



The Planning Inspectorate

Report to Rushcliffe Borough Council

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an Inspector appointed by the Secretary of State for Communities and Local Government

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PLANNING AND COMPULSORY PURCHASE ACT 2004 (AS AMENDED)
SECTION 20

REPORT ON THE EXAMINATION OF LOCAL PLAN PART 1: RUSHCLIFFE CORE STRATEGY

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Abbreviations Used in this Report

AA	Appropriate Assessment
DCLG	Department for Communities and Local Government
HBF	Home Builders Federation
HMA	Housing Market Area
IDP	Infrastructure Delivery Plan
LDS	Local Development Scheme
MM	Main Modification
NET	Nottingham Express Transit
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
RS	Regional Strategy
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SCS	Sustainable Community Strategy
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment

Non-Technical Summary

This report concludes that the Local Plan Part 1: Rushcliffe Core Strategy provides an appropriate basis for the planning of the Borough over the next 14 years providing a number of modifications are made to the Plan. The Council has specifically requested that I recommend any modifications necessary to enable them to adopt the Plan.

The modifications can be summarised as follows:

- Confirmation that the Council would work closely with other Greater Nottingham local authorities to review the Local Plan if it became clear that the objectively assessed housing need is materially different from what it is currently determined to be, with modifications to specify the monitoring arrangements and give triggers for action;
- Explanation as to how a five year housing land supply will be calculated as the two part Local Plan is progressed;
- Clarification of the approach to affordable housing, the role of the Local Plan Part 2 and Neighbourhood Planning, and confirmation that self-build housing will be supported;
- Modifications to Policies 13 and 14 to reflect the most recent results of transport modelling, to highlight the importance of improvements to the A52(T) corridor, and provide more information on delivery and funding mechanisms for transport improvements.
- An enlarged diagram showing Green Infrastructure in Greater Nottingham, and confirmation that locally valued landscapes may be identified through Neighbourhood Plans;
- Regarding the strategic allocation at Melton Road, Edwalton, clarification that B1 and/or non B class uses will be provided, that a financial contribution to A52(T) improvements will be sought and that use of Musters Road will be restricted as specified at the detailed design and masterplanning stage;
- Clarification as to what is meant by safeguarded land in respect of the Green Belt, and how the golf course at Edwalton will be protected as a recreational facility;
- Regarding the strategic allocation south of Clifton, clarification of defensible site boundaries and confirmation that a financial contribution to A52(T) improvements will be sought;
- On the strategic allocation East of Gamston/North of Tollerton, modifications to emphasise that heritage assets, primarily the listed pillboxes and their settings, will be protected; to confirm that two points of access from the A52(T) will be required; and that widening of Lings Bar Road and a financial contribution to A52(T) improvements will be needed;
- Clarification that land East of Gamston/North of Tollerton is capable of accommodating up to 4,000 new homes and should not be restricted to providing 2,500 homes by 2028, and that a comprehensive scheme for development of the site should be provided at the outset; and
- Clarification and updating of the diagrams which illustrate the strategic allocations.

Introduction

1. This report contains my assessment of the Local Plan Part 1: Rushcliffe Core Strategy in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers first whether the Local Plan's preparation has complied with the duty to co-operate, in recognition that there is no scope to remedy any failure in this regard. It considers whether the Plan is sound and whether it is compliant with the legal requirements. The National Planning Policy Framework (paragraph 182) makes clear that to be sound, a Local Plan should be positively prepared; justified; effective and consistent with national policy.
2. The starting point for the examination is the assumption that the local authority has submitted what it considers to be a sound plan. The basis for my examination is the submitted Proposed Modifications (Version 2) to the Publication Rushcliffe Core Strategy – Illustration of Proposed Modifications (February 2014) [EX43].
3. My report deals with the main modifications that are needed to make the Local Plan sound and legally compliant and they are identified in bold in the report **(MM)**. In accordance with section 20(7C) of the 2004 Act, the Council requested that I should make any modifications needed to rectify matters that make the Plan unsound or not legally compliant and thus incapable of being adopted. These main modifications are set out in the Appendix.
4. The main modifications that go to soundness have been subject to public consultation and, where necessary, Sustainability Appraisal (SA), and I have taken the consultation responses into account in writing this report.

Assessment of Duty to Co-operate

5. Section s20(5)(c) of the 2004 Act requires that I consider whether the Council complied with any duty imposed on it by section 33A of the 2004 Act in relation to the Plan's preparation.
6. The Council produced its Updated Statement of Compliance with the Duty to Co-operate in February 2014 [EX37]. This notes that Rushcliffe is located within Nottinghamshire where a two-tier local government system operates. Nottinghamshire County Council is the higher authority; geographically, West Bridgford (which lies within Rushcliffe), Nottingham City and parts of Broxtowe and Gedling Boroughs comprise the main built-up area of Nottingham. The former East Midlands Regional Plan defined the Nottingham Core Housing Market Area (HMA) to include Rushcliffe, Nottingham City and the above-mentioned Boroughs, along with part of Ashfield District and Erewash Borough. EX37 states "*Given that responsibility for this one major urban area and its hinterland is split between all these authorities, it is clearly desirable that all work together and co-operate as best as possible to deliver the best outcomes for the area as a whole.*"
7. There has been a considerable amount of joint working across Greater Nottingham on strategic planning matters notably for the preparation of Core Strategies which began in 2008. The Greater Nottingham Joint Planning Advisory Board was set up in April 2008 to advise on the preparation of co-

ordinated and aligned Core Strategies and work on other tasks including expenditure on funding received as a result of Greater Nottingham's designation as a 'New Growth Point' in 2006. There has been ongoing engagement at officer and political levels.

