

Rutland Local Plan 2016-2036 Development Plan Document

Rutland Local Plan

Specific Consultation with respect to considering the implications of potential development of St. George's within the Local Plan

July 2018



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Introduction

What is the purpose of this document?

- 1.1 In July 2017 the Council published a Consultation Draft Local Plan for community engagement as part of the process of reviewing the Local Plan for the County. At that time, although the announcement had been made by the Ministry of Defence (MoD) that St. George's would close in 2021, there was no certainty about the nature, timing or quantum of development proposed for this site. It was felt at the time that there was insufficient evidence available to enable detailed consideration of St. George's within the Local Plan. A number of responses to the Consultation Draft Local Plan highlighted that it would be highly desirable if the Local Plan could articulate more in relation to the potential of this site.
- 1.2 Since then, the Council has reached an agreement with the Ministry of Defence through a Memorandum of Understanding (MoU) to examine the scope for the potential development of the St. George's Barracks site. An initial high level masterplan has been prepared to provide an overview of the constraints and opportunities for this brownfield site. The initial masterplan provides a preliminary overview of the potential scale, nature and timing of development. The initial masterplan was the subject of public consultation during May and June 2017 and revisions will be made to it as a result of that consultation.
- 1.3 As this matter has progressed significantly since the 2017 Consultation Draft Local Plan the Council has decided that it would be better to consider the redevelopment potential of St George's through the Local Plan and therefore a further round of public consultation is being undertaken before producing the Local Plan. This consultation relates specifically to the implications of the potential redevelopment of St. George's on the relevant policies and proposals set out in the 2017 Consultation Draft Local Plan (2017). Rutland County Council is seeking views on the implications of potential development of the St. George's Barracks site (St. George's) for the new Rutland Local Plan. Comments are therefore welcomed on the specific issues set out in this consultation document.

How does this impact on the Local Plan process?

- 1.4 This approach has been taken as it is considered preferable for the long term future potential development of St. George's to be considered as part of the Local Plan process rather than through a separate Development Plan Document. It enables the potential opportunities for St. George's and the implications this has for the County as a whole to be considered as part of the vision, strategic objectives and spatial strategy for the County up to 2036. The Council wishes to present the extent of potential development for Rutland in the new Local Plan, including that arising from the closure of St. George's.
- 1.5 This consultation is undertaken under Regulation 18 of the Local Plan Regulations as part of the process of preparing the Local Plan. It complements the consultation undertaken last year on the 2017 Consultation Draft Local Plan. Comments made through both consultations will be taken into account in producing the next version of the Local Plan, i.e. the Pre-Submission version of the Local Plan. At this stage, both the 2017 Consultation Draft Local Plan and this consultation document have been approved by the Council's Cabinet for the purposes of public consultation only. The documents currently have minimal weight in any planning decisions. The Pre-Submission Local Plan will be a statement of the Council's planning policy and so gather more weight as a material consideration in planning decisions.

- 1.6 Responses to this consultation will help inform and shape the next version of the Local Plan. The key issues set out in this consultation document related to the implications of the potential development of St George's on the Local Plan and relate specifically to:
 - The vision and relevant strategic objectives for the Local Plan;
 - The spatial strategy and settlement hierarchy for the Local Plan;
 - The housing and employment requirements for the Local Plan;
 - The minerals and waste policies and proposals for the Local Plan;
 - Consideration of a specific policy for the potential development at St. George's.
- 1.7 Since the 2017 Consultation Draft Local Plan was subject to public consultation, the Government have published for consultation two key documents, namely: Putting the Right Homes in the Right Places which among other issues proposes a standardised methodology for calculating housing need; and proposals to revise the National Planning Policy Framework. These will be considered within the Pre-Submission Local Plan, although reference to these is made where relevant in this consultation document.
- 1.8 This is intended as a limited consultation to consider the most significant implications of the potential development at St. George's within the Local Plan. The consultation is therefore limited to specific issues, policies and proposals. Previous consultation responses made to the 2017 Consultation Draft local Plan are still relevant and will be used to inform all other aspects of the production of the Local Plan. A summary of those comments are available to be viewed at (Link). All comments received to this and previous consultation will be used to shape the form and content of the new Local Plan.
- 1.9 A glossary of the terms used in this document and throughout previous Local Plan documents is shown in Appendix 1.

What is the potential development at St George's and why is this being considered now?

- 1.10 The St George's Barracks site at North Luffenham has been declared surplus to requirements by the Ministry of Defence (MOD). On closure (due to be 2021), it will be previously developed land ("brownfield land") as defined by the current NPPF. This definition applies to the whole curtilage of the site. The current NNPF includes a core principle to "encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value". Similarly, the revised NPPF issued for consultation by Government earlier this year states that "strategic plans should contain a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land".
- 1.11 Since the production of the 2017 Consultation Draft Local Plan, the Ministry of Defence and Rutland County Council have announced plans to work together to explore possible options for the future use of this site, which has been identified for intended disposal by the MOD in 2020/2021 as part of the November 2016 Better Defence Estate announcement. Rutland County Council and the Defence Infrastructure Organisation (DIO) have been in discussion about St George's Barracks since details of the closure were first announced and have entered into a Memorandum of Understanding to work together to manage the delivery and ensure the best possible outcome for the site, taking account of its brownfield land status.
- 1.12 RegenCo was commissioned to prepare an initial masterplan illustrating how the site might be redeveloped; this process has involved public consultation and liaison with the Council and nearby Parish Councils. The Memorandum of Understanding proposes the creation of a new sustainable settlement based on the concept of a "Garden Village" capable of accommodating between 1,500 and 3,000 new homes of mixed tenures, with appropriate employment land together with associated education, health and community facilities alongside extensive areas of open space. The concept of a new settlement is based on the principles for Garden Villages as set out by the Town and Country Planning Association. Town and Country Planning Association | Garden City Principles
- 1.13 The site offers the opportunity to be a model for sustainable rural living providing a new community of high quality design and layout with buildings, streets and spaces which reflect the distinctive character and sense of place of the surrounding locality.
- 1.14 In accordance with "Garden Village" principles, there will be a strong emphasis on the provision of high quality local employment opportunities in order to encourage increased self-containment and reduce the need for out-commuting. This will also provide a focus for local rural services, enable the creation of local employment and neighbourhoods which provide a mix of size, affordability and choice of ownership.
- 1.15 A new community in this location will need a critical mass to enable the provision of facilities needed to support both new and existing communities, particularly in terms of school provision, doctors, community facilities, shops and public spaces.

