteria are met:

- a) It is clearly demonstrated that there is a local need for affordable housing which outweighs other policy considerations;
- b) It is demonstrated no suitable alternative sites exist within the defined settlement boundary;
- c) The development consists exclusively of affordable housing;
- d) Developments do not have an adverse impact on the character and/or appearance of settlements, their setting or the surrounding countryside; and
- e) Safeguards are in place to ensure homes remain affordable in perpetuity

In all cases arrangements for the management and occupation of dwellings must be made to ensure that all dwellings provided will be, and will remain available for occupancy by eligible local people at an affordable cost and at a range of tenures, both initially and in perpetuity.

In some circumstances a small proportion of open market housing may be allowed where it can be shown that the scheme will deliver significant affordable housing and viability is a key constraint.

5.31. This policy provides an exception to the spatial strategy and provides the opportunity for the delivery of small numbers of rural housing on land outside, but adjoining the development limits of Main Rural Settlements and Rural Villages that may not fulfil all the criteria set out in policy H4 above.

5.32. The principle aim of this policy is to provide affordable housing for local people which cannot be delivered within the adjacent settlement boundary. However, securing the funding to ensure the delivery of exception sites can be difficult to obtain. National guidance has been amended to allow for small numbers of market housing at the local authority's discretion. An example of where this would be acceptable includes where it is essential to enable the delivery of affordable units without grant funding.

5.33. In such instances it is for the applicant to demonstrate that this would be necessary. This would normally be done through the submission of a comprehensive financial appraisal of the proposed scheme, together with details of the financial model used, which the Council would be able to have independently assessed.

5.34. It is stressed that development proposals that are out of scale and keeping with the character of the settlement are inappropriate and will be resisted. This is further reinforced by the fact that this policy will only permit development which is an exception to the plan to meet the identified affordable need only which cannot be met within the existing limits of the settlement.

5.35. For an applicant to demonstrate that there are no suitable alternatives within the village boundary they must clearly state why those sites cannot accommodate or deliver all or part of the scheme proposed.

5.36. There must be an established local connection for those local people that claim to be in housing need. The Local Plan will be accompanied by an update to the existing Housing Needs SPD, which will detail how the local connection will be established.

Policy H5: Replacement Dwellings

Proposals for the replacement of dwellings in the Countryside and Green Belt, will be only be acceptable in line with national policy and provided all of the following criteria are met:

- a) The replacement dwelling is not materially larger than the building it replaces and for Green Belt locations is of no more than a 30% increase on the original volume; unless national policy dictates;
- b) Unless exceptional circumstance dictates, the siting of the replacement dwelling should have no greater impact on landscape than the original. In Green Belt locations, the replacement dwelling must not have a greater impact on the openness of the Green Belt than the original; and
- c) Residential is the lawful use of the existing building and the use has not been abandoned.

The removal of permitted development rights by condition may be included in any approval.

5.37. New housing development is strictly controlled through the application of national policy and the policies in this Local Plan. Therefore a replacement dwelling will only be permitted where evidence is provided that this was the current lawful use of the building when it was demolished, i.e. the residential use has not been abandoned.

5.38. In order to reflect the character of the original building and to retain the existing housing stock in the countryside, replacement buildings should not be materially larger than that which they are replacing. Permitted development rights may be removed by condition from the new building when granting planning permission.

Policy H6: Specialist Housing

The Council will encourage the provision of housing to maximise the independence and choice of older people and those members of the community with specific housing needs.

When assessing the suitability of sites and/or proposals for the development of specialist housing such as, but not restricted to, residential care homes, extra care housing and continuing care retirement communities, the Council will have regard to the following:

- The need for the accommodation proposed, whereby the development contributes towards specialist housing need as identified within the Strategic Housing Market Assessment (SHMA);
- The ability of future residents to access essential services, including public transport, shops and appropriate health care facilities;

Large development proposals will be expected to consider opportunities for the provision of housing to meet the housing needs of older persons, including the provision of residential care homes.

The Council also expects developers, through the design of developments, to enable people to live to independently and safely in their own home for as long as possible, consistent with the aspiration of the Council and Warwickshire County Council.

The Council will consider the inclusion of conditions to ensure future occupation remains for the specialist housing need it was intended.

5.39. National policy and guidance recognises the need to provide housing for older people as part of achieving a good mix of housing.

5.40. The SHMA identifies that a key driver of change in the housing market over the plan period will be the growth in population of older people. There is estimated to be a 122% increase in the 85 and over age group over the life of this plan and a total increase of over 55 year olds of 51%. This is the highest in the whole Housing Market Area. Such evidence demonstrates a clear need for housing for older people in the Borough.

5.41. There has been a shift in the demand of the type of specialist housing which the SHMA suggests will continue over the plan period. The trend has been for the provision of sheltered housing, with those households living in sheltered housing requiring higher levels of support. The emergence of enhanced and extra care housing presents a broader offer for older persons. These aim to offer high levels of care and support alongside those who are still generally able to care for themselves. However, the above policy is worded flexibly to respond to the specific changing demands and to allow for the appropriate type of provision that may come forward in the future.

5.42. The SHMA provides an indication of the levels of demand expected in the Borough over the course of the plan period as indicated in the table below. This shows the annual requirement for market Extra Care provision of 72 units and 22 affordable Extra Care units. The SHMA recommends that of the total 94 units requirements 23% should be affordable. The *Viability and Deliverability* Section details the viability work that will inform the Submission Local Plan. The below affordable element will be tested as part of this work.

Indicative Annual Extra Care Housing Requirement			
Market	Affordable	Total	% affordable minimum
72	22	94	23%

5.43. As with market housing national guidance requires that local plans inform the tenure of supported care housing, which policy H5 and the above table seek to do.

5.44. Although the Borough already benefits from a good range of different types of care, both publically and privately maintained, the table above demonstrates that the need is clearly growing.

5.45. In addition to the provision of specific residential care or extra care, there is expected to be a demand for people to continue to live in their own properties, independently for as long as possible. National guidance is clear that many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable as a 'later home', such as bungalows, or homes which can be adapted to meet a change in their needs. Policy H5 above seeks to encourage the provision of housing that allows people to do this.

5.46. Policy H6 above should be used alongside the Housing Needs SPD and the SHMA to identify the appropriate type and location of the provision.

5.47. National policy allows for the inclusion of specialist housing for older persons, including residential care institutions which are C2, to count towards the Borough's housing requirement. This will be clarified in the monitoring framework and housing trajectory.

5.48. The Government wants to enable more people to build their own home and wants to make this form of housing a mainstream housing option. The Planning Practice Guidance suggests that there is strong industry evidence of significant demand for such housing, as supported by successive surveys. However, research considered by the SHMA suggests this is a niche market but one that is not necessarily only delivering high value bespoke homes. The SHMA does indicate there is some potential to encourage through policy developers of larger schemes to designate parts of these schemes as serviced plots which can be developed as self-build, which policy H6 above seeks to achieve

CHAPTER 6: ECONOMIC DEVELOPMENT

6.1. Rugby Borough's economy has performed strongly in the past and fared the most recent UK recession relatively well. Unemployment levels are currently below 4% and the Borough has a relatively strong skills profile amongst its residents, with average earnings as a result above both national and regional (West Midlands) levels. This level of economic performance is important in supporting continued population growth in the borough and providing the jobs needed to support the delivery of new housing through the Local Plan.

6.2. The following policies in this section seek to direct employment development to the most sustainable locations in the Borough, by a combination of protecting existing employment land where it continues to make a contribution to the local economy and promoting new employment development where it can be appropriately located. Where the prospect of new employment development in rural areas is proposed to support the rural economy, including farm diversification and leisure and tourism proposals, policies are included to guide any such proposals and ensure any negative impacts of development are kept to an absolute minimum.

Policy ED1: Protection of Rugby's Employment Land

All employment sites, including the major investment site at Ansty Park, existing strategically significant sites, Core Strategy allocations, and new Local Plan allocations, as shown on the Proposals Map, will be retained for employment purposes in the following use classes: B1(a), B1(b), B1(c), B2 and B8. Proposals for new employment development (including expansion of established businesses and upgrading, improvement or redevelopment of existing premises) will be permitted within all employment areas subject to accordance with other policies in the Local Plan.

The intensification of existing employment sites will be supported subject to the consideration of their potential impacts to their surroundings against the relevant policies in the Local Plan and national policy, in particular those located in the Green Belt.

All land currently or last used for employment purposes will be protected where a site continues to make a viable contribution to economic development within the borough. However, in order to ensure land used for economic development continues to provide jobs in the local economy, where a site is proven to be no longer viable for employment uses, a proposal for change of use to a non B-use class may be considered acceptable.

For proposals that would involve the change of use or loss of any land used for employment purposes, evidence must be provided to demonstrate that the land or unit under consideration is no longer viable for a B-use class. It must be demonstrated that the site has been actively marketed according to the provisions of the explanatory text accompanying this policy, and for the following periods of time:

- On designated employment land / site: 24 months
- For any other B use class land / site / unit: 12 months

Evidence must demonstrate that there has been no serious interest shown by a B use class occupier during the relevant period of marketing, according to the provisions of the supporting text to this policy.

6.3. Rugby's existing employment land stock is characterised by a range of employment sites, in terms of age, size, and quality/condition. The borough's nationally central location places Rugby equally accessible to both the East Midlands and West Midlands, and its position next to the M1 and M6 (as well as M45 and M69) motorways allows good access to the north-west, north-east and south-east of England, including London. This makes Rugby an attractive location for industrial development of all kinds.

6.4. Development of employment land over recent decades has seen a number of large, distribution units constructed around Junction 1 of the M6 at Central Park and Swift Valley, as well as more recent, and ongoing, provision of employment land at Rugby Gateway following allocation of this site in the Core Strategy. By comparison, older employment sites that accommodate small to medium sized enterprises including manufacturing are more commonly located around the edge of the town centre at Butlers Leap, Paynes Lane and Somers Road.

6.5. It is important that the diverse range of industrial sectors that make-up employment provision in the borough is protected and maintained to offer choices of employment opportunities to both employers and potential employees. The most effective way to achieve this is by protecting different types of employment land, within the context of a flexible policy that is able to deal with potentially changing economic conditions over the plan period.

6.6. NPPF paragraph 22 states that planning policies should avoid the long term protection of allocated employment sites where there is no reasonable prospect of a site being used for that purpose. In recent years, the Council has experienced some interest from businesses to develop alternative uses on employment sites protected for B use classes. Policy ED1 and its supporting text therefore includes flexible provisions for the release of employment land previously in B use class where there is no reasonable and viable prospect of a site continuing to be used for this purpose.

6.7. To demonstrate there is no demand for a site or unit for ongoing employment use, an applicant must submit evidence that the site is vacant and a thorough marketing exercise at a realistic price for both the land use and local market area has been sustained over the relevant time period as set out in this policy. The requirement for two years of marketing for the release of employment land or units on designated employment sites has been selected based on evidence originally contained in the DTZ Coventry, Solihull and Warwickshire sub-regional employment land study (2007).

6.8. This evidence was reviewed as part of the GL Hearn (2015) Rugby employment land study and the tests suggested by this evidence, to decide on proposals for the release of employment land, were considered to "remain relevant". Consideration will be given to the other tests listed in the DTZ Study (repeated in the GL Hearn Study) where an applicant can show that these are more suitable in demonstrating that a loss of employment land would not have an adverse impact on the

Borough-wide supply of employment land, particularly where designated employment sites are concerned.