8. When Rushcliffe's draft Publication Core Strategy was submitted for examination in October 2012, representations from Derbyshire and Nottinghamshire County Councils and neighbouring second tier Councils raised objections that the proposed housing figures had not been produced in co-operation with them. Even if the duty to co-operate is not a duty to agree, the extent of opposition from neighbouring authorities to Rushcliffe's initial Core Strategy was a serious matter of concern. However, changes were proposed to the Local Plan by Rushcliffe Borough Council to increase the number of homes planned, to 13,150 by 2028. Then, the other authorities across the HMA made a joint response stating that they valued the continuing joint partnership working with Rushcliffe Borough and would withdraw their objections to the Local Plan if the proposed amendments to housing numbers were made.
9. These revised housing numbers have been carried forward into the Local Plan, EX43, and their production reflects constructive and active collaboration. The local planning authorities have also worked together to undertake a number of joint evidence exercises ranging from climate change policy, employment and infrastructure delivery to transport modelling. It was suggested that Rushcliffe should have looked at a wider geographical area and co-operated more fully with Leicester and Leicestershire local planning authorities as well as Newark & Sherwood Council, for the future provision of housing and transport services. Melton and North West Leicestershire Councils were asked to withdraw their Local Plans from examination because of concerns over housing requirements and meeting the full objectively assessed needs of the Leicester and Leicestershire HMA. Charnwood's Local Plan examination was also suspended for similar reasons.
10. Currently, I am advised, there is no up-to-date Strategic Housing Market Assessment (SHMA) for Leicester and Leicestershire, and it is unknown whether or not it will be feasible to meet the objectively assessed needs for Leicestershire within that HMA. EX37 refers to meetings with other neighbouring authorities including Charnwood Borough, Melton Borough and Newark and Sherwood District, although there is no mention of co-operation with North-West Leicestershire Council. However, Leicestershire's local authorities have not alleged that Rushcliffe should have engaged more with them or have played a role in meeting their housing needs. Localised transport improvements to improve access between Rushcliffe and parts of Leicestershire could be addressed, where necessary, in the Local Plan Part 2.
11. The Council has provided evidence of consultation and close working with all the relevant prescribed bodies at each stage of preparation and consultation on the Local Plan. Co-operation has also taken place with the Local Enterprise Partnership. Rushcliffe Community Partnership included organisations from

the public private, voluntary and community sectors.¹ EX37 reports close involvement in plan preparation with the Partnership on a range of local service provision matters, prior to it being disbanded. I am satisfied that the duty to co-operate has been met.

Assessment of Legal Compliance and Soundness

Legal Compliance

12. Concerning compliance with legal requirements, there was criticism that the Local Development Scheme (LDS) had rarely been up-to-date during plan preparation and this had disadvantaged interested parties, because they were unsure how the Local Plan was progressing and when they might be consulted. The Council admitted that its 2006 LDS had been in place for most of the time of plan preparation, but its website and other tools, notably the Annual Monitoring Report, had been available to keep parties informed of the planning timetable. Council officers had been available to answer telephone calls. The Local Development Scheme 2013 [EX55] is ambitious in forecasting adoption of the Core Strategy in August 2014 but is broadly acceptable in terms of timing and content.
13. The Core Strategy was subject to public consultation at various stages of preparation leading up to publication and submission, and finishing with consultation on the proposed modifications in Spring 2014. The Statements of Consultation [CD08 & EX36] set out the processes and reported on responses received. Although criticism was made of response forms and the publicity for certain events, the approach was compliant with the adopted Statement of Community Involvement (SCI), June 2007. The format of the current draft of the Core Strategy was described by some as not 'amenable to public consultation'. However, the use in EX43 of strikethrough text, underlining and coloured text to signal where changes were made is, in my opinion, transparent and helpful to readers. A new and entirely self-contained document would have left them wondering exactly where there were changes from the earlier version. Significant numbers of representations have been made to the Local Plan: 1,653 representations in February-April 2014 following consultation on the Proposed Modifications Version 2 [EX43], and 5,532 representations in March-May 2012 on the Draft Publication Core Strategy [CD01].
14. Dissatisfaction with public involvement in the examination process, however, has come from a number of local residents and parties. In particular, it was contended that following the exploratory meeting and follow-up meeting in January and April 2013, the Council had no choice but to increase its housing figures contrary to the preferences of local people. It was contended that I, the Inspector, had overridden the Council's responsibility for planning its own area. The Parliamentary Under Secretary of State (Planning)'s letter of 3rd March 2014 to the Chief Executive of the Planning Inspectorate was cited. This said "*Fundamental to the National Planning Policy Framework and to this*

¹ Included Nottinghamshire (Notts) County Council, Notts Police, Notts Primary Care Trust, Principia Partners in Health, Notts Fire and Rescue Authority, Rushcliffe Community and Voluntary Service, Rural Community Action Notts, and representatives from the business community

Government's planning reforms is the idea that local authorities, and the communities who elect them, are in charge of planning for their own areas. That is why we abolished the top down regional strategies ...". It was argued that the Council's proposal for 9,400 houses in the draft publication Core Strategy October 2012 [CD01] was in accordance with its own perception of housing need so that insisting on the old Regional Strategy (RS) number was contrary to the Government's intention.

15. However, when CD01 was submitted for examination in 2012, the East Midlands Regional Plan was part of the development plan. It was plain that the Core Strategy was not in general conformity with its policies and this rendered Rushcliffe's Plan unsound. Even though the RS was abolished in April 2013, at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-making (paragraph 14). Planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs (paragraph 17). Section 6 of the NPPF, Delivering a Wide Choice of High Quality Homes, begins "To boost significantly the supply of housing, local planning authorities should" (my underlining). Having regard for national policy, my early reading of the Core Strategy, its evidence background and the representations on CD01, I considered it necessary to convene the exploratory meeting and explain that the Plan's provision for 9,400 new homes looked inconsistent with the NPPF and meeting housing needs in full.
16. I do not under-estimate the difficulties which the exploratory meeting presented to the Borough Council. The NPPF, however, expects positive planning to meet housing needs and, as paragraph 16 explains, the presumption in favour of sustainable development has implications for how communities engage in neighbourhood planning. The NPPF provides no support for communities to promote the under-provision of housing in their locality in conflict with paragraph 47. In response to the claim that I as the Inspector had been overbearing and unduly restricted plan-making by the Council, in my Matters, Issues and Questions ahead of the Hearings, I asked whether the Council was satisfied that it had submitted what it considered to be a sound plan in June 2014. It answered "*Yes. The Council considers that EX43 constitutes a sound plan....*" [REX10, Q9].
17. I recognise that the communities who live close to the areas which have been designated as sustainable urban extensions, are likely to see significant change in their built and green environments, in local infrastructure and in their social context. The proposal for a strategic allocation East of Gamston/North of Tollerton has been put forward in the Local Plan at a relatively late stage after the exploratory meeting. Work on access arrangements and transport continued into the examination period. Also, the proposals for South of Clifton and at Melton Road, Edwalton, have been amended by EX43 to allow for additional development to that which was envisaged by CD01. Local residents and interested parties may have found it difficult to keep up with late changes to the emerging Local Plan.
18. Residents around Edwalton Golf Course and users of its facilities considered that insufficient publicity was given to the proposal to change its status to