- 1.16 The Council is considering the principle of redevelopment of the St George's Barracks site in the Local Plan as it comprises some 300 ha of previously developed land in a relatively sustainable location. One of the 12 core planning principles of the National Planning Policy Framework (NPPF) is to "encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value". This emphasis on the re-use of brownfield land is reinforced in the revised NPPF published for consultation by the Government. Paragraph 117 of the draft revised NPPF states: "Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic plans should contain a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land".
- 1.17 The initial masterplan recognises that there are a number of some key issues which impact upon the scope for development of the St. George's site. These include:
 - Location of minerals deposits the majority of the site sits within a minerals safeguarding area;
 - A need to understand the market to examine the feasibility and demand for the intended scale and nature of development;
 - The location of listed structures and their setting on the site;
 - a transport assessment to assess impact and identify necessary infrastructure requirements;
 - landscape and visual appraisals;
 - the need for an ecological appraisal including Habitat Regulation Assessment with respect to the Rutland Water Special Protection Area and RAMSAR site.
- 1.18 These issues will need to be fully assessed in advance of the Pre-Submission Local Plan. Some are considered and addressed within the initial masterplan and others will require further evidence which is being commissioned through the process of producing Local Plan. The redevelopment of this site is, however, considered to provide the opportunity to make a positive contribution to the future vision for Rutland should it be possible to deal with the challenges facing this location. Proposals will need to address a range of environmental and infrastructure issues, ranging from mitigating the impact on Rutland Water and waste water disposal to potential health, education and sustainable transport. The Council will ensure that the MOD and any potential future promoters of the site appropriately resolve these issues in order to secure a sustainable and viable re-use of the site.

How will the Sustainability Appraisal and Infrastructure Delivery Plan be reviewed?

1.19 The Local Plan has been and will be influenced by a Sustainability Appraisal (SA) and Habitat Regulations Assessment (HRA) in order to appraise the economic, social, and environmental sustainability of the plan and to assess its potential impacts on the Special Protection Area of Rutland Water and RAMSAR site. Both the SA and HRA for the 2017 Consultation Draft Local Plan are available on the website Local Plan Review | Rutland County Council These will be reviewed to take account of the development proposals for St. George's should these come forward within the Pre-Submission Local Plan. An Infrastructure Delivery Plan (IDP) is also being prepared to accompany the Pre-Submission Local Plan. If appropriate this will include issues arising from the development proposals for St. George's. All of these supporting documents will be updated and published to accompany the Pre-Submission Local Plan when this is subject to public consultation under Regulation 19.

How and when do comments need to be made?

- 1.20 The document is being made available for comment over a 6-week period commencing on 13th August 2018 and ending on 24th September 2018. During this period it will be subject to widespread publicity, including notices and items in local newspapers and media as well as extensive coverage on the Council's website. In addition, direct notification will be given to all contacts on the Council's Local Plan mailing list.
- 1.21 Comments should be sent to the Council during this period using the form provided, or submitted online using survey monkey (add link when created)

What happens next?

1.22 The Council will consider all responses received through both this consultation and last year, from the 2017 Consultation Draft Local Plan before preparing the Pre-Submission Local Plan for consultation. The future stages of the Local Plan Review are outlined below.

Stage of the plan and anticipated dates	Purpose
Consultation on the Pre- Submission	This will set out the proposed plan to be
Document supported by appropriate evidence including the Sustainability	submitted to the Planning Inspectorate for public examination.
Appraisal, Habitat Regulations	public examination.
Assessment and Infrastructure Delivery	
Plan together with a summary of	
responses made to this consultation	
January – February 2019	
Examination in Public (EIP)	An independent examination conducted
To be determined once the Pre-	by a planning inspector will consider
Submission and valid representations	responses to the Pre-Submission version
are submitted to the Secretary of	of the plan
State.	•
Inspector's Report	This will set out the Planning Inspector's
Published a few weeks after closure of	
the Examination in Public	any changes to the plan that will need to
	be made by the Council

Stage of the plan and anticipated dates	Purpose
Adoption of the plan by the Council	The formal stage at which the final plan is
	agreed by the Council and becomes part
	of the statutory development plan

1.23 When adopted, the Local Plan will form part of the planning policy framework for Rutland replacing the Core Strategy, Sites Allocations and Policies Development Plan Document and the Minerals Core Strategy and will provide a basis for the consideration of planning applications and the preparation of other planning documents.

2. Implications for the spatial portrait, vision and objectives

- 2.1 The Local Plan is shaped by a vision of the County in 2036. This vision drives the spatial distribution of development and the policies and proposals within the plan.
- 2.2 The 2017 Consultation Draft Local Plan set out a revised vision for the County. It is proposed that the vision should be amended to reflect the changes arising from the closure of St George's. The proposed changes to the vision are shown in bold below and comments are invited through this consultation.

A Vision of Rutland in 2036

Rutland will remain one of the most desirable places in the country to live, learn, work, play and visit.