6.9. Marketing of employment land or uses must be through a commercial agent with local or sub-regional practice connected to Rugby Borough, at a price that genuinely reflects the market value in relation to use, condition, quality and location of the floorspace. A professional valuation of the asking price and/or rent will be required to confirm that this is reasonable. It must be demonstrated that consideration has been given to alternative layouts and business uses, including smaller premises with short term flexible leases appropriate for SMEs.

6.10. In relation to the provisions of this policy, designated employment sites in Rugby Borough are shown on the Proposals Map and are listed as follows:

<p>Major Investment Site</p> <p>Ansty Park</p>
<p>Existing Strategically Significant Employment Sites</p> <p>Butlers Leap (including Arches and Avon) Industrial Estates Central Park Glebe Farm Industrial Estate Midland Trading Estate Paynes Lane Industrial Estate Rugby Cement Works Somers Road Industrial Estate Swift Park Swift Valley Valley Park Dunchurch Trading Estate Europark Lawford Heath Industrial Estate Former Peugeot Site, Ryton Rolls Royce, Ansty Shilton Industrial Estate</p>
<p>Core Strategy Allocations</p> <p>Rugby Gateway* Rugby Radio Station**</p>
<p>New Local Plan Allocations</p> <p>Coton Park East, Castle Mound Way Land south of Cawston Spinney</p>

*Under construction with part of site now built out

**With planning permission

New employment development within use classes B1(b), B1(c), B2 and B8 will be permitted within the urban area boundary, including new land within an amended urban area boundary following new allocations made in this Local Plan. Any such developments will be subject to compliance with all other relevant policies in the Local Plan and national policy.

Applicants will be required to demonstrate that any potential impacts on neighbouring land uses, particularly those especially sensitive to noise, visual amenity or air quality impacts arising from industrial uses are avoided, or where this is not possible, mitigated to an acceptable level.

New employment development within use class B1(a) Offices will be permitted in Rugby town centre subject to the provisions of the Town Centre policies in this Local Plan.

Office proposals will be permitted on designated employment sites outside the town centre where it is demonstrated that there are no sequentially preferable sites available, or where it can be demonstrated the office proposal is genuinely ancillary, in size and scale, to an existing employment use.

6.11. The two main priorities in providing for employment land in Rugby Borough through the Local Plan are to locate employment land in the most sustainable locations for people to access employment opportunities as easily as possible, and to provide the right conditions (in terms of land supply availability) to allow businesses to grow as and when required. This applies to whether a business already exists in the borough and is seeking to expand its operations, or whether a business is looking to relocate from another area and invest in Rugby as a new occupier.

6.12. The priority location for new employment sites will be in and around the Rugby urban area. This policy aims to ensure that employment land is provided close enough to residential development to allow good access for the resident work force in the borough, without unduly impacting on residential amenity. It also ensures employment development will be directed towards previously developed land as a priority.

6.13. However these considerations also need to be balanced against the fact that different types of employment land have different requirements. For example, a storage or distribution company would be likely to favour a large site with enough space to accommodate a warehouse unit and provide excellent access to the strategic highway network. In contrast, a company renting office floorspace is more likely to favour a central location near to a choice of public transport options to provide good accessibility for their staff.

6.14. This policy is applicable to all new employment development whether new build, conversions, changes of use, or expansion.

Policy ED3: Employment development outside Rugby urban area

With the exception of those sites allocated for employment purposes in this Local Plan, or with a current B use class, employment development will not be permitted outside the Rugby urban area except in the following circumstances:

- Conversion of a building for employment purposes, subject to its location and character, including historic or architectural merit, being suitable for the proposed use and it having been in existence for at least ten years;
- Redevelopment, at a similar scale, of an existing building or vacant part of an existing employment site for employment purposes, where this would result in a more effective use of the site;
- Small-scale expansion of an existing group of buildings for business uses where the site is readily and regularly accessible by means of transport other than the private car; or
- A building or structure related to agriculture, horticulture or forestry where it is genuinely required as an ancillary use for an existing rural employment development;

To be considered acceptable, any proposals meeting one of the above exceptions must also demonstrate compliance with all other relevant policies in the Local Plan, in particular where a proposal is located in the Green Belt.

All proposals will be subject to a thorough assessment to make sure their scale, nature and location are appropriate, including the need to:

- Limit the impact on local communities, the character of the local landscape, and the natural environment;
- Minimise impact on the occupiers and users of existing properties in the area;
- Avoid an increase in traffic generation that would have an adverse impact on the local road network, unless suitable mitigation to address the impact can be provided;
- Make provision for sustainable forms of transport wherever appropriate and justified; and,
- Prioritise the re-use of brownfield land and existing buildings.

6.15. There is a crucial relationship between the prosperity of rural economies and the management of the countryside as a whole.

6.16. The National Planning Policy Framework (NPPF) emphasises that planning policies should support sustainable economic growth in rural areas by taking a positive approach to new development. Local Plans should promote a prosperous rural economy by supporting the sustainable growth and expansion of all types of business and enterprise in rural areas.

6.17. However 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. This policy therefore looks to encourage proposals for employment development in areas outside the urban area wherever possible, whilst ensuring that the development is appropriate to its rural location and does not cause unacceptable adverse impacts on the local area.

6.18. The provisions of Parish Plans and Neighbourhood Plans will be taken into account when assessing development proposals in rural parts of the borough.

Policy ED4: The Wider Urban and Rural Economy

The following forms of development and uses are acceptable in principle both in and outside the urban area, subject to the content of other policies in the Local Plan.

Tourism and Leisure

- Small-scale tourism, visitor accommodation and leisure based uses, including sport and recreation, particularly those which would help to provide local employment and support rural services;
- Purpose-built visitor accommodation that is directly associated with and related to the scale and nature of an existing use;
- A small-scale expansion of an existing holiday caravan/chalet site where this would secure benefits to its function and appearance;
- Golf courses, golf driving ranges and ancillary facilities;
- New or extended, relative to the scale and nature of an existing development, garden centres and nurseries; or
- Equine and equestrian related activities, wherever practicable using existing buildings and structures.

Farm Diversification

Proposals that would support the ongoing viability of farms and other agricultural operations will be encouraged, subject to the following criteria being assessed and satisfied:

- development on best quality agricultural land is avoided;
- existing buildings and structures can be utilised as much as possible;
- the scale and nature of the development is integrated into the existing landscape, with minimal adverse impact to its character;
- the impact of the proposal on existing properties in the locality is minimal; and
- the generation of vehicular movements is acceptable, and suitable consideration is given to of access and parking.

6.19. Paragraph 28 of the National Planning Policy Framework specifically recommends that, in promoting a strong rural economy, planning policies should:

- promote the development and diversification of agricultural and other land-based rural businesses; and
- support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside.

6.20. The Government's Rural Statement (DEFRA, September 2012) stresses the crucial role of farming and food production in rural life. Many types of development relating to agriculture do not need planning permission or are subject to a notification process. It is also important to ensure that diversification schemes are supported, particularly those that will bring long-standing benefits to the individual farm operations and to the wider rural economy. In particular, the re-use of farm buildings provides opportunities to support new businesses in the countryside in a sympathetic manner.

6.21. While provision in this policy is made for a wide range of development and activities in the countryside, it is stressed that all schemes will be assessed against the impact that is likely to be caused to the character of the local area as well as the benefits that would arise for rural communities, businesses and the wider local economy.

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CHAPTER 7: RETAIL AND THE TOWN CENTRE

7.1. Town centres across the country have faced a number of challenges in recent years and the role of town centres has changed. Rugby town centre, like other centres, needs to change and adapt to meet these challenges, particularly from the increased competition from the out of town retail parks and from neighbouring town centres.

7.2. As part of this there is a need to develop policies that ensure the Town Centre can build on its offer in the following areas; independent shopping experience; leisure activities; cultural offer and making more of its historical assets to help shape the physical environment. A further consideration would also be connectivity within the town centre, ensuring that it is accessible to both the residents of the Borough and to visitors from elsewhere. Achieving this would reinvigorate the town centre as a destination in its own right and also encourage shoppers who visit Rugby's out of town shopping parks to link their shopping trips.

7.3. The Rugby Retail and Main Town Centre Uses Study (Retail Study) November 2015 provides an up to date health check of the Town Centre and an assessment of comparison and convenience floorspace need for Rugby Town Centre up to 2030. The study also reviewed the Town Centre Boundary, Primary Shopping Area and introduces Primary and Secondary Shopping Frontages in accordance with the NPPF.

7.4. The Town Centre boundary has been contracted to ensure that the future development of town centre uses is focused in closer proximity to existing commercial uses. The primary shopping frontages are identified within the Primary Shopping Area (PSA), as identified on the Town Centre Proposal map, and these areas include a high proportion of retail uses which may include food, drinks, clothing and household goods. The primary shopping frontages are the core areas of the town centre that primarily serve a retail function. Secondary shopping frontages are also identified which are mainly within the PSA; these areas contain a high proportion of units in A1 use but are typically below 60% and offer a broader mix of non-retail uses such as personal services (e.g. beauty salons), financial and business services (e.g. banks, property agents, etc.) and food and beverage offer (e.g. cafés, restaurants, etc.). This reflects the NPPF's definition of secondary frontages which are described as providing "greater opportunities for a diversity of uses such as restaurants, cinemas and businesses" (Annex 2: Glossary).

7.5. The following town centre planning policies will form part of an overall Town Centre Action Plan which has been developed with key stakeholders involved in the town centre.

Policy TC1: Development in Rugby Town Centre

Proposals for the redevelopment and refurbishment of the existing natural and built environment and public space, including new development proposals, within the town centre (as defined on the Town Centre Proposals Map) will demonstrate high quality design that complements and enhances the existing environment and townscape in a manner which contributes to local distinctiveness and a sense of place.

7.6. The enhancement of Rugby Town Centre is vital and Policy TC1 seeks to ensure that any changes improve the town centre, adding to its vitality and vibrancy, whilst retaining or enhancing important characteristics.

7.7. In assessing proposals for town centre schemes, the Council will seek to ensure that such proposals are compatible with the scale, nature and character of that town centre. This is important given the historic nature of the town centre; proposals will have to be of an appropriate scale and design quality in order to be successfully integrated. Proposals that do not meet a sufficient standard will be refused.

Policy TC2: Rugby Town Centre Comparison and Convenience Floorspace Requirements

New retail floorspace will be provided in Rugby Town Centre as set out below:

	2020	2025	2030
Convenience (net sqm)	266	515	732
Comparison (net sqm)	1508	4652	7850

In order to sustain and enhance the vitality and viability of the town centre, new proposals for meeting the floorspace requirements will be permitted firstly within Primary Shopping Area (as defined in the Town Centre Proposal Map) followed by Edge-of-Centre locations, then Out-of-Centre sites that are in accessible locations, well connected to the town centre and capable of generating benefits for the centre’s overall vitality and viability, through linked pedestrian trips and increased footfall.

Throughout the lifetime of this Plan 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 in particular.

7.8. The Rugby Retail and Main Town Centre uses Study 2015 (Retail Study) assessed the qualitative and quantitative need for convenience (food) and comparison (non-food) retail development across the Borough up to the period of 2030.