'safeguarded land' within the Green Belt. The meaning of safeguarding may not have been apparent to some interested parties, but it is a long-standing technical term related to Green Belts in national policy. I have taken account of the petition to the Council from Tollerton residents and others which demonstrated significant opposition to development near the village. Residents near the South of Clifton site will be disappointed that the proposed allocation was not removed from the Local Plan despite their repeated representations against it. However, I have seen negligible evidence that the processes of public consultation were defective or failed to comply with the SCI, the 2004 Act as amended, and the Regulations. Planning decisions have to be based on the planning merits of a case rather than the numbers of people for and against. The proposed sustainable urban extensions should benefit a new generation of households and families whose voices cannot yet be heard.

19. Sustainability Appraisal (SA) was carried out at appropriate stages to inform development of the Core Strategy beginning with a Scoping Report in 2009. A Final SA Report and Appendices for the Draft Publication Core Strategy in 2012 [CD03 & 04] was followed by an Addendum [EX22] in 2013 and Updated SA Addendum [EX39] related to EX43. The Council's SA work was criticised for being carried out in-house, for not reflecting satisfactory engagement with stakeholders, for giving insufficient attention to the natural environment and landscape, and for failing to evaluate the balance of costs and benefits. However, neither the Environment Agency, English Heritage nor Natural England have criticised the Council's methodology for SA. The Council has explored and appraised how it intends to meet its development needs, as well as appraising alternatives for meeting those needs. I consider that SA for the Core Strategy has been adequate.
20. Natural England alerted the Council to the possible impact of development on the prospective Sherwood Special Protection Area, which needed to be addressed through Appropriate Assessment under the Habitats Regulations. Natural England withdrew its objection as the Option for Consultation HRA Screening Report (2010) by David Tyldesley Associates had examined the impact of a similar level of growth to that put forward in Rushcliffe's Core Strategy of June 2014. The Agency also raised site-specific concerns relating to development near Sharphill Wood. However, it accepted that potential impacts could be prevented or mitigated by good planning and design.

Soundness

21. Taking account of all the representations, written evidence and the discussions that took place at the examination hearings, I have identified six main issues upon which the soundness of the Plan depends.

Issue 1 –Whether Sections 2 and 3A of the Core Strategy provide a sound basis for planning the area over the next 14 years; whether appropriate provision is made for new housing to 2028; and whether the planned timing and distribution of housing, provision for affordable housing, for gypsies and travellers, and other social groups are justified and likely to be delivered.

22. Section 2 of the Plan includes a Spatial Portrait describing the character of the Borough, followed by a Spatial Vision for 2028 with core objectives consistent with and complementary to the Council's Sustainable Community Strategy. Section 3A begins with Policy A, Presumption in Favour of Sustainable Development, which reflects the NPPF ambition for a positive approach in favour of sustainable development. Policy 1 expects all development to mitigate against and adapt to climate change, reducing carbon emissions and energy use unless it is demonstrably not viable or feasible. Then, Policy 2 seeks sustainable development through urban concentration with regeneration for the whole of Greater Nottingham. I consider that Sections 2 and 3A of the Core Strategy outline a sound basis for planning Rushcliffe over the next 14 years, signalling a positive approach to securing sustainable development consistent with the NPPF.

Housing provision to 2028

23. Policy 2 of the Local Plan states that a minimum of 13,150 new homes will be provided in Rushcliffe in the period 2011-2028. The first bullet of paragraph 47 of the NPPF expects local planning authorities to use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the Framework. The national Planning Practice Guidance (PPG) confirms that needs should be assessed in relation to the relevant functional area, ie. housing market area (HMA), not for individual local authorities. The Core Nottingham HMA was defined for use in the RS being broadly consistent with the travel-to-work area implied by 2001 Census data. The document, Identifying the Sub-Regional Housing Markets of the East Midlands [REX07], is somewhat dated, but it provides a credible assessment of HMAs and no more recent analysis has been provided.
24. Although the Home Builders Federation (HBF) argued that Leicester and Leicestershire might have difficulties meeting their housing needs within their HMA (or HMAs), I have seen no substantive evidence to indicate that they would be looking for sites in Rushcliffe. It was pointed out at the hearings that the land around Leicester does not comprise Green Belt as does land around Nottingham. Therefore, potential development sites close to that City might be less constrained. It would be inappropriate, in my view, for the Council to delay its plan-making just in case Leicester or Leicestershire could not meet their own housing needs and could demonstrate a case for the allocation of additional housing sites within Rushcliffe. I agree with the Council that the Core Nottingham HMA provides an appropriate basis for assessing housing needs.
25. The PPG states that establishing future need for housing is not an exact science. However, household projections published by the Department of Communities and Local Government (DCLG) should provide the starting-point

for estimating overall housing need. It is noteworthy that the Greater Nottingham Household Projections Background Paper June 2012 [ED13, paragraph 1.2] begins by stating that the basis for projections was the Office for National Statistics (ONS) 2008-based population projections and the DCLG 2008-based household projections. However, the paper repeats arguments made in the Housing Provision Position Paper [LD23] which was published in July 2011 before the NPPF. These include that the scale of new homes implied by the 2008-based projections (71,706 across the HMA 2009-26) would be impossible to deliver, would increase greenfield development (too) significantly, and would mean that the process for producing aligned core strategies across Greater Nottingham would have to start again from scratch.