A place where:

- Sustainable growth will have resulted in more people, and a more balanced age profile, living in vibrant, thriving town and village communities including a new community at St. George's which has embraced the principles of a planned garden village all with good access to affordable homes, local jobs and facilities;
- Economic growth will have resulted in the creation of new jobs and businesses
 providing locally accessible employment; improved learning opportunities; and the
 delivery of appropriate support services and infrastructure;
- A steady and adequate supply of minerals will be provided for. Waste will be recognised
 as a resource and the county's waste management capacity will have been increased
 enabling communities and businesses to take more responsibility for their own waste;
- The individual character and attractiveness of each town and village and the countryside will have been maintained and the quality of life for residents improved;
- The housing stock of the County will have expanded to meet the identified need for a range of different housing of an appropriate size, type and cost;
- The impact of people and development on the environment would be improved by the
 prudent uses of resources (including minerals and their safeguarding), making the best
 use of land, particularly brownfield land; improved waste management and recycling,
 increased use of renewable energy, addressing the implications of flood risk and climate
 change:
- low crime rates, high life expectancy, high levels of academic achievement and attainments are achieved; and
- The health and well-being needs of our community will have been promoted and there is an active and enriched community life for everyone.
- 2.3 New development will continue to be encouraged in the two market towns of Oakham and Uppingham to create thriving, vibrant and prosperous towns. In addition, a new community will be created on the St. George's site, embodying the principles for Garden Villages breathing new life into a major brownfield site following its closure for use by the MoD. The County's villages will retain their diversity and vitality, with thriving communities where planned and carefully managed development will take place to ensure that sufficient jobs and homes are provided for local people.

Strategic Objectives

- 2.4 The strategic objectives form the link between the vision and the strategy and are based on the "issues to be addressed" and the priorities of the Council's Corporate Plan 2016-2020.
- 2.5 20 Strategic Objectives were included in the 2017 Consultation Draft Local Plan two of these may need to be revised and a new objective is proposed to take account of issues arising from incorporation of St George's in the plan. Changes to objectives are indicated in **bold italics** below and comments are invited on these.

Spatial strategy

Strategic Objective 1: Locations for development

To identify locations and sites suitable to accommodate development in a sustainable way, including the creation of a new sustainable community at St. George's. Providing an opportunity to access services and facilities locally; facilitate the provision of minerals, contribute towards waste management capacity needs, minimising the need to travel; promoting the efficient use of land, making as much use as possible of previously-developed or 'brownfield' land; and protecting the natural environment, heritage, landscape, the unique character and identity of the towns, villages and countryside.

New Strategic Objective 2a: New sustainable community at St George's

• To create a new planned settlement on the brownfield site of the St George's Barracks, North Luffenham when it is vacated by the MOD. The new settlement will provide a new community, developed to meet garden village principles, incorporating high quality homes with a mix of size, affordability and choice of ownership and locally accessible work within a well-designed, healthy and sociable community, appropriately supported by community infrastructure and services. A distinct settlement which is separate to but complements the historic villages of North Luffenham and Edith Weston and makes the most of local heritage, landscape and biodiversity assets.

Sustaining our environment

Strategic Objective 12: Natural and cultural environment

To promote development on suitable brownfield sites. To safeguard and enhance
the natural resources, landscape and countryside, cultural heritage and the diversity
of wildlife and habitats, including green infrastructure and special protection for Rutland
Water to improve our quality of life and make a full contribution to global sustainability.

• Secure the restoration and aftercare of mineral extraction sites at the earliest opportunity, to high environmental standards. The after-use should reflect local circumstances and seek to deliver a net gain in biodiversity.

Delivering Sustainable Growth to 2036

In order to contribute towards the delivery of sustainable development and meet the vision and the strategic objectives of the Local Plan, development in Rutland will be directed towards the most sustainable locations in accordance with the defined settlement hierarchy. In addition the plan promotes the development of a new settlement on the site of the former St. George's Barracks. Specifically the Local Plan includes proposals to:

- Deliver the Objectively Assessed Need of a minimum of 160 homes per year over the plan
 period 2016 to 2036. This will be delivered predominantly on sites allocated for housing
 and mixed use development in this Local Plan. The plan seeks to allocate a variety of site
 types and sizes to ensure choice is provided to the market and deliverability supported.
- Strengthen the local economy by providing for a range of businesses and local employment generating activities on a series of sites and premises. The plan allocates 30 hectares of new additional employment land and protects existing key employment sites to meet the needs of the local economy. Providing choice to the market, and flexibility to accommodate changing business needs whilst retaining important local employment.
- Maintain vibrant and viable town centres and a robust visitor economy, focusing new retail, leisure and tourism opportunities within the town centres and in locations which promote a sustainable pattern of development.
- Support the extraction and recycling of minerals and aggregates through the designation of Areas of Search for mineral extraction and by identifying Mineral Safeguarding Areas to ensure that access to reserves are retained for future.
- 2.6 Sites for new housing, employment, retailing and waste management development will be allocated by policies within the relevant chapters of the plan. The site appraisal process is in the process of being reviewed and all submitted sites are being reappraised. Site allocations will be included within the Pre-Submission version of the Local Plan when it is published for consultation early in 2019. Site allocations will meet the overall requirements for the amount and distribution of development set out in the Spatial Strategy below.

3. Implications for the spatial strategy and settlement hierarchy

3.1 The spatial portrait, objectives and vision help to identify the issues to be addressed in the Local Plan and set out the context in which the policies of the plan are prepared.

Settlement Hierarchy

- 3.2 The purpose of the settlement hierarchy is to provide a clear policy on the future role of the towns and villages which accords with the spatial strategy and enables allocation of appropriate levels and types of development to different settlements within Rutland. This has been revised to take account of the proposal to create a new settlement at St. George's. Development will be directed towards locations which will provide and support sustainable communities. It is useful for plan making purposes to group these settlements into a hierarchy based on an understanding of their current level of facilities and accessibility to services and, in the case of St. George's, on the planned level of services and facilities to be provided. The new settlement proposed at St. George's will only fulfil its place within the settlement hierarchy (with respect to the policies in the Local Plan) once there is an appropriate provision of services and facilities at this location.
- 3.3 Proposed changes to the settlement hierarchy are shown in **bold italics** below.

Figure 3 Proposed Settlement Hierarchy

The Settlement Hierarchy for Rutland is:

Main Town – Oakham. This is the main town with a range of job opportunities; higher order services including retail, leisure and health facilities for the surrounding rural area and has good public transport links.

Small Town – Uppingham. This is the second largest town with a range of job opportunities, convenience shopping, education, community and health facilities but with more limited public transport links.

New Settlement – St. George's "Garden Village". A new settlement of between 1,500 and 3,000 dwellings, at least 14 hectares of employment land, a new school and an appropriate range of social and community facilities as well as public open space and improved public transport links in line with the principles of a garden settlement.