7.9. The Retail Study identifies that, at the time of adoption of this plan, demand for new retail floorspace in the short to medium term is likely to be met at the Elliots Field Retail Park (EFRP). The floorspace requirement contained with Policy TC2 could, in the main, be met through the reoccupation of vacant prime retail floorspace in the town centre¹.

¹ Vacant units identified in Clock Towers Shopping Centre and the Swan Centre comprises a floor area of 1,036m² net sales. This could support the majority of identified forecast comparison retail floorspace capacity for the town centre in the short term (i.e. 1,508m² net sales in 2020).

7.10. Consequently, Policy TC2 does not seek to allocate sites to meet this short term need and instead applies a sequential approach to meeting the floorspace requirements identified, ensuring that sites within the PSA are considered first and then edge of town centre locations. Policy TC2 will also ensure that any proposals benefit the vitality and viability of the town centre.

7.11. Due to the opening of new retail units at EFRP, Technology Drive and Junction One Retail Parks after the Retail Study was completed, the full impact of the retail parks effect on shopping patterns and the town centre has not been established at the time of writing. In time, the trading patterns that become established could have an impact on the floorspace capacity for Rugby Town Centre. Further to this, the Retail Study highlights that the capacity forecast beyond five years should be treated with caution, as it is based on various layers of assumptions and forecasts with regard to the trading performance of existing centres and stores, the growth in population and retail spending, constant market shares, etc. The Council will therefore regularly update its retail and town centre evidence base, identifying the trading patterns that emerge across the town and providing new development in the town centre accordingly.

Policy TC3: Directing Development in the Town Centre

In order to sustain and enhance the vitality and viability of town centres, new proposals for town centre uses² will be permitted firstly within Rugby Town Centre, (as defined in the town centre proposal map) followed by Edge-of-Centre locations, then Out-of-Centre sites that are, or will be, well served by a choice of sustainable modes of transport and are close to the centre, or in relation to bulky goods retailing, are located immediately adjacent to existing retail warehousing.

All proposals for retail, office or leisure uses on sites not within Rugby Town Centre in excess of 500 sqm gross floorspace, including extension of existing units and variation of conditions, must be accompanied by an impact assessment. This assessment must meet the requirement of national guidance and established best practice and demonstrates that the proposal will not harm the vitality or viability of any nearby centres. All such proposals must also comply with the sequential approach, as set out in national guidance, to ensure that development is on the most central site available.

7.12. National guidance requires local planning authorities to apply the sequential approach to planning applications for main town centre uses that are not in an existing centre and not in accordance with an up to date local plan. Policy TC3 sets out the order of sequentially preferential locations for new investment working from the core of the town centre outwards. This approach helps maintain the viability and core function of the town centre through directing new proposals to this area first which in turns supports the local economy and promotes more sustainable patterns of development.

² Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

7.13. In accordance with Paragraph 25 of the NPPF the sequential test does not apply to applications for small-scale rural offices or other small-scale rural development; applicants are urged to partake in pre-application discussions with the Local Authority in relation to such schemes.

7.14. National guidance also requires an impact assessment to accompany planning applications for retail, leisure and office development outside of Town Centres, which are not in accordance with an up to date Development Plan and exceed 2,500 sq m, or any locally set floorspace threshold. The Rugby Retail and Main Town Centre Uses Study highlighted that Rugby Town Centre is potentially vulnerable to increasing competition from out-of-centre retailing, the growth of internet shopping and scale of units which it considers to be unlikely to trade as a purely local facility. Policy TC3 sets a floorspace threshold for retail, leisure and office development (including change of use applications and applications seeking variations of conditions) of 500m² gross and above, to demonstrate that they will not have a significant adverse impact on Rugby Town Centre, either on their own or cumulatively with other commitments in the area, in accordance with the NPPF.

7.15. Notwithstanding the use of a lower locally set impact threshold, it is important that the scope of any Retail Impact Assessment (RIA) undertaken in support of planning applications is discussed and agreed between the applicants and the Council at an early stage in the pre-application process. The level of detail included within a RIA should be proportionate to the scale and type of floorspace proposed and should be agreed between the Council and applicant on a case-by-case basis. The health of town centres (including vitality and viability indicators) and town centre or retail strategies should be considered as part of the assessment. Where there is clear evidence that a proposal is likely to lead to significant adverse impacts, applications will be refused.

Policy TC4: Primary Shopping Area and Shopping Frontages

Within the Primary Shopping Area (PSA), as defined on the Town Centre Proposals Map, proposals for the development, redevelopment or change of use, will be permitted where the proposed ground floor use is to be changed to retail (use class A1).

Primary Shopping Frontage (PSF)

Within the PSF, as defined on the Town Centre Proposals Map, the change of use of ground floor Class A1 shop premises to a complementary use will only be permitted where the proposed use would not undermine the retail function of the town centre and it maintains and enhances its vitality and viability.

The determination of each application will have regard to the following factors:

- the number and distribution of other existing and committed non-A1 uses within the defined primary shopping frontage should be no more than 40 % of the units within the PSF (including any premises subject to current Permitted Development changes of use);
- the location and prominence of the premises;
- where applicable, the length of vacancy of the premises and evidence of marketing for the current permitted use;
- the nature and character of the proposed use; and
- the design of the shop-front.

Secondary Shopping Frontage (SSF)

Within the SSF, as defined on the Town Centre Proposals Map, proposals for main town centre uses (Use Class A1-A5, D1 and D2) will only be permitted where the proposed use maintains and enhances its vitality and viability.

Regard will also be had to the following factors:

- coalescence and concentration of uses ; and
- the effect on the amenity of other surrounding properties and uses.

Wider Town Centre Area

The Council will permit retail, business, leisure, arts, cultural and tourism development within wider town centre (areas not defined by PSF and SSF) provided:

- they will not harm the retail function and character of the PSA;
- they will not harm on the vitality and viability of the PSA; and
- where retail uses (class A1) are proposed within the town centre, but outside of the PSA the applicant must demonstrate there are no suitable alternatives within or immediately adjacent to the PSA

Residential development is encouraged within the Town Centre, providing it does not harm the retail function and character and its' vitality and viability. For all proposals, separate access arrangements to the upper floorspace, which could be used for residential, community or employment use should not be eliminated.

7.16. Policy TC4 seeks to protect and enhance the primary shopping area, with the PSF as the focus for retail uses. The intention is to attract people to the town and place a strong emphasis on the protection of the core of retail activity at the heart of the town centre. Change of use away from A1 to other complementary main town centre uses can occur within the PSF. However, proposals will need to be considered on a case by case basis in terms of the impact on the retail character and function and also on the vitality and viability of the town centre.

7.17. A more flexible approach is applied to the SSF where the proposed use maintains and enhances its vitality and viability. It is important that there is not a concentration or a coalescence of certain uses that would harm the amenity of surrounding properties and uses and the overall character, vitality and viability of the town centre.

7.18. A flexible approach will be taken within the remainder of the town centre where a greater mix of town centre uses will be encouraged. The diversity of uses increases the vitality of the town centre by creating a vibrant mix of activity.

7.19. The use of upper floors in town centres is important to ensure that buildings remain in a good state of repair and also to provide opportunities to introduce other uses such as offices and residential that will have positive benefits for the town centre economy. Where proposals which relate to ground floor uses only are submitted, applicants will be expected to show that they have considered how access arrangements to upper floors can be achieved in the future so that, if required, buildings may be fully utilised. Where upper floors may be considered for residential or office use, this access may need to be independent from the ground floor use.

7.20. There will also be consideration of sui generis uses within the Town Centre, providing that sufficient footfall will still be attracted to the unit and that there is an active frontage (and normally incorporating an element of sales activity) thus not undermining the retail function of the town centre and maintaining and enhancing its vitality and viability.

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CHAPTER 8: HEALTHY, SAFE AND INCLUSIVE COMMUNITIES

8.1. The Council recognises the important role that spatial planning has in the creation of healthy, safe and inclusive communities. Many of the policies of this Plan will have an impact on these matters and 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 peoples overall quality of life, physical and mental health, and wellbeing.

8.2. New developments can create environments to help all residents make healthy choices, promote active travel and physical activity, and promote access to healthier food, high quality open spaces, green infrastructure and opportunities for play, sport and recreation. Therefore, Local Plans have an important a role in helping to improve health and reduce health inequalities.

8.3. The Borough Council will work with public health leads and health organisations to understand and take account of the health status and needs of the local population throughout the plan period and to ensure development addresses these needs appropriately.

Policy HS1: Healthy, Safe and Inclusive Communities

The potential for creating healthy, safe and inclusive communities will be taken into account when considering all development proposals. Support will be given to proposals which:

- provide homes and developments which are designed to meet the needs of older people and those with disabilities;
- provide energy efficient housing to help reduce fuel poverty;
- design and layout development to minimise the potential for crime and anti-social behaviour and improve community safety;
- contribute to the development of a high quality, safe and convenient walking and cycling network;
- contribute to a high quality, attractive and safe public realm to encourage social interaction and facilitate movement on foot and by bicycle;
- seek to encourage healthy lifestyles by providing opportunities for formal and informal physical activity, exercise, recreation and play and, where possible, healthy diets;
- improve the quality and quantity of green infrastructure networks and protect and enhance physical access, including public rights of way to open space;
- deliver, or contribute to, new and improved health services and facilities in locations where they can be accessed by sustainable transport modes;
- provide good access to local shops, employment opportunities, services, schools and community facilities, and;
- do not involve the loss of essential community buildings and social infrastructure.

8.4. National policy is clear that planning has an important role in creating and maintaining healthy, inclusive communities and in facilitating social interaction. Many policies within this local plan have an impact on the overall health and well-being of the Borough and policy HS1 above seeks

to ensure that all factors are considered collectively when new development is proposed. Public Health Warwickshire identifies addressing alcohol misuse, smoking in pregnancy, tackling obesity, dementia & wellbeing, falls prevention, reduction in hospital admissions and tackling worklessness and poverty as priorities in Rugby.

8.5. It is important that this plan supports the delivery of social, recreational and cultural facilities and services the community needs. This is not only in the provision of the relevant facilities, but also to prevent the loss of anything that promotes healthy communities. A key element of this is ensuring that sufficient land is made available by good access to all for play, sport and recreation. Policy HS4 safeguarding open spaces should be considered alongside this policy in this instance.

Policy HS2: Health Impact Assessments

Development proposals will be required to assess their impact on the capacity of existing health services and facilities. For all Use Class C2 developments (residential care homes and nursing homes) and Use Class C3 residential development in excess of 150 units this will take the form of a Health Impact Assessment, which will measure wider impacts on health and well-being and the demands that are placed upon the capacity of health services and facilities arising from the development. Where significant impacts are identified, planning permission will be refused unless infrastructure provision and/or funding to meet the health service requirements of the development are provided and/or secured by planning obligations.

The Borough Council will require Health Impact Assessments to be prepared in accordance with the advice and best practice for such assessments as published by the Department of Health and other agencies, such as the Coventry and Rugby Clinical Commissioning Group and Public Health Warwickshire.

8.6. Health Impact Assessments are an important tool to understanding the potential impact a development will have on the existing health services and facilities. The Council will require proposals for development of over 150 units to be supported by a Health Impact Assessment, in consultation with the relevant bodies, such as Public Health Warwickshire Department of Health and other agencies, such as the Coventry and Rugby Clinical Commissioning Group.