26. A "balanced migration" scenario for projecting need was preferred to the 2008-based household projections, giving 51,020 new homes across the HMA for the plan period. This level of growth was broadly consistent with the RS figure, which then formed part of the development plan and sought 52,050 homes. Although rejection of the 2008-based projections for the reasons given above, in favour of figures similar to those in the RS, is inconsistent with current national policy and guidance in the PPG², these judgments were reached in 2011 when the NPPF was not in place. There is ample evidence that the Council and the Greater Nottingham authorities went on to analyse relevant national and local demographic, social and economic data as they subsequently became available. They did not rely on old RS figures and an outdated methodology.
27. The PPG is clear that adjustments can be made to the DCLG's household projection-based estimates of housing need [ID: 2a-017-20140306]. Local household headship rates, migration, student numbers and economic factors have been analysed in order to understand the overall housing need across Greater Nottingham³. Studies begun in 2011 showed that the number of households in Rushcliffe, Nottingham City and Broxtowe Borough did not rise as much between 2001-10 as national household projections had predicted.
28. The 2008-based projections assumed continuing high levels of international immigration and increasing student numbers at Nottingham's universities. The authorities contended that changes in the economic situation post 2008 and Government policy were likely to mean changes in past trends, notably reductions in rising rates of inward migration and student numbers. Early data from the 2011 Census and the DCLG interim 2011-based household projections supported the Greater Nottingham authorities' assessment that the 2008-based household projections most likely over-estimated the future level of need for the HMA.⁴
29. The Housing Background Paper Addendum May 2013 [EX48] gives an estimated need of 49,950 dwellings for the HMA 2011-28 justified by the

² And is at odds with the Hunston Court of Appeal judgment (City & District Council of St Albans v Hunston Properties Limited & Anor [2013]) which emphasised that need should be assessed independently before any policy considerations or constraints on provision

³ LD20-Housing Background Paper June 2012 - Broxtowe BC, Erewash BC, Gedling BC, Nottingham CC

⁴ EX48-Housing Background Paper Addendum May 2013 - Broxtowe BC, Gedling BC, Nottingham CC

available demographic and socio-economic evidence. The ONS published 2012-based population projections for local authority areas within England in May 2014, and these show compatibility with the Core Strategy projections for 2028 [REX11, Table 1] providing strong support for the existing and emerging Local Plans. The case for Rushcliffe providing a minimum of 13,150 new homes is set out in the Updated Housing Background Paper 2014 [EX33]. It equates to 774 new homes annually on average which is significantly higher than the annual average of 299 achieved in the preceding period 2001-13. Thus the Core Strategy aims to boost significantly the supply of housing.

30. The HBF contended that insufficient regard had been given to the need for affordable housing in the overall assessment of housing needs. The PPG expects that an increase in total housing figures should be considered where it could help deliver the required number of affordable homes. There is estimated to be a need for 463 affordable homes per annum in Rushcliffe⁵, and I accept that this level of provision is unlikely to be achieved solely from mixed market and affordable housing developments. However, other means of affordable housing provision⁶ could increase supply, along with growth in the private rented housing sector. The PPG expects authorities to take account of market signals [ID: 2a-019 & 020-20140306] in assessing housing need, but concedes that "*In areas where an upward adjustment is required plan makers should set this adjustment at a level that is reasonable*".
31. Some representors argued that the overall housing figure should be reduced because market housing would be the predominant type of new provision and would be unaffordable to the majority of households in need. However, such an approach would not be appropriate as it would mean a reduction in the provision of much-needed new affordable housing secured as a percentage of total development on qualifying sites. It would also limit the scope for people to move between housing markets thereby freeing up some housing at the more affordable end.
32. Provision of a minimum of 13,150 new homes by 2028 is supported by the neighbouring authorities in Greater Nottingham. The target is ambitious but reflective of the objectively assessed need for the HMA. The Local Plan commits to a review if it becomes apparent that the objectively assessed need for housing is materially different from what it is presently determined to be. Proposed main modification **MM1(a)** would confirm that any review would be carried out on a collaborative basis with partner local authorities across Greater Nottingham. I recommend this modification to secure a sound housing policy, and comment on the likelihood of the full housing requirement being delivered in the following sections.

The proposed distribution of housing

33. The proposed distribution of new housing is set out in Policy 2 of the Local Plan. It plans approximately 7,650 new homes in or adjoining the main built

⁵ Rushcliffe Borough Council Housing Market Assessment Update, B.Line Housing Information Ltd [ED24]; paragraph 3.2.1.5 of EX43.

⁶ Council reports on work with the Homes and Communities Agency to deliver rural exception homes and on delivering affordable housing on disused garage sites with Metropolitan Housing [REX13]

up area of Nottingham and approximately 5,500 elsewhere in Rushcliffe on regeneration sites and in or adjoining other settlements. The distribution is founded on a spatial strategy of urban concentration with regeneration. Much of the growth in Rushcliffe is planned adjacent to the main urban area of Nottingham where major employment areas and key services and facilities are located. A sizeable proportion of the new housing within Rushcliffe is intended to serve the needs of Nottingham City which is intensively built-up and lacks sufficient available and developable sites. Rushcliffe Borough plans to provide significantly more new housing than other authorities which abut Nottingham, but this reflects its proximity and good connectivity to the city.