Local Service Centres - These comprise ten of the largest villages with a range of facilities and access to public transport.

Cottesmore Ketton
Edith Weston Langham
Empingham Market Overton

Great Casterton Ryhall Whissendine

Smaller Service Centres –These comprise fifteen of the smaller villages with a more limited range of facilities than the Local Service Centres and includes the three villages of Barleythorpe, Preston and Toll Bar which have good accessibility to a main town either by public transport or on foot but no facilities.

BarleythorpeGlastonTinwellBarrowdenLyddingtonToll BarBeltonMantonWing

Caldecott North Luffenham

Essendine Preston

Exton South Luffenham

Small Villages –These comprise of the smallest villages with few services and facilities.

Ashwell Clipsham Seaton Ayston Egleton Stoke Dry

Barrow Hambleton Thorpe by Water

Belmesthorpe Lvndon Teigh Thistleton Bisbrooke Morcott Pickworth Tickencote Braunston Brooke Pilton Tixover Burley Ridlington Wardlev Little Casterton Stretton Whitwell

Countryside – Open countryside with no facilities is not identified in settlement categories.

- 3.4 The Spatial Strategy provides the overall framework for the quantity of development that should be planned for, and where this development is to be directed, linked to the roles of the towns and villages in Rutland.
- 3.5 The settlement hierarchy is one of the key factors which influences and underpins the spatial distribution of future development and should be taken into account when assessing the amount of development appropriate in different settlements.
- 3.6 The Settlement Hierarchy identifies settlements that are suitable locations for sustainable development in Rutland that will provide access to services and facilities, while minimising the impact on climate change and protecting the natural environment, landscape and the unique character of the towns and villages.
- 3.7 All new developments will be expected to promote sustainability and make the best use of previously developed land and vacant or under-used buildings in sustainable locations in accordance with national planning policies.
- 3.8 The spatial strategy for Rutland was set out in Policy RLP3 in the 2017 Consultation Draft Local Plan. It is suggested that this policy should be replaced by a new Policy RLP3 as set out below:

Revised Policy RLP3 – The Spatial Strategy for Development

In order to contribute towards the delivery of sustainable development and meet the vision and strategic objectives of the Local Plan new development in Rutland will be directed towards the most sustainable locations as identified in the spatial strategy set out below

- 1 Oakham is the county town, with an excellent range of services and facilities it is the most sustainable location for development and growth in the County. It will be a key focus for new development in Rutland, with proposed new allocations where significant levels of growth can be accommodated without having a detrimental impact upon the local landscape.
- 2 **Uppingham** is a thriving small town with a good range of local services and facilities. The town **can accommodate moderate growth primarily on allocated sites** where development will have the least impact on the local landscape, in accordance with the intentions of the existing and emerging revised Neighbourhood Plan.
- 3 St George's Barracks (planned closure in 2020/2021) provides an opportunity to reuse a major brownfield site to create a new sustainable settlement. St. George's will comprise a "garden village" development of new homes together with employment, local services, retail and community uses, as well as extensive open space provision. The proposed development will provide for a new community of between 1,500 and 3,000 dwellings towards meeting housing need in Rutland as well as providing wider choice to the market.
- 4 Land in Rutland on the edge of Stamford will be considered suitable for development as part of a single urban extension on the north side of Stamford in conjunction with land located within South Kesteven District. This will support the sustainable growth of Stamford and will therefore contribute towards South Kesteven District Council's housing need. Development within Rutland will only be acceptable as part of a comprehensive urban extension to North Stamford.
- 5 The Local Service Centres have a range of local services and act as a service centre for smaller villages and the wider rural area. These villages can accommodate small scale growth mainly through small-scale allocated sites, affordable housing sites, infill developments and conversion or reuse of redundant suitable rural buildings within, adjacent or closely related to the settlement.
- 6 The Smaller Service Centres have a limited range of services and facilities. Future development would involve smaller scale development mainly limited to infill on previously developed land, conversion and re-use of existing buildings, with very limited further development of a scale appropriate to the character and needs of the village concerned.
- 7 The Small Villages are not considered sustainable locations to accommodate further development unless it is limited to infill within the settlement, or development of previously developed land which will result in a positive environmental improvement.
- 8 The rest of Rutland, including settlements not identified in the settlement hierarchy in Figure 3 above is designated as countryside. Development in the Countryside will be strictly limited to that which has an essential need to be located in the countryside and will be restricted to particular types of development to support the rural economy and meet affordable housing needs.
- 9 The conversion and re-use of appropriately located and suitably constructed rural buildings for residential and employment-generating uses in the countryside will be considered adjacent or closely related to the towns, local services centres and smaller services centres, provided it is of a scale appropriate to the existing location and consistent with maintaining and enhancing the environment and would contribute to the local distinctiveness of the area.

In order to meet our minimum housing needs, new residential development (which includes sites with planning permission and new sites to be allocated in this Local Plan) will be directed to settlements in accordance with the spatial strategy set out above.

4 Implications for Housing Requirements

Delivering New Homes

- 4.1 2017 The Strategic Housing Market Assessment (SHMA) Update (https://www.rutland.gov.uk/my-services/planning-and-buildingcontrol/planning/planning-policy/local-plan-evidence-base/housing/) establishes an Objectively Assessed Need (OAN) for the County of 3,200 dwellings from 2016 to 2036 which equates to 160 new homes per annum. This evidence assesses the needs of the County's growing population for additional housing over the whole plan period. The Government is proposing its own standardised method for calculating housing requirements for local authorities. This proposed standardised calculation gives a minimum housing requirement for Rutland of an average of 130 dwellings per annum for the 10 year period 2016 to 2026. No figure has been proposed for the period 2026-36. The Council has chosen to continue to use the calculation of assessed housing need evidenced by the SHMA to plan for the housing needs of the county for the 20 remaining years of the plan period.
- 4.2 The recent consultation from the Government entitled 'Putting the Right Homes in the Right Places' states that: "Plan makers may put forward proposals that lead to a local housing need above that given by our proposed approach...... Planning Inspectors are advised to work on the assumption that the approach adopted is sound unless there are compelling reasons to indicate otherwise. We will also look to use the Housing Infrastructure Fund to support local planning authorities to step up their plans for growth, releasing more land for housing and getting homes built at pace and scale".
- 4.3 Given the Government's proposal that "strategic plans should contain a clear strategy for accommodating objectively assessed housing need, in a way that makes as much use as possible of previously-developed or 'brownfield' land', this consultation document sets out an approach whereby an effective use of the brownfield site at St. George's is utilised. It is assumed that approximately 1,200 dwellings will be built on this site in the period 2024-36 (based on 100 completions per annum for 12 years following industry standards for rate of development on major sites) the remaining assumed development capacity at St. George's is expected to be delivered beyond this plan period. This assumed development trajectory for St. George's takes account of industry standard rates of development on large scale sites see for example:

http://www.barrattdevelopments.co.uk/~/media/Files/B/Barratt-Developments/materials-and-downloads/savills-delivery-rates-urbanextensions-report.pdf

http://lichfields.uk/media/1728/start-to-finish.pdf

4.4 In order to maintain the sustainability of the two main towns and the Local Service Centres in the County, this consultation paper proposes to distribute the remainder of the minimum housing requirement on the basis of 75% (1500 homes) to the two towns (1200 in Oakham and 300 in Uppingham) and 25% (500 homes) in the Local Service Centres compared to distributing the whole requirement of 3200 homes on the basis of

70%/30% split as set out in the current Core Strategy and also on the 2017 Consultation Draft Local Plan - this represents a significant reduction in the amount of new homes which will be proposed in the towns and villages. The proposed distribution of the 1500 homes between the two main towns remains at 80% in Oakham and 20% in Uppingham. Both main towns have designated Neighbourhood Plan Areas and are developing or reviewing their respective Neighbourhood Plans which could provide for additional growth proposals if deemed appropriate and supported by relevant evidence.

4.5 A breakdown of housing completions, commitments and proposed sites by settlement category, is set out in Table 1 below:

Table 1: Proposed Spatial Distribution across the County

	Minimum Require- ment*	Proposed Spatial distribution**		Completions (2016-18)	Commitments (as at 2018)	Remaining requirement as a minimum for the Local Plan
St George's brownfield land site**			1,200	0	0	1,200
Oakham		60%	1,200	366	499	335
Uppingham		15%	300	4	112	184
Local Service Centres		25%	500	53	90	187
Other Villages				76	94	0
County Total	3,200		3,200	499	795	1,906

^{*} Based on 160 dwellings per annum, 2016-36 and assumes Quarry Farm capacity will contribute to South Kesteven's assessed requirement, (although any CIL and S106 monies, Council Tax and New homes Bonus will be collected for use by RCC)

4.6 Table 2 below sets out a comparison between the remaining minimum requirement to be identified through allocations to be made in the Pre-Submission Local Plan and the level of proposed allocations which were set out in the 2017 Consultation Draft Local Plan. It helps to explain the scale of change across the settlement hierarchy that will need to be addressed to incorporate the proposed revisions to the spatial strategy as

^{**} Assumes 1200 dwellings built in the plan period to 2036 on the St George's Site (assumed rate of 100 per annum, 2024-36, with any remaining development occurring beyond the plan period).

set out above. This consultation paper proposes that significant reductions in proposed allocations will need to be made in Oakham, Uppingham and Local Service Centres in order to accommodate the potential development of the brownfield site of St. George's. The consultation paper does not set out the revised site allocations which would arise from this approach as all sites promoted for development are being re-appraised following a review of the site appraisal process used for the 2017 Consultation Draft Local Plan. This will also include appraising new sites promoted for development which is the subject of a separate but concurrent consultation. The outcome of this work will be included in the production of the Pre-Submission Local Plan.

Table 2: Comparison of the Revised Housing Requirement proposed in this paper and the 2017 Consultation Draft Plan requirements

	Remaining minimum requirement 2018-36	Provisional allocations as previously set out in the 2017 Consultation Draft Local	Difference
Oakham	335	757	- 422
Uppingham	184	365	- 181
St George's	1,200	0	+ 1,200
Local Service Centres	187	554	- 367
Other Villages	0	0	0
County Total	1,906	1,676	+230

- 4.7 It is not proposed to make any allowance for windfall sites. Government guidance indicates that it is discretionary for Local Planning Authorities to make an allowance for windfall sites if they have compelling evidence that such sites have consistently become available. Windfall sites are finite and the opportunities for such sites to come forward are reducing. Policies within the Local Plan, in particular the establishment of Planned Limits of Development restrict the opportunities for windfall developments coming forward.
- 4.8 This approach reflects the proposed spatial strategy for the Rutland Local Plan and recognises the scope for St. George's to contribute to Rutland's Objectively Assessed Needs for housing. This approach provides for making effective use of brownfield land as enshrined in national planning policy and guidance whilst supporting the future sustainability of existing settlements in Rutland.

5 Implications for minerals and waste

- 5.1 The proposed St. George's "garden village" also has implications for minerals and waste development within the plan area.
- 5.2 The proposed policy recognises that the St. George's site sits within the identified Mineral Safeguarding Areas for limestone and clay and proposes safeguarding of part of the site (east). It is proposed that this element is taken forward as an amended cement primary and secondary materials Area of Search (AoS), effectively extending the Cement AoS identified in the 2017 Consultation Draft Local Plan. Detailed reports regarding the mineral composition and suitability of the resource as raw material for cement manufacture are not yet available, but will be used to inform the identification of the amended Cement AoS. The implications for the current 2017 Consultation Draft Local Plan policies are that a minor amendment is likely to be required to Policy RLP 48 to highlight the area identified within the St. George's site. In addition there may also be a need to amend Policy RLP58 to ensure that restoration of the site aligns with any future masterplan.
- 5.3 In relation to waste, the provision of additional housing is likely to result in an increase in the population of the County which has followw-on effects regarding municipal waste arising (i.e., more people means more household waste to be managed). This may also affect other waste streams such as commercial and industrial (C&I) through an increase in employment land as well as construction, demolition and excavation (CD&E) waste, due to an increase in construction activity (though this increase may be temporary as it would be tied to development associated with the garden village).
- 5.4 The implications for the 2017 Consultation Draft Local Plan policies are that minor amendments are likely to be required to Policies RLP 55, 56 and 57 as set out in the Consultation Draft to reflect the updated Waste Needs Assessment and also to reflect that as a new community opportunities for the provision of waste management facilities should be sought (where appropriate). This would be likely to take the form of including a policy provision that would enable proposals for waste management facilities to come forward where co-located within complementary activities and in accordance with other relevant Local Plan policies, or could be more specific in terms of identifying an area of search based around the area of proposed employment land within the proposed new settlement.