8.7. Such assessments must identify the potential impact their development may cause and propose relevant measures to mitigate the impacts. The threshold for undertaking a health impact assessment has been derived from the threshold as to when an EIA screening opinion is requested.

8.8.

Policy HS3: Protection and Provision of Local Shops, Community Facilities and Services

Proposals that would result in a significant or total loss of site and/or premises currently or last used for a local shop, post office, public house, community or cultural facility or other service that contributes towards the sustainability of a local settlement or the urban area will not be permitted

except where the applicant demonstrates that:

- alternative provision of equivalent or better quality, that is accessible to that local community, is available within the settlement or will be provided and made available prior to commencement of redevelopment; or
- there is no reasonable prospect of retention of the existing use as it is unviable as demonstrated by a viability assessment and all reasonable efforts to secure suitable alternative business or community re-use been made for a minimum of 12 months or a period agreed by the Local Planning Authority prior to application submission.

Provision of new community facilities and services will be supported provided that:

- it is readily accessible by a choice of means of transport, including by foot and cycle;
- the nature and the scale of the development would be commensurate with its function to provide facilities for the local resident population. The nature and scale of service provision will reflect and relate to the size and function of the individual settlement; and
- the development would not adversely affect the vitality and viability of the Town Centre or any planned town centre development

8.9. Every settlement has buildings or amenities that play a vital role in day to day life, such as community centres, libraries, village shops, post offices or pubs. Local life would not be the same without them, and if they closed or changed to private use, it would be a real loss to the community.

8.10. National guidance requires local planning authorities to take into account the importance of local shops and services to communities when considering planning applications affecting such facilities. The guidance states that planning policies and decisions should guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.

8.11. Policy HS3 requires applicants submitting any proposal to redevelop an existing local facility to an alternative use, which would not be of benefit to the community and would result in a significant or total loss of that service or facility, to either provide alternative provision or demonstrate that there are no suitable, viable alternative community uses. Where decisions on viability are finely balanced, a third party will be expected to advise the Borough Council and this will be at cost to the applicant.

8.12. Current inadequate profitability of a facility will not, however, be considered a sufficient reason in itself to merit its loss as the future potential of the premises as a local service or community facility could be made more viable or run in an alternative manner such as a social enterprise. On this basis, the Council must also be satisfied that there is no other interested party prepared to re-open the facility or that there is no scope for an alternative community use.

8.13. In terms of demonstrating that all reasonable efforts to secure a suitable alternative community re-use has been explored, applicants will firstly be expected to demonstrate that they have consulted the Parish and the Borough Council. The applicant will be expected to demonstrate

that the premises has been marketed for a period of 12 months or a period agreed by the Local Planning Authority prior to application submission, before the Council will consider a change of use and the valuation attributed to the property should properly reflect its current use.

8.14. Applicants proposing the provision of new local services or facilities should engage with both the Council and local community to ascertain the needs in the area. It is imperative that the Council works closely with partnership organisations such as service providers, transport operators and neighbouring authorities to support and enhance an accessible public transport system that affords residents access to a wider range of local services and community facilities.

Policy HS4: Open Space and Recreation

A. Residential development of 10 dwellings and above, shall provide or contribute towards the attainment of the Council’s open space standards set out below:

	Urban Area	Rural Area
Children’s Play;	0.2ha per 1,000 popn	0.2ha per 1,000 popn
Natural and Semi Natural Green Space	2.5ha per 1,000 popn	2.5ha per 1,000 popn
Parks and Gardens	1.5ha per 1,000 popn	1ha per 1,000 popn
Amenity Green Spaces	1.1ha per 1,000 popn	0.5ha per 1,000 popn
Allotments	0.8ha per 1,000 popn	0.65ha per 1,000 popn
Outdoor Sports Playing pitches	Borough wide 0.93ha per 1,000 popn	

As a default, Rugby’s average household size of 2.4 people per dwellings (Census 2011 or any subsequent update) should be used to identify the population of new developments and its subsequent open space requirement. Account will be taken of the existing open space provision within the ward the development proposals is located within (contained within Appendix 4). Contributions through CIL/S106 will be sought from developments where the proposal would further increase an existing deficit in provision or where the proposal will result in the provision standards not being met within the ward it is located within.

Dependent upon the size and layout of the development, the provision of open space, may be required on site or may form part of a contribution towards off site provision of either new or improved facilities. In such circumstances off-site provision towards local facilities should be made in a location which adequately services the new development and a planning obligation may be used to secure this.

Developer contributions will also be spent on built recreation facilities where justified by an increase in population.

B. New open space should be accessible and of high quality, meeting the following criteria:

- Be appropriately maintained, if necessary, through the use of developer contributions;
- Be secure and safe;

- Attractive in appearance;
- Enhance the natural and cultural environment;
- Conveniently accessed and facilitates access to other areas of open space, including the countryside;
- facilitates access by a choice of transport; and
- Avoid any significant loss of amenity to residents, neighbouring uses or biodiversity

C. Public open space assets identified within Open Space Audit evidence and/or defined on the Proposals Map will be protected from development unless:

- An assessment has been undertaken which has clearly shown the open space, building or land to be surplus to requirements; or
- it can be demonstrated that the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

Planning permission will be granted for development, which enhances the quality and accessibility of existing open space providing it accords with section B of this policy.

8.15. The Open Space Audit, Built Facilities and Playing Pitch Strategy 2015 (and any subsequent updates) has helped informed the open space standards contained within policy HS4. The standards will underpin future decisions around existing and proposed new open spaces and sport and recreation facilities across the borough together with the factors set out within the Open Space Audit, Built Facilities and Playing Pitch Strategy, such as accessibility standards and types of improvements sought. The current open space provision standard is contained within Appendix 4 and will be periodically updated within the Planning Obligations SPD.

8.16. All open space of public value can be defined as primarily open land, whether green or hard surfaced and areas of water including canals, which offer important opportunities for sport and recreation and can act as a visual amenity.

8.17. The provision of public open space in association with new developments provides an important link to Green Infrastructure provision assisting in promoting access to nature where uses are compatible, and also helps to provide a good quality of life. New developments which require open space provision will be expected to create new open spaces on site in accordance with the standards. The provision of new open spaces and improvements to existing sites, should be in keeping within the environment it is set within and of high quality to enable users to enjoy their visit in a safe environment.

Policy HS5: Traffic Generation and Air Quality

Any development that results in significant negative impacts on health and wellbeing of people in the area as a result of pollution, noise or vibration caused by traffic generation will not be permitted unless effective mitigation can be achieved.

Any development that results in significant negative impacts on air quality within identified Air Quality Management Areas or on the health and wellbeing of people in the area as a result of pollution should be supported by an air quality assessment and, where necessary, a mitigation plan to demonstrate practical and effective measures to be taken to avoid the adverse impacts.

All measures required in the Policy should take full account of the cumulative impact of all development proposed in this Plan (and any other known developments) on traffic generation and air quality.

8.18. Air quality is a particular issue in a number of locations within the Borough. These areas have been declared Air Quality Management Areas (AQMAs). Transport is the primary cause of air quality issues in these areas. Significant development proposals have the potential to add significant quantities of additional road vehicles on to the transport network which, unless addressed, is likely to have a negative impact on air quality in general and specifically within the AQMAs, either through additional traffic volumes or reduced traffic speeds.

8.19. Development proposals will be considered with regard to the Council's Air Quality SPD, including where necessary undertaking an Air Quality Assessment and appropriate mitigation. Appropriate mitigation measures and a programme of implementation will need to be demonstrated, for example highway infrastructure improvements or support for public transport services.

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CHAPTER 9: NATURAL ENVIRONMENT

9.1. A healthy natural environment is of vital importance to people, places, the economy and nature itself. Therefore it is appropriate that the Council seeks to protect the natural environment and strives for net gains in biodiversity. The natural environment provides a wide range of important benefits, including areas for recreation and education, healthy food, and clean water and air. However, the fragile state of our natural environment means that it is important that we protect and enhance it to ensure that future generations can also benefit from these areas. Furthermore, we should seek to create new green infrastructure assets and restore degraded ones.

9.2. The Borough has number of different natural landscape characteristics as identified within the Landscape Assessment of the Borough of Rugby 2006 and the Landscape Sensitivity Study 2016. The Borough also contains a large number of environmental assets, including features of historic interest, geological/geomorphological significance and particular habitats of nature conservation interest. These range from Sites of Specific Scientific Interest (SSSI's), Local Nature Reserves and significant tracts of woodland deemed to be of ancient origin. There are also many other sites and features that are subject to non-statutory designations, such as Local Wildlife Sites identified through the Habitat Biodiversity Audit, that reflect their particular contribution to biodiversity.

9.3. Through the policies set out below and elsewhere in this Plan, the Council will aim to assist in maintaining the current high quality of the natural environment, particularly sensitive habitats and areas of landscape value. It will also aim to improve the quality of the natural environment, particularly in areas where there are opportunities to improve public access and enjoyment of such assets and deliver opportunities to improve habitat connectivity both within the Borough and the wider sub-region.

Policy NE1: Protecting Designated Biodiversity and Geodiversity Assets

The Council will protect designated areas and species of national and local importance for biodiversity and geodiversity as set out below.

Development that is likely to result in a significant effect, either alone or in combination, on an International or European nature conservation designation, or a site proposed for such designation, will need to satisfy the requirements of the Habitat Regulations.

Development likely to result in the loss, deterioration, degradation or harm to habitats or species of importance to biodiversity or geological conservation interests, either directly or indirectly, will not be permitted unless:

- the need for, and benefits of, the development in the proposed location outweigh the adverse effect on the relevant biodiversity interest;
- it can be demonstrated that it could not reasonably be located on an alternative site that would result in less or no harm to the biodiversity interests; and
- measures can be provided (and secured through planning conditions or legal agreements), that would avoid, mitigate against or, as a last resort, compensate for the adverse effects likely to result from development.

The habitats and species of importance to biodiversity and sites of geological interest considered as part of this policy comprise:

- Sites of Special Scientific Interest (SSSIs);
- Legally protected species;
- National Nature Reserves (NNRs) and Local Nature Reserves (LNRs);
- Local Wildlife Sites (LWS) and Local Geological Sites (LGS)
- Habitats and species of principal importance for the conservation of biodiversity in England (Sections 40 and 41 of the NERC Act 2006);
- Priority habitats and species listed in the national and local Biodiversity Action Plans; and
- Trees, woodlands, ancient woodland (including semi-natural and replanted woodland), aged and veteran trees, and hedgerows.

The level of protection and mitigation should be proportionate to the status of the habitat or species and its importance individually and as part of a wider network. Development proposals should seek to avoid adverse effects on SSSIs. Development adversely affecting a SSSI, either directly or indirectly, will only be permitted in exceptional circumstances where the benefits of development clearly outweigh the likely impacts on the site and any broader impacts on the national networks of SSSIs.

Development adversely affecting a Local Site (LNR, LWS or LGS) will only be permitted either where it can be demonstrated that the benefits of the development clearly outweigh the impacts on the site. Development proposals impacting on potential local wildlife sites will be expected to assess the site against the 'Green Book'³ criteria to determine the status of the site and to ascertain whether the development clearly outweighs the impacts on the site.