34. The Council advised that reasonable alternatives to the strategy and choice of sites had been considered before the sites included in Policy 2 were selected. The Strategic Housing Land Availability Assessment (SHLAA) [EX29], Sustainability Appraisal as referenced in paragraph 3.1.2.2 of the Local Plan [EX39,CD03 & CD04], Green Belt Reviews [ED14 & EX26], and Greater Nottingham locational studies [ED06, ED07 & ED08] informed the policy⁷.
35. I have considered whether there is over-reliance in the Local Plan on the three sustainable urban extensions which will mean development of Green Belt land, and whether insufficient allowance is made for the re-use of previously developed land. The Government is keen to ensure that maximum use is made of brownfield sites, and that Green Belts retain their openness and permanence. My attention was drawn to the Government's recent announcements to this effect. Whilst the NPPF does not make it a "requirement" for "priority" to be given to the development of previously developed land, paragraph 111 encourages its effective use. As the Council advised, the character of West Bridgford is primarily residential and it does not contain large tracts of undeveloped, derelict or under-used land. The sustainable urban extension on land East of Gamston/North of Tollerton includes land in and around the existing Tollerton airport. Also, land at the former RAF Newton and Cotgrave Colliery is expected to provide around 1,020 new homes. The Local Plan is encouraging the re-use of these significant brownfield sites.
36. The Council pointed out that its SHLAA reflects detailed analysis of site availability and uses information from a number of sources to identify deliverable and developable sites. The 2013 SHLAA [EX29] includes sites for around 2,900 homes in existing urban areas and settlements which could meet only 22% of the Borough's full housing requirement. This, in my view, supports the Council's approach to identify additional sites beyond existing settlement boundaries in a positive and pro-active manner to meet the housing need. I have had regard for the alternative estimates of available land and buildings on brownfield sites put forward by some parties to the examination but have seen no evidence that these would become available in a timely fashion, are supported by all relevant stakeholders and would be viable to develop. They should not therefore be preferred to the Council's evidence.

⁷ The Council also referred to documents BD19, BD20, BD21, BD22, EX62, EX63, EX64, EX33 and EX57 which provide evidence that alternatives were duly considered.

37. Policy 2 provides for 7,000 new homes on three large sustainable urban extensions close to the edge of Nottingham, with good accessibility to employment and high level services. They would be large enough to support a mix of land uses and the provision of new infrastructure, and should enable a range of dwelling types to be provided. Policy 2 also plans for some 3,500 new homes in and around key settlements beyond the main built up area of Nottingham. Such sites may be attractive to local house-builders and enable some self-build housing as encouraged by the Government. They should support the vitality of rural settlements and add to the choice of types of housing in the Borough.
38. The figures indicate that a minimum of an additional 2,650 homes will be needed across the Borough on sites not allocated in the Local Plan. The first and second rows in the housing trajectory, Appendix D of the Plan, are underpinned by evidence from the SHLAA and indicate that some 2,900 homes would be deliverable or developable without policy change. The housing trajectory anticipates some infill and changes of use. If more brownfield sites in West Bridgford and elsewhere, or more sites in and adjoining key villages, become available than currently envisaged, as some parties consider they will, they could make a useful contribution towards achievement of the figure for housing ie. a minimum of 13,150. I have no reason to doubt that sufficient sites will be brought forward over the plan period to achieve the minimum of 2,650 dwellings. Also, I agree with the Council that the approach to housing distribution is consistent with the strategy for urban concentration with regeneration, and should enable a full range of small and large housing sites and mixed use developments to take place.

Sustainable urban extension to the south of Clifton

39. The Appraisal of Urban Extensions 2008 [ED06] commented as follows:
"Ultimately the question to answer boils down to whether the clear sustainability and regeneration potential of an urban extension in this location overrides the various environmental, mainly landscape constraints... In our judgment, the opportunities very marginally outweigh the constraints."
40. The site is currently much used for agriculture and appears as an extensive area of open countryside from the edge of Clifton. Although not designated as land of high landscape quality, the landscape is highly valued by local people. They confirm a strong attachment to its tranquillity and rural character which has remained unchanged over many years, advising that it has never been enclosed and includes England's largest field. Much of the site is Grade 2 agricultural land, among the best and most versatile in the country, where the economic and other benefits should be taken into account. The site is located in the Green Belt and exceptional circumstances are required for its removal.
41. A planning application was submitted for development of the land in Summer 2014. The illustrative masterplan indicates that the site could accommodate some 3,000 dwellings as well as employment land, a local centre and a range of community facilities and services. The site is bounded to the west by the A453 but there is concern that reliance on field boundaries and power lines to the east and south gives less defensible boundaries. However, the illustrative master plan indicates that a new firm edge to the Green Belt can be created using balancing ponds and new woodland planting to prevent urban sprawl

and protect the adjoining countryside from encroachment. Proposed modifications to Policy 23 and Figure 5 should be made to remove ambiguity about the creation of green infrastructure areas and buffers to help create a permanent, defensible Green Belt boundary **(MM14(b) & 14(c))**. The site would be sufficiently separate from Ruddington, Gotham and Barton in Fabis to avoid the merging of settlements. The Council anticipates that the site could begin to deliver housing in 2015/16 and maintain steady delivery rates thereafter.

42. The most significant infrastructure requirements are transport. Construction of the Nottingham Express Transit (NET) to Clifton and dualling of the A453 are currently underway. The site is already well located for access to Nottingham City, East Midlands Airport and the M1. The site is thus well placed for major business interests and the proposed 3,000 new homes would be a substantial contribution towards meeting the Local Plan's overall housing figure. This site therefore offers significant sustainable development benefits.
43. The proposed urban extension would not materially conflict with the five purposes of Green Belts. Although some loss of greenfield land would occur, it would not result in the towns of Derby and Nottingham merging into one another, or harm the setting and special character of historic towns. From an objective perspective, the landscape is not so scenic and special that it should be preserved. To my mind, and reflecting the Council's own decision in this regard, the need for a significant uplift in new housing provision and for positive action to support economic growth in Greater Nottingham including Rushcliffe provide the exceptional circumstances for a change to Green Belt boundaries in this locality. There is no alternative approach that would be as sustainable as releasing the Green Belt land. I agree with the authors of the Appraisal of Urban Extensions 2008 that the opportunities for the development of this land outweigh the constraints. I consider that the sustainable urban extension south of Clifton is justified, deliverable and consistent with positive planning to meet housing needs.