6 Proposed Local Plan Policy for St. George's

- 6.1 In order to take account of the above, a new policy is proposed with specific reference to the potential development of the St. George's site. Comments are invited on this proposed policy as set out below.
- 6.2 It is important that the new development on this site delivers a high quality design, and an appropriate mixed and balanced community through the provision of community facilities and infrastructure, local employment opportunities and a wide choice of high quality market and affordable homes to meet the needs of different groups as well as those wishing to build their own homes.
- 6.3 The policy below supports the development of new "garden village" of between 1,500 and 3,000 dwellings, appropriate employment land together with associated education, health and community facilities alongside extensive areas of open space. The concept of the new settlement is based on the principles for garden communities set out by the Town and Country Planning Association (Link?). These principles have been analysed to set out the framework for the design, development and delivery through the long term stewardship of the proposed new community at St. George's as follows:
 - Ensure that the potential development funds the delivery of appropriate services and facilities to support and benefit the wellbeing of both the new and existing, neighbouring community.
 - RCC commits to ensuring the best possible outcome for the County from the redevelopment of the site through a MoU setting out a clear vision for the development of the new community and to establish and facilitate a programme of community engagement from the beginning.
 - Establishment of a Community Trust (which will be transferred to the new community with residents/Parish Councils as Trustees) to ensure the creation of a flourishing and vibrant community, making it a place where people want to live and work in the future.
 - Provide a genuinely mixed community with new homes of various types and tenures
 which meet the needs of residents in terms of size, affordability and choice of
 ownership, including appropriate provision for local people to enter onto the housing
 market.
 - Provide a range of work choices to allow residents to choose to live and work at home, within the new community and the County, and act as a focal point for new enterprise.
 - Ensure that the new settlement is developed within a set of high quality design principles concerning the use of appropriate styles and materials which ensures that the development respects both its immediate context and reflects its location within Rutland.
 - Protect and where possible enhance the natural environment within the site through the creation of significant areas of public open space, a network of green corridors and the creation of new habitat to support an overall increase in biodiversity across the whole site and its relationship to the wider County

- Promote the incorporation of sustainably designed "future proof" homes and workplaces.
- As part of the first phase, develop a new local centre which will become the heart of the new community and the potential primary focus for cultural, recreational, education, health, shopping and leisure activities.
- Ensure that the layout of the development looks to facilitate extensive safe routes for walking and cycling, particularly to the local centre, the related employment areas and provide linkages to the existing neighbouring community.
- Ensure that as far as possible public transport opportunities are established and enhanced in order to provide convenient and accessible choices to the new community.
- Proposals for the development of the site will need to consider all infrastructure requirement and any necessary matters of avoiding, mitigating or compensating for environmental impacts. This will include consideration of how proposals will contribute to the wider network of settlements, provide a focus for sustainable services and facilities within the new settlement as well as connect to and support services and facilities in the nearby settlements.
- 6.5 Proposals will need to be accompanied by a delivery strategy to indicate how and when development will be implemented, the design codes and development standards that are proposed, together will a comprehensive assessment of required infrastructure and its phasing for delivery. The development of St. George's will result in an increase in the demand for travel. To alleviate this, it will be necessary to make appropriate access arrangement, consider any required improvements to transport infrastructure as well as encourage the use of other forms of travel away from the private car. The provision of superfast broadband through fibre to the premise (FTTP) for residents and businesses will be expected to be delivered as a minimum
- 6.6 The St. George's site offers the opportunity to provide for appropriate employment, not only to meet the needs arising from the residents of the new community. At least 14 hectares of employment land is expected to be provided on this site on the basis of 9 hectares being required to support the new community and 5 hectares to contribute as part of the overall employment land provision in Rutland as set out in the Local Plan employment land review.

Policy RLPxx - St George's Garden Village

Planning permission will be granted for the creation of a new garden village of between 1,500 and 3,000 dwellings at St George's. The new community must be developed as a comprehensive mixed use scheme in accordance with a finalised masterplan prepared for the whole site and to be agreed by the Council.

The finalised and agreed masterplan must demonstrate how it will deliver a sustainable new community based on the following Rutland garden village principles:

1. Ensures the potential development funds the delivery of appropriate services and facilities to support and benefit the wellbeing of both the new and existing, neighbouring community.

- 2. Sets out a clear vision for the development of the new community and facilitates a programme of community engagement throughout the master-planning process.
- 3. Establishes a Community Trust (which will be transferred to the new community with residents/Parish Councils as Trustees) to ensure the creation of a flourishing and vibrant community, making it a place where people want to live and work in the future.
- 4. Provides a genuinely mixed community with new homes of various types and tenures which meet the needs of residents in terms of size, affordability and choice of ownership, including appropriate provision for local people to enter onto the housing market.
- 5. Provides a range of work choices to allow residents to choose to live and work at home, within the new community and the County, and act as a focal point for new enterprise.
- 6. Ensures that the new settlement is developed within a set of high quality design principles concerning the use of appropriate styles and materials which ensures that the development respects both its immediate context and reflects its location within Rutland
- 7. Design and development that protects and where possible enhances the natural environment within the site through the creation of significant areas of public open space, a network of green corridors and the creation of new habitat to support an overall increase in biodiversity across the whole site and its relationship to the wider County.
- 8. Promotes the incorporation of sustainably designed "future proof" homes and workplaces.
- 9. As part of the first phase, ensures the develop a new local centre which will become the heart of the new community and the potential primary focus for cultural, recreational, education, health shopping and leisure activities
- 10. Ensure that that layout of the development looks to facilitate extensive safe routes for walking and cycling, particularly to the local centre, the related employment areas providing linkages to the existing neighbouring community.
- 11. Ensure that as far as possible public transport opportunities are established and enhanced in order to provide convenient and accessible choices to the new community.