All development proposals in the proximity of ancient woodland shall have regard to the 'Standing Advice for Ancient Woodland and Veteran Trees' published by Natural England. As a starting principle, development must be kept as far away as possible from ancient woodland. The necessary width of any buffer zone will depend upon local circumstances and the type of development. Buffer zones should be retained in perpetuity and allowed to develop into semi-natural habitats. Section 6 of the Standing Advice includes guidance on mitigation measures, including buffers.

All proposals likely to impact on the above sites will be subject to an Ecological Assessment. The Ecological Assessment should include due consideration of the importance of the natural asset, the nature of the measures proposed (including plans for long term management) and the extent to which they avoid and reduce the impact of the development.

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The Green Book: Guidance for the Selection of Local Wildlife Sites in Warwickshire, Coventry and Solihull (2015) Local Wildlife Sites Project: Habitat Biodiversity Audit for Warwickshire.

9.4. The Borough contains a wealth of habitats and species of national and local importance which are set out within the policy. The Borough's existing biodiversity and geodiversity assets provide the building blocks for the natural environment. National planning policy gives great importance to the protection and enhancement of these features.

9.5. Development that has the potential to harm these biodiversity assets and sites of geological interest will not be permitted unless the circumstances set out within the policy apply. The level of protection given to such features will be proportionate to their status and importance both individually and as part of a wider network. Developers should check for the presence of European protected species on development sites and seek professional advice to ensure that their proposals safeguard any protected species identified. Other protected, rare or endangered species should be taken into consideration with any development proposals. These include those species identified through national and local biodiversity action plans.

9.6. The Council will use planning conditions and/or agreements to secure measures, including financial contributions, to ensure that biodiversity conservation and geological interests are protected. The sympathetic management of existing wildlife sites and the restoration and enhancement of priority habitats, particularly where it would extend or link existing wildlife sites or support the targets within the local Biodiversity Action Plans, will be sought. The Council will also encourage the maintenance and/or enhancement of the connectivity and biodiversity of residential and non-designated green space, for example by using features such as permeable barriers.

Policy NE2: Biodiversity

New development will be permitted provided that it protects, enhances and/or restores habitat biodiversity.

Development proposals must:

- protect or enhance biodiversity assets and secure their long term management and maintenance;
- avoid negative impacts on existing biodiversity; and
- lead to a net gain of biodiversity, where possible, by means of an approved ecological assessment of existing site features and development impacts;

Where a development will have a negative impact on a biodiversity asset, mitigation will be sought in line with the mitigation hierarchy. Impacts should be avoided and if this is not possible, mitigated. Where there would be a residual impact on a habitat or species and mitigation cannot be provided on site in an effective manner, developers will be required to offset the loss by contributing to appropriate biodiversity projects elsewhere in the area. Where an impact cannot be fully mitigated or, as a last resort, compensated for, then planning permission will be refused.

Proposals which will improve the environment by reclaiming and improving derelict, contaminated, vacant or unsightly land for biodiversity value will be supported.

9.7. Helping to secure improvements to biodiversity is one of the key roles in achieving sustainable development. Government policy is aimed at halting the net loss of biodiversity and striving for gains. The Government recognises that the loss of habitats and species, whether designated sites or not, is a key issue to be addressed. In this respect the Council considers that virtually all habitats have a biodiversity value from arable to ancient woodland.'

9.8. Developers will be required to take measures during the development process to prevent the disturbance of wildlife and to make provision for the protection and subsequent retention of natural features and necessary supporting habitats, such as ponds, hedgerows, ditches and trees which are to be retained. Where loss of habitat is unavoidable, adequate mitigation measures should be undertaken and only where this is not possible, adequate compensation measures should be implemented. In this instance development proposals should be guided by the Council's approach to biodiversity offsetting (or equivalent) as set out in the Warwickshire, Coventry and Solihull Green Infrastructure Strategy, or any subsequent update to this document and national policy. In all instances, the long term management and maintenance of ecological features must be demonstrated. In order to assist in ecological assessments the Warwickshire Biological Records Centre should be consulted.

Policy NE3: Blue and Green Infrastructure Policy

The Council will work with partners towards the creation of a comprehensive Borough wide Strategic GI Network which is inclusive of the Princethorpe Woodland Biodiversity Opportunity Areas (also known as the Princethorpe Woodlands Living Landscape), as shown indicatively on the Green Infrastructure Proposal Map. This will be achieved through the following:

- the protection, restoration and enhancement of existing GI assets within the network as shown on the proposals map; and
- the introduction of appropriate multi-functional linkages between existing GI assets

Where appropriate new developments must provide suitable GI linkages throughout the development and link into adjacent strategic and local GI networks or assets where present.

Where such provision is made a management plan should be produced as part of the planning application demonstrating the contribution to the overall achievements of the multi-functional strategic GI network.

9.9. It is not only important to protect the existing Green Infrastructure (GI) network in its current role, but also to enhance it both in its function and where possible in its physical extent. Through new developments there is an opportunity for the enhancement GI assets particularly through the introduction of appropriate multi- functional linkages between existing GI assets.

9.10. Where new multi- functional linkages between existing Green Infrastructure (GI) assets are made from a development site a management plan will be required, to achieve the balance of public

access and the protection of the existing GI assets sites, informed by the GI Study which factors in the following:

- Indicative buffers for the important GI corridors which form part of the strategic
- networks such as watercourse corridors and disused railway lines;
- Retain sites of historic environmental value;
- Indicative buffers where appropriate to protect important GI against adjacent developments; and
- Retain valued semi natural habitats
- Set out local network of GI and how it will be managed and developed.

9.11. The Strategic GI Network that runs through the Borough and connects to networks beyond the administrative boundary contains many different elements of GI, each of which contribute to its overall achievements as a strategic network. The principal assets of the Strategic GI Network are watercourse corridors, disused railway lines and Local Sites. It is vital that those elements of the network remain intact and are able to function in their role and Policy NE3 seeks to enable this. New GI should support the aims of the Biodiversity Action Plan and the aims of the Natural Environment and Rural Communities Act.

9.12. The Sub Regional Warwickshire, Solihull and Coventry Green Infrastructure Study and Rugby Borough Green Infrastructure Study set out that there is a distinct opportunity for improvement in the west of the Borough, where a cluster of ancient woodlands and unimproved or semi improved grasslands are located near to the urban edge of Coventry. This area, identified as the Princethorpe Woodland Biodiversity Opportunity Area (also known as the Princethorpe Woodlands Living Landscape project), is significant in size and is already rich in GI assets. Therefore its inclusion in the policy, as a focus for enhancement to the overall Strategic GI Network, is extremely important.

9.13. In spite of this importance to the Strategic GI Network the location of the Opportunity Area is not in a location which will see significant growth and consequently limited developer contributions will be available for its enhancement. The Council realises that opportunities for delivery against this policy through planning applications are limited, however, it considers that this strategic approach to GI should be embodied in development plan policy for the long term. Control of the principal assets of the Strategic GI Network rest principally with the public sector and partnership working is therefore particularly key to its success.

9.14. It is important to understand the intrinsic value of any asset that may be lost and this will be established through consultation with relevant partners in addition to reference to existing evidence such as Habitat Biodiversity Audits and the Green Infrastructure Study. The Borough has several non-statutory biodiversity sites including Local Wildlife Sites and UK Biodiversity Action Plan sites. As these sites have no protection nationally, the Biodiversity Action Plan and Habitat and Biodiversity Audit information will inform whether the feature should be safeguarded. Within the Borough, there are also distinctive historic and archaeological landscape features. As these sites have no statutory protection, the Historic Landscape Characterisation and Historic Environmental Records will inform whether the feature should be safeguarded.

Policy NE4: Landscape Protection and Enhancement

New development which positively contributes to landscape character will be permitted.

Development proposals will be required to demonstrate that they:

- integrate landscape planning into the design of development at an early stage;
- consider its landscape context, including the local distinctiveness of the different natural and historic landscapes and character, including tranquillity;
- relate well to local topography and built form and enhance key landscape features, ensuring their long term management and maintenance;
- identify likely visual impacts on the local landscape and townscape and its immediate setting and undertakes appropriate landscaping to reduce these impacts;
- aim to either conserve, enhance or restore important landscape features in accordance with the latest local and national guidance;
- avoid detrimental effects on features which make a significant contribution to the character, history and setting of an asset, settlement, or area;
- address the importance of habitat biodiversity features, including aged and veteran trees, woodland and hedges and their contribution to landscape character, where possible enhancing and expanding these features through means such as buffering and reconnecting fragmented areas; and
- are sensitive to an area's capacity to change, acknowledge cumulative effects and guard against the potential for coalescence between existing settlements.

9.15. The purpose of this policy is to ensure that significant landscape features are protected from harm and that landscape design is a key component in the design of new development. Planning applications will be required to submit a landscape analysis and management plan in appropriate cases. This should take into account evidence on landscape including the Warwickshire Landscape Guidelines, Warwickshire Historic Landscape Characterisation Study, the Warwickshire, Coventry and Solihull Green Infrastructure Strategy and data obtained from the Warwickshire Historic Environment Record.

9.16. When considering historic landscapes this policy must be cross referenced with the Protecting and enhancing historic environments policy SDC3.

CHAPTER 10: SUSTAINABLE DESIGN AND CONSTRUCTION

10.1. This Plan promotes development within the Borough but requires that development should positively contribute to making the Borough a better place. It requires that the highest quality design is embodied in all development that is sensitive to and contributes to enhancing the character of the area in which it is located in.

10.2. It is also imperative that new development is of a high quality that is designed to reduce energy consumption and achieves an efficient use of resources. Climate change is a major, global issue and Rugby Borough must take steps to reduce the causes and make plans to respond to the effects at the local level. New development in the Borough must also take into account the consequences of climate change and ensure development is adaptable to changing conditions over its lifetime.

10.3. The Sustainable Design and Sustainable Buildings policies seek to achieve high quality, inclusive design alongside the highest viable standards of environmental performance in all development. These policies will be supported by the Council's Sustainable Design and Construction SPD.

Policy SDC1: Sustainable Design

All development will demonstrate high quality, inclusive and sustainable design and 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.

Factors including the massing, height, landscape, layout, materials and access should also be a key consideration in the determination of planning applications.

The Council will consider appropriate housing density on a site by site basis with decisions informed by local context of the area in terms of design considerations, historic or environmental integration, local character or identified local need.

Proposals for new development will ensure that the amenities of existing and future neighbouring occupiers are safeguarded.

Proposals for housing and other potentially sensitive uses will not be permitted near to or adjacent sites where there is potential for conflict between the uses, for example, an existing waste management site. Such proposals must be accompanied by supporting information demonstrating that the existing and proposed uses would be compatible and that the proposal has addressed any potential effects of the existing use on the amenity of the occupiers of the proposed development.

Developers should provide adequate off-street storage space for wheeled bins to serve all new residential properties, including conversions. This requirement is particularly important in designated Conservation Areas where the visual importance of the street scene has been

acknowledged and there is a duty for the area's character and appearance to be protected and enhanced. Provision can be in the form of storage space integral to the design of the property, dedicated space externally, in a communal storage area, or in underground waste storage systems.

Proposals relating to the enhanced energy efficiency of existing buildings will be supported in accordance with the most up to date national regulations.

10.4. Rugby Borough Council offer applicants pre-application advice to provide assessment and support and to ensure high standards of design. Rugby Borough Council also refers major projects for a national design review (where appropriate). In general, early engagement on design produces the greatest benefits.