Sustainable urban extension on land off Melton Road, Edwalton

44. This site immediately north of the A52 and west of the A606 relates well to the adjacent main built-up area of Edwalton. The Rushcliffe Green Belt Review [EX26] scored the land inside the A52 as of low-medium importance to Green Belt purposes. Its removal would not encroach upon the countryside significantly because of its position in relation to this major road. I agree with the Council that the need for sustainable development and a boost in housing provision provide the exceptional circumstances to justify the removal of land in this locality from the Green Belt for housing and mixed use purposes.
45. Planning permission was granted on appeal for 1,200 dwellings on part of this site in 2009, but no new homes have yet been delivered. A subsequent financial viability appraisal found that the costs of infrastructure were too great for the scheme which had been prepared before the credit crunch and subsequent recession. A new planning application for part of the site was submitted in Summer 2014 and delivery of new homes is expected to begin in early 2015.

46. Questions arise over how much of the land adjoining the A52 should be removed from the Green Belt. The Local Plan explains that the exact level of housing and siting of development will need to respect the setting and biodiversity of Sharphill Wood. Land to the west of the Wood is not included in the strategic allocation or planned for removal from the Green Belt. It gives a green and open setting and helps support local wildlife. I support the Council's proposed change, **MM10(d)**, and recommend it to emphasise the importance of this distinctive and attractive feature set on elevated land, described as a Local Wildlife Site and Biodiversity Action Plan habitat.
47. Edwalton Golf Course, east of the proposed sustainable urban extension, would be removed from the Green Belt and safeguarded for long term development by Policy 2. This is staunchly opposed by many local people. It was claimed that this land is used for recreational and community purposes as well as by golfers. Even if the popularity of golf has recently declined, this may be a cyclical process with the economic recession and poor weather conditions having affected the sport in recent years. Paragraph 81 of the NPPF supports positive planning to enhance the beneficial use of the Green Belt providing access and opportunities for outdoor sport and recreation. There is concern that the status of "safeguarded land" could reduce or curtail investment in the golf course.
48. Insufficient assessment, it is argued, has been undertaken of the golf course's suitability for development having regard for potential environmental or transport constraints. The County Council in commenting on MM2 argued that the golf course is an intrinsic part of the setting of Holy Rood Church Grade 2* listed building and the setting of Edwalton village conservation area. It contains the best example of ridge and furrow within the Greater Nottingham conurbation. The Edwalton Consortium observed that its work on ecology for the Melton Road scheme had identified several protected species on the golf course. It argued that the golf course was no different from the land west of Sharphill Wood in terms of its importance for biodiversity.
49. However, it is important to understand the meaning and nature of safeguarded land. Paragraph 85 of the NPPF makes clear that "*safeguarded land is not allocated for development at the present time*" and is designed "*to meet longer-term development needs stretching well beyond the plan period*". The Golf Course will not be available for development before 2028, and would only be released for development in the longer term if a Local Plan review demonstrated that it was needed. Any future development proposal would have to take account of the site's relationship to the church and Conservation Area, the presence of the ridge and furrow and biodiversity features. As the Council observed, it might be necessary to keep free part of the site, but the golf course covers a large area of land. Proposed main modification, **MM2**, which I recommend, would explain that the golf course would be protected as a recreational facility and only considered for other uses through a future review of the Local Plan.
50. The Inspector's report relating to the 2009 planning permission highlighted the shortage of affordable housing in West Bridgford and there is concern that the opportunity to meet some of this shortage on the Edwalton site will be lost because Policy 19 allows for "*negotiation to secure up to 30% affordable housing.*" I share concerns about the difficulties for large numbers of young

(and older) people in entering the housing market which will only be exacerbated if small numbers of affordable homes are built. However, in order to achieve viable, high quality development which meets all the criteria in Policy 19, I consider that the need for negotiation and flexibility around the 30% target is justified.

51. The 2009 planning permission included a condition restricting access to the north of the site to bus and emergency vehicles only. Removing the restriction entirely could result in significant additional traffic in Musters Road and Boundary Road, which could be detrimental as these are residential streets serving Rushcliffe Academy and Jesse Gray Primary schools. The principal access to the site would be from the Melton Road, A606. However, some limited access from Musters Road could help to assimilate the new development with the existing built up area allowing movement between existing and new communities. A barrier controlled scheme could be utilised, it was suggested, as is in operation in other urban locations, to enable limited use by some private vehicles as well as buses and emergency vehicles. The Council proposed **MM10(e)** to state that the technical feasibility of this approach would be tested at the detailed design and masterplanning stage. I recommend the modification as a means of investigating improvements to the site's accessibility but agree that that this must not compromise road safety.
52. Policy 19 provides for employment development close to the existing Wheatcroft Business Park, which is discussed more fully under Issue 4. Subject to the above-mentioned MMs and to those relating to Issue 4, the Melton Road sustainable urban extension is justified and should be deliverable.

Sustainable urban extension East of Gamston/North of Tollerton

53. This was proposed by the Council as a location for growth in February 2010, but not taken forward in the Core Strategy submitted in 2012 [CD01]. It was included in the Proposed Modifications to the Publication Core Strategy [EX43] to help meet the increased target for the Borough, a minimum of 13,150 new homes by 2028 rather than 9,400 by 2026. I agree with the Council that the other two sustainable urban extensions south of Clifton and Melton Road, Edwalton, could not reasonably have accommodated all the implied uplift. Although the land is beyond the A52 which currently provides a distinctive eastern boundary to the main built-up area, it is close to existing suburban development and there is scope for improving linkages, as the modified Figure 6 of the Local Plan, **MM15(i)**, which I recommend, shows.
54. As for the other sustainable urban extensions, I agree with the Council that the need for new housing and economic development in Rushcliffe provide the exceptional circumstances for altering the tightly drawn Green Belt boundary in the Borough. The site which contains Nottingham (Tollerton) Airport with its runways and prominent buildings is not wholly open countryside. Development here provides the opportunity to re-use brownfield land at the airport. Polser Brook and Grantham Canal provide potential defensible boundaries to the north and east. Structural planting could be used to create a strong green edge limiting the visual impact of new development, as the land is relatively flat. The proposed site would be physically and visually

separate from Tollerton and Bassingfield villages, providing such measures were taken.