These principles should be embedded into the planning, development, delivery and ongoing lifetime of the community. Community infrastructure will be provided for the first phase of development to ensure new community can develop from the very start.

The proposed development will comprise a garden village development of new homes together with employment, local services, retail and community uses, as well as extensive open space provision. The development must ensure that the following key elements are provided:

- residential development of between 1,500 and 3,000 dwellings, with 1,200 expected to be built in the plan period to 2036; and
- a new employment cluster providing at least 14 hectares of serviced employment land; and
- implementation of necessary new and improved highway infrastructure to access the site and to ensure impact on the existing highway network is minimised; and
- a mixed use village core with local neighbourhood shops to serve the everyday needs of residents and develop a community destination and support a sense of community; and
- provision of new (or expanded and relocated) primary school; and
- appropriate community infrastructure to support the scale of development included on the site including a multifunctional community centre and a new health and wellbeing centre; and
- a broad mix of housing types affordability and tenures to meet the housing needs in Rutland including opportunities for self-build; and

- networks of multifunctional green spaces, a country park and high quality open spaces with green access routes linking to nearby settlements and the wider countryside; and
- safeguarding of land for mineral extraction and the development of landscape buffers and structure planting to screen future mineral workings within the site; and
- a broad 'green gap' between the site, North Luffenham and Edith Weston and the surrounding countryside.

Proposals will need to demonstrate how they will avoid, minimise and where necessary mitigate or compensate any adverse environmental impacts and how they will meet **all** of the following criteria:

- a). the creation of a model of sustainable living with exemplary standards of design, construction and community facilities; and
- b). the development of a bespoke energy strategy for the site with appropriate provision of heat and electricity from renewable and local carbon sources where possible; and
- c). the installation of super-fast broadband (through fibre to the premise) for all businesses, community facilities and dwellings; and
- d). the preparation of a comprehensive Travel Plan to maximise integrated transport choice and connections to services and facilities in neighbouring settlements, including: appropriate access arrangements, road links, junction improvements, network of dedicated pedestrian and cycle links throughout the new settlement with direct and clearly defined connections to neighbouring settlements; appropriate infrastructure to facilitate the use of electric vehicles; and
- e). provision of appropriate means to deal with waste water that meets the requirements of the Water Framework Directive and to secure improvements in water quality and surface water management; and
- f). enhancement of landscape and green infrastructure to support biodiversity, prevent coalescence with neighbouring villages and provide accessible opportunities for recreation through: the provision of open space, allotments and private gardens, provision of significant areas of new open space and woodland, and the creation of an extensive walking, cycling and riding network with areas of new green infrastructure; and
- g). the establishment of appropriate liaison and governance solutions by identifying the ways in which inclusive and continuous engagement, joint working and long term stewardships can be secured to deliver this unique and exceptional garden village development.

Strategic Objectives met:

4: Housing for everyone's needs

Appendix 1- Glossary of Terms

Title	Abbreviation	Description
Advanced treatment		The treatment of waste using thermal processes (gasification, incineration, pyrolysis) and other waste to energy processes such as plasma arc, and other emerging technologies.
Affordable housing		Housing provided to eligible households whose needs are not met by the market. This can include social rented housing, affordable rented and intermediate housing (see below). Affordable housing is defined further in Annex 2 of the National Planning Policy Framework.
Affordable rented housing		Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
Anaerobic digestion	AD	The biological treatment of biodegradable organic waste in the absence of oxygen, utilising microbial activity to break down the waste in a controlled environment. AD results in the generation of: biogas which is rich in methane and can be used to generate heat and/or electricity; fibre (or digestate) which is nutrient rich and can potentially be used as a soil conditioner; and a liquor which can potentially be used as a liquid fertiliser.
Community Infrastructure Levy	CIL	A new mechanism for securing developer contributions towards the cost of providing essential community infrastructure. It will largely replace S106 Agreements which after March 2014 will be scaled back.
Composting		A biological process in which micro-organisms convert biodegradable organic matter into a stabilised residue known as compost. The process uses oxygen drawn from the air and produces carbon dioxide and water vapour as by-products. Composting can be undertaken in either an open-windrow or in-vessel system. Open windrow refers to composting of green waste in the open air with the compost placed in long mounds or piles, whereas in-vessel composting is enclosed (e.g. containers, silos, agitated bays, tunnels and enclosed halls) and can include food waste.

Title	Abbreviation	Description
Consultation Draft Local Plan (2017) (LINK)		Published in July 2017 this was the first full version of the new Local Plan which was published for six weeks consultation between August and September 2017. Comments made about this consultation will be used to shape and inform changes to the Local Plan which will be published as a Pre-Submission version in early 2019
Core Strategy DPD		The development plan document adopted by Rutland County Council in 2011 that establishes the overall vision, objectives and spatial strategy for the Local Plan.
Development Plan Document	DPD	Document subject to independent examination, which will form part of the statutory development plan for the area. Part of the Local Plan.
Employment Review		An evidence base document prepared by the Council that assesses whether the existing local plan policies on employment, tourism and the rural economy remain up-to-date and in accordance with the latest government policy and guidance. The review establishes where additional evidence base work will be needed.
Habitat Regulations Assessment	HRA	An assessment the likely impacts and possible effects of policies on the integrity of the internationally designated wildlife sites (e.g. Rutland Water).
Inert disposal		Also known as inert or clean fill. Aggregates or inert materials used in construction or land reclamation works to create new levels. Inert disposal includes inert waste material that when buried will have no adverse effect on people or the environment and does not contain contaminants (e.g. combustible, putrescible, degradable, leachable, hazardous, or liquid wastes, etc.). May include waste recovery (refer to Environmental Permitting Regulations 2010 EPR13).
Inert processing (or recycling)		The separation, sorting and recycling of inert waste. This may involve crushing, screening and potentially mixing with other materials such as secondary aggregates (i.e. those that do not meet primary aggregate specifications). Such material can be used in the construction industry (e.g. inert fill).
Inert waste		Waste which will not biodegrade or decompose (or will only do so at a very slow rate), examples include glass, concrete, bricks, tiles & ceramics, and soil & stone (excluding topsoil & peat).