10.5. In determining applications, great weight will be given to outstanding or innovative designs which help raise the standard of design more generally in the area. Permission will be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

10.6. Rugby Borough Council will not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits).

10.7. Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development will be looked on more favourably.

10.8. Policy relating to the design and layout of waste storage has been formed in conjunction with the Rugby Borough Works Services Department. Further detail can be seen the RBC refuse and recycling policy and design guide for developers.

10.9. National policy requires that local planning authorities set their own approach to housing densities which reflect local character. Policy SDC1 does not prescribe densities which developments must adhere to. The purpose of this policy is to ensure through the consideration of residential development proposals the Council can influence according to the contents of policy SDC1, what is appropriate on a site by site basis. Bringing forward new development at the right density is important. New development will be expected to harmonise with, or enhance the surrounding area. Where development sites are located in or close to Rugby town centre, densities are expected to be significantly higher than the minimum.

10.10. Developers should consider the impact of environmental factors such as high noise areas, areas of low air quality and contaminated land to ensure such sensitive sites achieve relevant statutory compliance/ current best practice guidance and that a high level of sustainable design is achieved.

10.11. In addition to policy SDC1, the Strategic Housing Land Availability Appraisal will be a tool to help inform appropriate densities. The monitoring of previous developments and the overall deliverability of sites will also assist in determining acceptable densities to ensure these densities will not be of a level that will be detrimental to sites coming forward.

Policy SDC2: Landscaping

The landscape aspects of a development proposal will be required to form an integral part of the overall design. A high standard of appropriate hard and soft landscaping will be required. All proposals should ensure that:

- Important site features have been identified for retention through a detailed site survey;
- The landscape character of the area is retained and, where possible, enhanced;
- Features of ecological, geological and archaeological significance are retained and protected and opportunities for enhancing these features are utilised
- Opportunities for utilising sustainable drainage methods are incorporated;
- New planting comprises native species which are of ecological value appropriate to the area
- In appropriate cases; there is sufficient provision for planting within and around the perimeter of the site to minimise visual intrusion on neighbouring uses or the countryside; and
- Detailed arrangements are incorporated for the long-term management and maintenance of landscape features.

10.12. New development should maintain and, where possible, extend the landscape network of a settlement by taking advantage of existing features and creating new features which are appropriate to the location.

10.13. Provision should be made for hard and soft landscaping, ideally of a low maintenance nature, including the planting of indigenous trees and other vegetation, ground contouring and the creation of wildlife habitats and other ecological features. Such provision should have regard to the character of the site, its setting and the end users of the development. It can enhance the appearance and environmental quality of the development and help assimilate development into its surroundings and conserve the environment. Existing planting and structures such as walls, as well as topographical, ecological and archaeological features are frequently reflective of local character and distinctiveness and are important for the local environment; as such they should be safeguarded. They can often be satisfactorily and sympathetically incorporated in the landscaping of a development, without unduly compromising its design. Depending on the type of development and its location, landscaping may need to be dense and extensive, particularly block structure planting, which will often be needed on the periphery of development, where it may be exposed to view and detrimental to the countryside. It can also separate potentially incompatible land uses. The

submission of landscape information as part of the development proposal would help to avoid the difficulty of incorporating these features into the scheme at a later stage.

10.14. Concept information regarding landscape proposals should be submitted as early as possible in the planning application process. This should include an assessment of how they relate to the overall landscape character of the area, arrangements for incorporating landscaping within the site itself and the species to be used. Any landscaping proposals should have regard to the Warwickshire Landscape Guidelines.

10.15. The ongoing maintenance of landscaping is crucial to its effectiveness. It is therefore essential that the responsibility for the maintenance of planting in new development is established prior to the issue of planning consent.

10.16. Whilst it is important that landscape aspects are considered in all development proposals, it is accepted that some forms of minor development, such as small domestic extensions, may have little or no impact on landscape features or character. In these cases proposals for new landscaping would not be required.

Policy SDC3: Protecting and enhancing the Historic Environment

Development will be supported that sustains and enhances the Borough's heritage assets including listed buildings, conservation areas, historic parks and gardens, archaeology, historic landscapes and townscapes.

Development affecting a designated or non-designated heritage asset and its setting will be expected to make a positive contribution to its character, appearance and significance.

To conserve and enhance the Borough's heritage assets, development proposals must:

a) Understand the Asset

Applications affecting the significance of a heritage asset will be required to provide sufficient information and assessment (such as desk-based appraisals, field evaluation, and historic building reports) of the impacts of the proposal on the significance of heritage assets and their setting to demonstrate how that proposal would contribute to the asset's conservation.

The Warwickshire Historic Environment Record, the Borough's Conservation Area Character Appraisals and Management Plans, the Local List of non-designated heritage assets, the Warwickshire Historic Towns Appraisal and Historic Landscape Characterisation Study are examples of sources of information that will be used to inform the consideration of future development including potential conservation and enhancement measures.

Applicants should take account of the heritage assets communal, aesthetic, evidential and historical values.

b) Conserve the Asset

Great weight will be given to the conservation of the Borough's heritage assets. Any harm to the significance of a designated or non-designated heritage asset must be justified. Proposals causing harm will be weighed against the public benefits of the proposal; whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and whether the works proposed are the minimum required to secure the long term use of the asset.

Scheduled monuments and other non-designated archaeological sites of equivalent importance should be preserved in situ.

10.17. The aims of policy SDC3 are to manage the historic environment in the most efficient and effective way in order to sustain its overall value; and to ensure the proper assessment and understanding of the significance of a heritage asset and the contribution of its setting in the development process.

10.18. The policy 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'. Heritage assets with archaeological interest will require the submission of relevant assessment.

10.19. The appearance of new development and its relationship with its surrounding built and natural environment has a significant effect on the character and appearance of an area. Securing new development that can positively contribute to the character of its local environment is therefore of key importance.

10.20. Designs need to be sensitive and complimentary to their surroundings but this does not require merely replicating existing styles and imitating architectural details; modern interpretation is possible if informed by a full contextual analysis and proposals promote and reinforce local distinctiveness.

10.21. Transport infrastructure including for example surface treatments, street furniture, signage, road markings and lighting will be expected to be of a high standard of design to conserve and where appropriate enhance the Borough's townscape, and the significance of any affected heritage asset, including their setting.

10.22. The Council will take a positive approach to buildings that are on the Heritage Buildings At Risk register considering the benefit of proposal which would otherwise conflict with planning policies but which would secure the future conservation of the heritage asset, outweigh the harm of departing from those policies.

10.23. Details of Conservation Area Appraisals and Management Plans, Historic Environment Records, Local Lists, Historic Landscape Characterisation, Heritage at Risk Register and Village Design Statements can be obtained via the Council's website or contacting the Planning department for further details. The Borough Council, and where appropriate Warwickshire County Council, will continue to maintain, update and make available these documents to help inform change and the conservation of the Borough's heritage assets.

Policy SDC4: Sustainable Buildings

Residential buildings

All new dwellings shall meet the Building Regulations requirement of 110 litres of water/person/day unless it can be demonstrated that it is financially unviable.

Non-residential buildings

All non-residential development over 1000 sq. m is required to achieve as a minimum BREEAM standard 'very good' (or any future national equivalent) unless it can be demonstrated that it is financially unviable.

In meeting the carbon reduction targets set out in the Building Regulations and BREEAM standards the Council will expect development to be designed in accordance with the following energy hierarchy:

- Reduce energy demand through energy efficiency measures
- Supply energy through efficient means (i.e. low carbon technologies)
- Utilise renewable energy generation

Applicants will be required to submit a *Sustainable Buildings Statement* to demonstrate how the requirements of Climate Change policies in this Plan have been met.

Actual provision will be determined through negotiation, taking account of individual site characteristics and issues relating to the viability of development

10.24. National targets for achieving zero carbon for residential development by 2016 and for non-residential development by 2019 will be taken forward through the progressive tightening of the Building Regulations.

10.25. The Council will apply this policy to all new dwellings on developments of one dwelling or more and non-residential development of 1000 sq. m or over (changes of use are exempt from the policy). The threshold set for non-residential development seeks to ensure that the requirements of the policy are not imposed on modest structures and therefore avoids unnecessary burdens being placed on development. Buildings without heating and water will not be required to comply with the policy.

10.26. The Council will require new development to meet mandatory building regulations (and the new national technical standards for energy and water efficiency).

10.27. The Water Cycle Study 2010 recommended that for water efficiency, all new development should meet a minimum efficiency the equivalent of 105l per day (as per the Code for Sustainable Homes level 4). This measure was included in the Core Strategy 2011. Given the growth of households and population in Rugby since the study, expected water demand and that Rugby falls within an area of 'serious water stress' as defined by Severn Trent, it is considered appropriate to adopt the requirement of 110l per person per day, in line with the national standards. The Council is undertaking a Water Cycle Study to update its evidence base. Once complete this is expected to help confirm the above approach in advance of the Local Plan being published for consultation.

10.28. For non-residential development the Council will expect buildings to be designed in line with BREEAM standards which represent best practice in sustainable design for non-residential buildings.

10.29. Developments exempt from this policy will still be required to meet standards for sustainable construction set out in building regulations and are encouraged where possible to incorporate measures required through this policy.

10.30. It is accepted that there may be instances where achieving the requirements of this policy will not be financially viable. Where this is the case the Council will expect applicants to set out in the Sustainable Buildings Statement, by way of a financial appraisal, why the requirements of this policy cannot be met.

10.31. It is important that overall energy demand is reduced before looking to alternative methods of energy generation. Therefore in meeting mandatory carbon reduction targets the Council will expect developments to be designed in line with the energy hierarchy which seeks to minimise energy use first.

10.32. Internal space standards have been issued by the Government as part of the New National Technical Standards. There is not however an evidenced need for these to date in Rugby Borough, nor has the effect of these on viability been considered. As such these are not intended for inclusion in the plan.

10.33. The Council has an adopted Supplementary Planning Document entitled Sustainable Design and Construction. This will be revised to set out further guidance on how to demonstrate compliance with the Climate Change policies in this Plan and new National standards.

Policy SDC5: Flood Risk Management

A sequential approach to the location of suitable development will be undertaken by the Council based on the Environment Agency's flood zones as shown on the latest Flood Map for Planning and Strategic Flood Risk Assessment (SFRA). This will steer new development to areas with the lowest probability of flooding, so to avoid flood risk to people and property and manage any residual risk.

If development in areas at risk of flooding is the only option following the application of the sequential test, it will only be permitted where the following criteria are met:

- the vulnerability classification of the development is appropriate to the level of flood risk associated with its location with reference to the Environment Agency's Flood Map, Rugby Borough Council's Strategic Flood Risk Assessment (SFRA) flood zone maps and Table 3 of the NPPF Planning Practice Guide: Flood Risk and Climate Change;
- it is provided with the appropriate flood risk mitigation measures (including suitable flood warning and evacuation procedures) which can be maintained for the lifetime of the development;
- it does not impede flood flows, does not increase the flood risk on site or elsewhere or result in a loss of floodplain storage capacity;
- all opportunities offered by the development to reduce flood risk elsewhere must be taken, including creating additional flood storage and reducing risk of flooding from the sewer network.
- in the case of dwellings, it is evident that as a minimum, safe, dry pedestrian access would be available to land not at high risk, and;
- in the case of essential civil infrastructure, access must be guaranteed and must be capable of remaining operational during all flooding events.