55. There is a need for new transport infrastructure and traffic management measures to ensure that accessibility and connectivity with Gamston is achieved and that the adverse impacts of additional traffic on Tollerton Lane and Cotgrave Lane can be mitigated. The Council proposed modifications to the Plan to reflect work undertaken in 2014 with the transport authorities, as described in the Transport Background Paper Further Addendum [REX53]. The modifications show that two accesses should be provided from the site to the A52(T) Gamston Lings Bar Road, and that improvements would be needed to the A52 with a financial contribution from developers. I recommend **MM15(b) & (h)** to secure good connectivity with the existing built up area to the west and reduce the propensity for rat-running through Tollerton.
56. A potential constraint to development of this site is the presence of 18 listed World War 2 pillboxes, but the developers' Site Analysis and Masterplan [REX06/1] states that these would be retained and their settings enhanced. English Heritage have reached agreement with the Council as to the acceptability of Policy B subject to modifications [REX54]. **MM15(a), (c), (d) & (f)** should be made to safeguard the heritage assets appropriately.
57. A mixed use development including around 2,500 dwellings to 2028 and a further 1,500 homes post 2028 is proposed. This is consistent with paragraph 83 of the NPPF and securing Green Belt boundaries which will have long term permanence and be capable of enduring beyond the plan period, and I support it. Those with interests in neighbouring land to the south and north argued that additional land should be considered for development extending the East of Gamston/North of Tollerton site. The case was made for including land at Homestead Farm and in the Holme Pierrepoint/Adbolton area. However, I consider it unnecessary at this stage to enlarge the urban extension. Although there is merit in the argument that environmental features rather than land ownership should set the boundaries of the Green Belt, I have concerns about the potential effects of bringing development closer to Tollerton. Similarly, development to the north would limit the gap to Bassingfield, and extend into areas where there is a risk of flooding. With provision for 4,000 new homes altogether up to 2034, I see no need for safeguarding additional land and removing it from the Green Belt in this part of the Borough.
58. Although this is the least advanced of the three sustainable urban extensions, delivery is expected to begin in 2016/17. Earlier planning permissions for B1 use and a private hospital have not been implemented, but the site should be more attractive to potential new business in future if a substantial, mixed use development scheme is progressed. A consortium of major landowners and developers has already carried out technical assessment and masterplan work [REX06]. There is concern that Policy B which seeks "around 2,500 dwellings up to 2028" could signal a form of phasing of housing delivery which might hold back full development of the site. In order to deliver all the necessary infrastructure, some 4,000 homes should be built, and I accept that these should be planned on a comprehensive basis. Proposed modifications, **MM1(c) & M15(g)**, would clarify that there should be no phasing but there should be flexibility as to the rate of delivery. Subject to the above

modifications, and **MM15(e)** which removes ambiguity in the wording, I am satisfied that the allocation is justified and should be effective.

Other strategic allocations

59. Policies 2, 20, 21 & 22 promote strategic allocations on land north of Bingham, at former RAF Newton and former Cotgrave Colliery. These are expected to provide more than 2,000 dwellings over the plan period. Located beyond the Green Belt and served by a railway station, Bingham has good sustainability credentials. Outline planning permission has been granted for mixed use development of the site indicating an early start to delivery is feasible. RAF Newton ceased to operate in 2000 and its re-development for mixed uses has already begun, with work on around 550 additional homes expected to commence in 2015. Work has also recently started on the regeneration of the former colliery site at Cotgrave for housing and employment purposes. Modifications are proposed to Figures 2, 3 and 4 which illustrate these sites to improve their clarity and show accurately the latest road layout. I recommend these changes, **MM11, MM12 & MM13**, to achieve an effective plan.
60. Substantial new housing development is planned in or adjoining the key settlements of East Leake, Keyworth, Radcliffe on Trent and Ruddington. The precise locations for new development here and to meet local housing needs in other villages will be determined through the Part 2 Local Plan. I have taken account of the arguments that some key settlements such as Cotgrave and Radcliffe on Trent could take more housing than is proposed, and that provision in key settlements should be made in the Local Plan Part 1. Whilst the NPPF prefers a single Local Plan for each local authority to be produced (paragraph 153), the two part process is not unsound and it will enable a full assessment of the merits and constraints of all specific sites to be undertaken.
61. I note that other settlements, such as Aslockton with Whatton, have been suggested as suitable for growth. Whilst Aslockton may score well as an accessible settlement, the Council pointed out that it is within an area of significant flood risk. I support the Council's cautious approach to promoting development there. The Local Plan Part 2 should enable development opportunities in all the smaller settlements to be appraised.

The proposed timing of housing delivery

62. The NPPF paragraph 47 sets out the approach to be taken to identify and update annually a supply of specific deliverable sites to provide 5 years worth of housing against housing requirements. The PPG describes a process to assess land availability which should underpin policies in development plans for housing and economic development. Once housing need has been assessed, the authority should prepare a SHLAA to establish realistic assumptions about the availability, suitability and likely economic viability of land to meet the identified housing need over the plan period. In so doing, it should take account of any constraints such as Green Belt which may restrain the authority from meeting its need.
63. Policy 2 of the Local Plan, based on the SHLAA Report 2013 [EX29], puts forward a delivery pattern for housing with some 2,350 new dwellings in the period 2013-2018. This would amount to 470 new dwellings per annum, compared with an annual average of just over 770 dwellings required to

provide the full 13,150 dwellings over the plan period 2011-28. The ideal delivery pattern would be based on some 770 dwellings per annum in each of the first five years, with an allowance for past under-supply and added buffer. As the HBF commented, there is no evidence that housing needs will be less in the early than later years of the plan. It calculated that Rushcliffe was unable to identify a 5 year housing land supply.