Title	Abbreviation	Description
Infrastructure Delivery Plan	IDP	A plan setting out the infrastructure that will be required to support the development proposed in the Local Plan and the programme for its delivery.
Initial (high level) Masterplan		The first draft of a master plan for St George's, showing constraints and opportunities and the early concepts for how the site might be redevelopment. Published for public consultation in May 2017. Comments made about this plan will be used to shape a revised masterplan.
Intermediate Housing		Homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.
Issues and Options Consultation 2015		This was the first community engagement opportunity about the new Local Plan. The document identified the key issues facing the County over the extended plan period and suggested possible options for addressing the issues identified.
Landfill		The deposition of waste into hollow or void space in the land, usually below the level of the surrounding land or original ground level in such a way that pollution or harm to the environment is prevented. Landfill sites have to be sited where an existing void is available; former mineral workings have historically been used for this purpose. The term 'landfill' is often used when referring to 'landraising'.
Local Aggregates Assessment	LAA	Document prepared by the Council which forecasts the demand for aggregates based on average 10 year sales data and other relevant local information; analyses all aggregate supply options and; assess the balance between demand and supply.
Local Strategic Partnership	LSP	Known as "Rutland Together", a partnership established in 2002 to bring together all of those people and bodies whose work impacts on the lives of local people.
Local Waste Needs Assessment		An evidence base document prepared by the Council setting out information about waste in Rutland including how much waste is produced, how it is managed, waste arisings and movements and existing and future waste management capacity.
Low level radioactive waste	LLW	(LLW) is radioactive waste having a radioactive content not exceeding 4 GBq/te (gigabecquerels per tonne) of alpha or 12 GBq/te of beta/gamma activity.

Title	Abbreviation	Description
Mechanical biological treatment	MBT	A waste processing facility that combines a sorting facility with a form of biological treatment such as composting or anaerobic digestion.
Minerals Core Strategy and Development Control Policies DPD		The development plan document adopted by the Council in 2010 setting out the Council's policies and proposals for minerals planning in Rutland.
Municipal waste		Also referred to as Local Authority Collected Waste and captures all waste collected by the local authority, i.e. household waste and commercial waste similar to household waste
National Planning Policy Framework	NPPF	Sets out the government's planning policies and how these are expected to be applied. Replaces previous Planning Policy Statements and a number of other documents.
Neighbourhood Plan	NP	A new planning policy tool delivered under the government's Localism agenda. Parish and Town Councils, or designated Neighbourhood Forums in 'unparished' areas, are now empowered to take the lead in delivering a Neighbourhood Plan in areas formally designated for the purpose. Following formal public examination and a successful local referendum a neighbourhood plan can be adopted by the Local Planning Authority. It can then take precedence over other Development Plan Documents within the statutory development plans system.
Oakham Neighbourhood Plan		Neighbourhood Plan (see above) covering the Oakham town area that is being prepared by Oakham Town Council.
Parish Council Forum		A regular meeting between Rutland County Council and Parish Councils and Meetings in Rutland.
Planned Limits of Development	PLD	The line marking the limit of the built-up area shown on the policies map.
Preliminary treatment		Any waste management process that involves the recycling or biological processing of waste, for example materials recycling facility, recycling/processing of inert waste, composting, or anaerobic digestion, etc.

Title	Abbreviation	Description
Pre-Submission Local Plan 2019		Comments made about the 2017 Consultation Draft Local Plan and this focussed consultation will be used to shape and inform changes to the Local Plan which will be published as a Pre-Submission version of the Local Plan in early 2019. The Pre-Submission version will be the Council's "final" plan and will be submitted to the Government along with representations received about it for Examination in Public in 2019
Retail Review		An evidence base document prepared by the Council that assesses whether the existing retail policies in the local plan remain up-to-date and in accordance with the latest government policy and guidance. The review establishes where additional evidence base work will be needed.
Rural exception site		Small sites used for Affordable Housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.
Site Allocations and Policies DPD		A development plan document to be prepared by the Council in order to identify specific sites for development and set out detailed development planning policies.
Social rented housing		Housing for which guideline target rents are determined through the national rent regime.
Statement of Community Involvement	SCI	Document setting out when, with whom and how consultation will be undertaken on Local Development Documents. Part of the Local Plan.
Statutory development Plan		The statutory plan that provides the basis for determining planning applications. Comprises the Core Strategy and other Local Development documents adopted by the local authority.
Strategic Environmental Assessment	SEA	Document setting out the environmental assessment of policies, to meet the requirements of the European SEA Directive.
Strategic Housing Land Availability Assessment	SHLAA	A study of potential housing land available for development to meet the housing provision targets up to 2026 and beyond prepared by the Council.
Strategic Housing Market Assessment	SHMA	A study of housing need and supply carried out jointly with other authorities in the Housing Market Area to assist in policy development, decision-making and resource allocation in relation to housing issues.

Title	Abbreviation	Description
Supplementary Planning Document	SPD	Document that expands on policies and proposals in Development Plan Documents. Part of the Local Plan but not subject to formal public examination and not part of the statutory development plan.
Sustainability Appraisal	SA	Document setting out the appraisal of plans and policies to ensure they reflect sustainable development objectives.
Sustainable Communities Strategy	SCS	Document prepared by the Council in partnership with local organisations and individuals setting out the community's aspirations for the area.
Uppingham Neighbourhood Plan		Neighbourhood Plan (see above) covering the Uppingham town area that is being prepared by the Uppingham Neighbourhood Planning Group led by Uppingham Town Council.
Waste transfer station		A facility for the temporary storage of either waste or recyclables before it is moved on for treatment or disposal.
Windfall allowance		An allowance made in the calculation of the future housing requirement for sites that have not been specifically allocated or identified.
20 Year Vision for Rutland.		The Council's Vision Statement that sets out how it wants Rutland to look and feel like in 20 years time. Agreed by the Council in 2008.