If following application of the sequential test it is not possible or consistent with wider sustainability objectives for the development to be located in zones with a lower probability of flooding, then the Exception Test can be applied as set out in the NPPF. Where in the wider overall interest, development is supported as an exception applicants will need to demonstrate that it strictly complies with criteria b, c, d, e and f of the policy.

Land that is required for current and future flood management will be safeguarded from development.

Applicants will be required to demonstrate how they comply with this policy by way of a site-specific Flood Risk Assessment (FRA), appropriate to the scale and nature of the development proposed, where the development is:

- in Flood Zone 2 and 3 as defined by the Environment Agency's Flood Map or Rugby Borough SFRA;
- minor development and change of use more than 1ha and in Flood Zone 1;
- within 20m of a watercourse;
- adjacent to, or including, any flood bank or other flood control structure; or
- within an area with critical drainage problems.

The FRA must assess the flood risk from all sources and identify options to mitigate the flood risk to the development, site users and surrounding area.

10.34. The purpose of this policy is to direct new development to areas at the lowest risk of flooding first. It will then be necessary to carry out a sequential test to find the most appropriate site which carries the lowest level of risk possible according to the type of development proposed.

10.35. At a national level the aim is to direct development away from areas of high flood risk and avoid inappropriate development in areas at risk of flooding. Where development cannot take place in areas of low flood risk, a sequential test should be applied in which it is acknowledged that extensive areas of built development fall into the high risk areas and that the re-use of previously developed land may be needed to avoid economic stagnation.

10.36. The Environment Agency has produced a Flood Map for Planning (rivers and sea), which identifies flood zones, and also a Flood Map for Surface Water. These maps should be used for reference and as a basis for consultation. Additional information may be obtained by contacting the Council's drainage engineers. The SFRA maps also show flood zones in the Borough.

10.37. The flood zones show the level of risk and therefore appropriate uses within them. The flood zones are; Zone 1, being the low probability zone where all land uses are considered acceptable; Zone 2 which carries medium risk and requires some development to satisfy an exception test, and Zone 3 which has further restrictions and includes the flood plain, which can only be suitable for water compatible and less vulnerable uses. Table 3: Flood risk vulnerability and flood zone 'compatibility' of the National Planning Practice Guidance provides further details of these.

10.38. Development proposals that lie adjacent to a canal, river or tributary should ensure that the natural features and functions of the watercourses and its wider corridor are retained, or where possible reinstated and that appropriate habitats buffers are established.

10.39. Physical and visual access to watercourses will be promoted where it respects the natural function of the watercourse and sensitive nature of the river corridor as a whole.

10.40. Where a development site contains areas identified as flood plain, the development layout design should ensure that no surface water attenuation features are located in Flood Zone 3. There should be an 8 metre easement to allow maintenance & access to all main rivers and to ensure that the river corridor is sensitively managed to support environmental infrastructure (including wildlife corridors) and to protect/improve habitat for BAP species and/or ecological networks.

10.41. Finished floor levels for both residential and commercial buildings must be set a minimum of 600mm above the 1% Annual Exceedance Probability (1 in 100 year) plus climate change flood level. Single-storey residential development will not be acceptable in Flood Zone 3 as they offer no opportunity for safe refuge on upper floors.

10.42. Development proposals will take full account of the biodiversity value of watercourses and river corridors and their role in supporting local ecological networks. Impacts from lighting, noise and visual disturbances should be avoided or mitigated and opportunities to create, enhance and restore adjacent habitats for biodiversity will be encouraged.

Appropriate Sustainable Urban Drainage Systems (SUDS) are required in all developments. Such facilities should preferably be provided on-site or, where this is not possible, close to the site, and:

- be designed and located sensitively to integrate with Green Infrastructure functions;
- promote enhanced biodiversity;
- Improve water quality;
- increase landscape value; and
- provide good quality open spaces.

Infiltration SUDs is the preferred way of managing surface water. The developer will carry out infiltration tests where possible and a groundwater risk assessment to ensure that this is possible and that groundwater would not be polluted. Where it is proven that infiltration is not possible, surface water should be discharged into a watercourse (in agreement with the Lead Local Flood Authority (LLFA)) at pre-development greenfield run off rates or into a surface water sewer if there is no nearby surface water body.

In exceptional circumstances, where a sustainable drainage system cannot be provided, it must be demonstrated that:

- an acceptable means of surface water disposal is provided which does not increase the risk of flooding or give rise to environmental problems and improves on the current situation, and;
- contributions will be made to off-site SUDS schemes if located in an area known to suffer surface water flooding the development should seek to offer a strategic solution.

The re-use and recycling of surface water and domestic waste water within new development will be encouraged.

10.43. SuDS are an approach to managing surface water run-off which seeks to mimic natural drainage systems and retain water on or near the site, as opposed to traditional drainage approaches which can cause problems of flooding, pollution or damage to the environment, and are not sustainable in the long term. SuDS involve a range of techniques including soakaways, infiltration trenches, permeable pavements, grassed swales, ponds and wetlands. SuDS offer significant advantages over conventional piped drainage systems in reducing flood risk by attenuating the rate and quantity of surface water run-off from a site, promoting groundwater recharge, and improving water quality and amenity. Warwickshire County Council is the 'Lead Local Flood Authority' with responsibility for developing, maintaining and monitoring a Local Flood Risk Management Strategy in partnership with other relevant bodies in the area.

10.44. Warwickshire County Council may also introduce its own local standards in addition to national standards. The County Council also has a duty as the lead flood authority to prepare preliminary flood risk assessment maps in accordance with the EU Flood Directive.

10.45. Discharge into the Grand Union Canal or the Oxford Canal will require a separate agreement and licence from the Canal & River Trust and be subject to assessment.

POLICY SDC7: Protection of the Water Environment and Water Supply

Developers will be expected to ensure that there is adequate water supply to serve existing and proposed developments by:

- minimising the need for new infrastructure by directing development to areas where there is a guaranteed and adequate supply of water having due regard to Severn Trent's Water Resource Management Plan and Strategic Business Plan as well as the findings of the Water Cycle Study; and
- in accordance with the Water Framework Directives Objectives, ensuring development does not affect the waterbodies' ability to reach good status or potential as set in the River Severn Basin Management Plan (RBMP).

Development will not be permitted where proposals have a negative impact on water quality, either directly through pollution of surface or ground water, or indirectly through the overloading of Wastewater Treatment Works. Prior to any potential development, consultation must be held with Severn Trent Water to ensure that the required wastewater infrastructure is in place in sufficient time.

Development will not be permitted where the sensitivity of the groundwater environment, or the risk posed by the type of development is deemed to pose an unacceptable risk of pollution of the underlying aquifer.

10.46. Severn Trent Water is the appointed water company for the borough with the responsibility of providing sufficient quantity and quality of water to meet demand whilst minimising the impact on the environment.

10.47. Severn Trent's Water Resources Management Plan outlines the ways in which continuous supplies can be maintained and expanded to meet the additional demands made by new developments in the area.

10.48. The Environment Agency has recently reformed its water abstraction management in England to take account of growing demand and the subsequent threat to the natural environment.

10.49. The Water Framework Directive provides the opportunity to plan and deliver a better water environment and states that all water bodies must achieve a good ecological status by 2027 at the latest. It is important that housing growth does not cause detrimental environmental impacts that will hinder the ability of a water body to meet this target.

10.50. River Basin Management Plans (RBMPs) are plans for protecting and improving the water environment and have been developed in consultation with organisations and individuals. They contain the main issues for the water environment and the actions we all need to take to deal with them.

Policy SDC 8: Supporting the provision of renewable energy and low carbon technology

Proposals for new low carbon and renewable energy technologies (including associated infrastructure) will be supported in principle subject to all of the following criteria being demonstrated:

- the proposal has been designed, in terms of its location and scale, to minimise any adverse impacts on adjacent land uses and local residential amenity;
- the proposal has been designed to minimise the impact (including any cumulative impacts) on the natural environment in terms of landscape, and ecology and visual impact;
- there is no unacceptable impact on heritage assets and their setting;
- the scheme maximises appropriate opportunities to address the energy needs of neighbouring uses (for example linking to existing or emerging District Heating Systems);
- for biomass, it should be demonstrated that fuel can be obtained from a sustainable source and the need for transportation will be minimised;
- for proposals for hydropower the application must be supported by a Flood Risk Assessment and Water Framework Directive assessment;
- for wind turbines, the proposed development site is identified as suitable for wind energy development in a Local or Neighbourhood Plan and;
- following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

10.51. National planning policy is clear that planning has an important role to play in supporting the delivery of new renewable and low carbon energy infrastructure. National Planning Policy is clear that local authorities should take a positive approach and applicants should not be required to justify the overall need for renewable or low carbon energy proposals. It is recognised that even small scale projects contribute towards cutting greenhouse gas emissions. However it is acknowledged that this does not mean that the need for green energy overrides environmental protections and the planning concerns of local communities.

10.52. The delivery of such proposals therefore needs to be carefully managed in the context of the natural and historic environment and in relation to the impact on local amenity. In balancing these objectives it is important to acknowledge that the impact of specific technologies will differ and vary by location. The technical considerations affecting the siting of certain technologies should also be taken into account. For example for biomass, access to sustainable sources of fuel and, where necessary, appropriate transport links. For wind turbines, predicted wind resource and information on air safeguarding are important, and, for hydro power, access to adequate and sustainable water sources is essential.

10.53. Careful consideration will be given to the visual, landscape and ecological impacts of proposals particularly in the case of large scale technologies. It is recognised that depending on their scale and design wind turbines and solar technologies, particularly large scale solar farms, can have a

negative impact on the rural landscape. Any proposals in the Green Belt will need to demonstrate the very special circumstances to justify development.

10.54. Protecting local amenity is an important consideration which will be given proper weight in considering proposals. Applicants should demonstrate how the design, siting and location of any proposal has sought to minimise the impact.

Solar Power

10.55. Large scale solar farms should be focused on previously developed and non-agricultural land. Where green field sites are proposed it should be demonstrated that the use of any agricultural land is necessary and where applicable the proposal allows for continued agricultural use. Where possible, best and most versatile agricultural land should be protected. Given that solar farms are temporary structures, the Council may apply planning conditions to ensure that the land is restored to its previous green field use if in the event that the operation ceases. Specific consideration will be given to the effect of glint and glare on neighbouring uses and aircraft safety including additional impacts if the array follows the movement of the sun. Applicants should demonstrate that opportunities to mitigate landscape and visual impacts through for example, screening with native hedges have been maximised.

Wind Power

10.56. For proposals for wind technology, consideration should in particular be given to safety in relation to the distance to power lines and buildings, the impact on air traffic, weather radar and the strategic road network. The Council will also expect the applicant to demonstrate that any cumulative visual and landscape impacts have been considered. Reference should be made to the Landscape Capacity Study, carried out in 2008 and updated in 2013.

Hydropower

10.57. In the case of hydro power, the applicant should undertake early engagement with the Council and the Environment Agency to identify any potential planning issues and any proposal should normally be accompanied by a flood risk assessment.

10.58. All weirs and dams associated with hydropower schemes will require the prior written Flood Defence Consent of the Environment Agency if on a Main River and consent from the Lead Local Flood Authority if affecting an Ordinary Watercourse.

Anaerobic digesters

10.59. Projects and developments which use bio-energy will be supported by the Council. The use of biomass for domestic and small businesses heating will be encouraged. Bio-energy heat and power proposals will be assessed using the following criteria:

- Impact of the development proposal on designated biodiversity sites, species and ancient woodland;

- Brownfield sites or co-located with other wood processing industries;
- Scaled and located to avoid adverse off-site impacts;
- Located close to the demand source or adjacent to existing transport corridors;
- Minimisation of pollution, such as noise, emissions and odours;
- Minimisation of any adverse impact on amenity and existing residential developments.

Policy SDC 9: Broadband and mobile internet

Developers of new developments (residential, employment and commercial) will be expected to facilitate and contribute towards the provision of broadband infrastructure suitable to enable the delivery of broadband services across Rugby Borough to ensure that the appropriate service is available to those who need it.

Developers must make sure that broadband services that meet the ambitions of the Digital Communications Infrastructure Strategy and the European Digital Agenda are available, wherever practicable, to all residents of the development at market prices and with a full choice of all UK service providers.

Developers are required to work with a recognised network carrier to design a bespoke duct network, wherever practicable, for the development.

Other forms of infrastructure, such as facilities supporting mobile broadband and Wi-Fi, should be included, wherever possible and viable

10.60. The Government is committed to securing a world-class communication system. The importance of facilitating this through the Local Plans is identified within the NPPF (para 43) as well as the Digital Communications Infrastructure Strategy and the Digital Agenda for Europe. At the time of writing, one of the main barriers to this is the availability of super-fast and ultrafast broadband, especially in more rural areas and within new developments, in particular those on previously undeveloped land. The NPPF recognises the role of advanced, high quality communications infrastructure in creating sustainable economic growth. The development of high speed broadband technology and other communications networks will also play a vital role in enhancing the provision of local community facilities and services.

10.61. Key to this plan is ensuring that new developments deliver broadband services that meet the ambition of the governments Digital Communications Infrastructure Strategy and the European Digital agenda. The Digital Communications Infrastructure Strategy predicts that by 2017, superfast coverage will have reached 95% of premises and expect mobile operators will have achieved 4G coverage to 98%. The stated ambition is that ultrafast broadband of at least 100Mbps should become available to nearly all UK premises.

10.62. The Digital Agenda for Europe promises download rates of 30 Mbps for all of its citizens and at least 50% of European households subscribing to internet connections above 100 Mbps by 2020.

10.63. Specific regard should be given to the delivery of new infrastructure to support mobile internet within Conservation Areas or on/ adjacent to heritage assets. Such infrastructure should not be intrusive and should not have a negative impact on the character, integrity or setting of such assets and/or areas.

10.64. In terms of actual connections and intended providers, applicants should engage with network providers from the outset to ensure the needs of the service (including new ducting) can be introduced alongside other on site infrastructure works as part of new developments to ensure the most efficient and viable approach is taken to securing connectivity.

10.65. This approach should be clearly identified within the Planning Statement that supports a relevant planning application which should outline who the intended network provider(s) will be and how the connection will be secured to each property. Every opportunity to future proof broadband provision and infrastructure should also be taken. This should ensure that ducting can be utilised to support ever increasing broadband speeds and cabling with minimum disruption to the highway network.

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CHAPTER 11: DELIVERY

11.1. National policy is clear that development which is identified in the local plan must be deliverable, paying particular regard to viability. Therefore, sites and scale of development should not be subject to obligations or policy burdens which would threaten the viability of development.

11.2. 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 and which mitigate against impacts identified.

Policy D1: Transport

Development will be permitted where sustainable modes of transport are prioritised and measures designed to mitigate transport impacts arising from either individual development proposals or cumulative impacts caused by a number of proposals, are provided.

All large scale developments which result in the generation of significant traffic movements, should be supported by a Transport Assessment and where necessary a Travel Plan, to demonstrate practical and effective measures to be taken to avoid the adverse impacts of traffic. It must consider:

- the impact of the proposal upon existing infrastructure;
- how the site will connect safely to public transport;
- safe and convenient access to pedestrians and cyclists;
- potential impact of heavy goods vehicles accessing the site, including during construction.
- the entering into of bus and/or freight partnerships with the County Council and/or third parties;
- Smaller scale development must be accompanied by a Transport Statement.

11.3. Road traffic can have a significant negative impact on the environment in particular through the effect on air quality, noise, vibration and climate change. It is also linked to associated health problems. Unchecked growth of road traffic can lead to congestion and impinge on the achievement of the economic, social and environmental objectives within this Plan. It is important therefore that major development proposals provide measures to reduce the impact of vehicular movements, including realistic, safe and easy alternatives to the private car.

11.4. Transport Assessments, prepared in line with National Guidance are required alongside planning applications for major development to demonstrate that they positively contribute to the objectives of this Plan. Transport Assessments will be required for all large developments.

11.5. Transport Assessments will also be required for development that forms part of a larger development area that requires access to a common transport corridor and for development that is

likely to have a cumulative impact in conjunction with other development proposals included within this Plan. Transport Assessments will also be required where due to its location the development could have a significant impact in transport terms.

11.6. National Guidance states that a Transport Statement may be required for developments that have relatively small transport implications; this will be decided on a case by case basis and should be discussed as part of pre-application enquiries. Where proposals are likely to have an impact on the trunk road network, Highways England should be consulted to establish what level of transport appraisal is appropriate.

11.7. Where possible, mitigation measures will be linked with the contents of a Travel Plan. The Travel Plan is a strategy for reducing travel demand in order to minimise the number of motor vehicles visiting a development. It will consider the traffic implications of journeys to and from the development and set targets for travel by means other than the private car.

11.8. Travel Plans will be required for all non-residential developments in line with National Guidance or any subsequent revisions or replacement guidance. They should ideally form part of the Transport Assessment and be submitted alongside the planning application. Development proposals in areas where public transport is limited, e.g. where services operate with frequency levels of less than one an hour, may also be required to submit Travel Plans. Furthermore, the significant development of education facilities will be expected to produce a Travel Plan.

Policy D2: Parking facilities

Planning permission will only be granted for development incorporating satisfactory parking facilities including provision for motor cycles, cycles and for people with disabilities, (or impaired mobility), based on the Borough Council's standards included at Appendix 5 of this Plan.

11.9. The provision of car parking needs to be carefully balanced to ensure that sufficient provision is made to meet needs whilst recognising that where there is good public transport provision, easy access to shops and services and desire to lead healthy lives, less provision may need to be made. Getting this balance right is crucial as failure to provide sufficient parking can lead to indiscriminate parking that not only looks unattractive but can be unsafe or lead to neighbour disputes. The NPPF has introduced greater flexibility to take account of the particular nature and setting of development.

11.10. The need for flexibility is appreciated and the importance of local factors in determining the level of car parking provision is recognised. These relate to the need to revitalise an area, the extent to which an area is environmentally sensitive, to the availability of infrastructure for cyclist and pedestrians, and the availability of public parking facilities.

11.11. The value of cycling as a sustainable mode of transport is appreciated and the standards contain minimum levels of cycle parking provision for different land uses, to encourage this mode of travel. Guidance for the parking of motor cycles, heavy vehicles and provision for people with disabilities, as well as the design of facilities, is also provided by the Standards.

Policy D3: Infrastructure and Implementation

The scale and pace of new development will be dependent on sufficient capacity being available in existing infrastructure to meet the demands of new development. Where this cannot be demonstrated permission for new development will only be granted where additional capacity can be released through better management of existing infrastructure, or through the provision of new infrastructure.

Developer contributions may be sought to fund new infrastructure and a programme of delivery will be agreed before development can take place.

11.12. It is essential that new development is supported by the essential infrastructure it needs to function, and that new development does not increase pressure on existing infrastructure. Where new development will require new infrastructure the Council can require that the developer and/or landowner contribute, as long as such requirements do not render the scheme unviable.

11.13. The infrastructure required will vary from site to site. The type of infrastructure may include, but not be limited to the following areas.

Education

11.14. In relation to primary schools, representations made by Warwickshire County Council Education to housing applications on the edge of Rugby town are clear that there is currently very limited available capacity across many of town's primary schools. Further housing development, resulting from population growth, will create additional requirements, and as a result additional school places (through the extension of existing schools or provision of new schools) will need to be provided. However, WCC Education has also indicated over time, the impact will also be felt on secondary schools. As a result, consideration will need to be given as to whether it is also appropriate/necessary to seek additional financial contributions towards secondary school places. The Council is continuing to work with Warwickshire County Council Education to ensure that the Infrastructure Delivery Plan will identify the necessary education provision required to support the housing allocation proposed through the Local Plan.

Transport mitigation (including both public transport and cycling and walking facilities)

11.15. The Council will continue to work closely with Warwickshire County Council Highways and Highways England in developing evidence necessary to identify impacts to the existing highway network and the measures required to mitigate those impacts. This Local Plan is supported by a

comprehensive multi modal transport package and the Council has also worked with WCC Highways to ensure necessary public transport, cycling and walking facilities form part of the IDP wherever they can be utilised instead of the private car.

Water Supply

11.16. The Council is undertaking a Water Cycle Study to update its evidence base. This work will be completed in advance of this document being published for public consultation and its findings reflected in the IDP and policies.

Health

11.17. Rugby Borough Council has worked closely with NHS Public Health and the Clinical Commissioning Group to address any gaps in GP or Secondary Health Care provision within the Borough. Required infrastructure is outlined in the IDP.

Policy D4: Planning Obligations

Where it is necessary to mitigate against the impact of a development proposal; planning permission will only be granted when a legal agreement, or planning obligation is entered into with the Council, in line with the Community Infrastructure Levy Regulations 2010.

In the first instance infrastructure contributions will be sought “on site”. However where this is not possible an off-site (commuted) contribution will be negotiated.

The type, amount and phasing of contributions sought from developers will be related to the form and scale of the development, its potential impact on the site and surrounding area and the levels of existing infrastructure and community facilities. The financial viability of the development will also be a consideration.

11.18. Planning Obligations are key to ensuring that the impacts of development are mitigated against where infrastructure needs arise from development. The delivery of the required infrastructure is dependent on partnership working between a variety of public and private sector agencies. Through such partnerships it is intended that the LDF will inform the investment strategies of key agencies.

11.19. The Council intends to introduce a ‘Community Infrastructure Levy’ which would apply a flat rate contribution for infrastructure for larger developments. The timetable for production is contained within the Local Development Scheme, as adopted in December 2015. In the meantime contributions will be secured through the use of planning obligations, where compliant with the CIL Regulations, 2010.

11.20. It is important to emphasise that a proposal, which is generally unsatisfactory in planning terms, cannot be justified by other benefits that do not satisfactorily address the planning concerns.

Policy D5: Airport flightpath safeguarding

The Council will safeguard the Coventry airport flight paths and the Daventry (Pailton) radio technical site as indicated in Appendix 6, in accordance with the requirements of the civil aviation authority.

11.21. There are no airports in the Borough. However, the approach flight paths to Coventry Airport cross the Borough and the Daventry (Pailton) Radio Technical Site is located near to the M6. The Borough Council will consult Coventry Airport, the Civil Aviation Authority and National Air Traffic Services (NATS) as appropriate in respect of any development proposals that may encroach upon the efficiency and safety of these zones.

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