64. As explained by the Council in its Housing Implementation Strategy [EX30], a significant amount of new development in Rushcliffe is to be provided from the three sustainable urban extensions. The SHLAA has found limited sites in and around the main urban area, and I accept that an alternative approach based on an increase in provision on smaller sites in more rural locations would weaken the strategic approach to urban concentration and place pressure on the Green Belt. The Updated Housing Background Paper [EX33] analyses delivery rates for different sources of housing supply including strategic site allocations, housing in key settlements and from 'infill and change of use in broad locations'. I accept that significant reliance on the sustainable urban extensions is likely to mean a comparatively slow build-up in delivery rates. However, evidence from developers and landowners for all three sites indicates collaboration with the local authority and other stakeholders, and expectations that housing delivery will begin in 2015 or 2016.
65. The Greater Nottingham Housing Market & Economic Prospects study [ED33] examined the likelihood of recovery in the housing and wider economy, and thus the prospects for delivering the proposed housing provision in Councils' core strategies across the Greater Nottingham HMA. It concluded that the planned level of housing provision across Greater Nottingham seemed feasible but ambitious. It assumed that the housing market would pick up relatively quickly after the economic downturn. It described Rushcliffe's target (in 2012 this stood at 9,400 dwellings) as particularly ambitious, but as Rushcliffe commanded the highest values in the HMA, it could expect stronger rates of housing delivery. This evidence of local market conditions supports the Council's cautious approach towards housing numbers in the first 5 years of the Plan.
66. The Housing Implementation Strategy [EX30] calculates that the Borough has 5.03 years worth of housing sites based on the HMA's objectively assessed housing need and the proposed tranche approach. This includes a buffer of 895 units which would exceed 20% of provision. It makes no extra allowance for past under-delivery, describing this as a variation of the "Liverpool" approach. The PPG prefers the "Sedgefield" approach, making up for past under-delivery in the first 5 years of a Local Plan, but this preference is not prescriptive. My attention was drawn to the approach taken in Leeds where the Core Strategy put forward a lower rate of housing delivery in the early years than subsequently. A modification to the Plan was proposed and consulted on, which stated that the figures for the early years applied to delivery and did not alter the need to maintain a 5 year supply of housing, based on the annual average requirement for the whole plan period. However, the Examining Inspector amended the proposed modification in his report emphasising that the lower figure was the housing requirement to 2016/17. I see no need for Rushcliffe to revise its approach on the basis of experience in Leeds.

67. Proposed main modification **MM1 (b)** explains how the 5 year supply would be calculated in future, bearing in mind that the Local Plan has two parts. The EX30 document reports on an examination of potential risks to housing delivery at a general and site-specific level, with reference to infrastructure requirements. It acknowledges the risk of delay in the production of the Local Plan Part 2, especially as allocations around some key settlements will require changes to Green Belt boundaries. Even though the Part 2 Local Plan is unlikely to be adopted until 2016, this timescale is not abnormal and should not prohibit the promotion of sites in West Bridgford and key settlements or to meet local needs in other villages. Paragraph 3.1.2.7 a is clear that the figures in the Policy 2 table are not upper limits to development or intended to restrict delivery. I consider that the figures provide an adequate starting point for the calculation of 5 year housing land supply. **MM1 (b)** should be made to clarify how the five year land supply would be assessed after adoption of the Local Plan Parts 1 and 2.
68. Regarding the supply of specific, developable sites or broad locations to meet housing requirements for years 6-10 years and, where possible, 11-15 years, the table in Policy 2 shows a total of 13,450 dwellings to be provided 2011-28. Whilst the Borough aims to provide a minimum of 13,150 homes, the SHLAA with other site information identified a larger potential supply. There is inevitably uncertainty as to whether the expected rate of delivery over time will be achieved, but proposed modification **MM1 (d)** confirms that performance will be closely monitored and a full review of the Local Plan undertaken if the numbers are not being achieved. I consider that, with this change, the approach to housing delivery is consistent with positive plan preparation and is sound.

Affordable housing, provision for gypsies and travellers, and other social groups

69. The Housing Market Update Assessment referenced in paragraph 3.2.1.5 of the Local Plan [ED24] indicates a high level of need for affordable housing in Rushcliffe. Policy 7 of the Local Plan seeks different proportions of affordable housing according to the housing market area, with up to 30% on the strategic sites. The NPPF expects policy for affordable housing to be reflective of local demand, to be sufficiently flexible to take account of changing market conditions over time and to take account of viability and costs to developers and landowners.
70. On local demand, it was pointed out that Rushcliffe has achieved only low delivery of affordable housing in the recent past.⁸ It was suggested that the Local Plan should be more ambitious and that higher targets were achievable. In East Leake, permission for some 650 dwellings had recently been granted which was above the minimum of 400 dwellings in Policy 2. However, there was insufficient provision, it was argued, for local younger people because cheaper homes and housing to let were not being provided. The Council expressed sympathy with the views and conceded that Rushcliffe had a high proportion of 4&5 bed homes. The Local Plan policy was designed to help negotiations with developers and secure a better housing mix in future.

⁸ Monitoring Report for 2012/13, [EX31], indicates only 4% of all completions were for affordable housing in 2011/12, rising to 20% 2012/13

71. Having regard for paragraph 50 of the NPPF, the Local Plan provides for new housing development across the Borough in large and small new developments. I agree with the Council that this Local Plan should not be prescriptive about the mix of housing types or precise numbers for affordable housing on individual sites. The strategic allocations would be capable of accommodating a full range of types of housing to give balanced communities, and the plan allows for local housing needs to be met in small villages. Proposed modification **MM5** would add information about "Building for Life" standards which would help secure housing and neighbourhoods of high quality and adaptable design. The Part 2 Local Plan and site-by-site negotiations will be the main mechanisms to achieve better outcomes on housing mix which respond to local demand. Policy 7, with sub-sections 3&4, sets out an appropriate framework for this.
72. On responding to market conditions, Policy 7 uses the latest viability evidence⁹ to put forward different affordable housing proportions for local housing market areas, and expects affordable housing on small sites of 5 dwellings or more, or 0.2has or more. The policy is not, however, so prescriptive that it is likely to become out-of-date quickly, with the use of "up to" figures. It helpfully places information on the expected affordable tenure mix in the supporting text. The approach allows for affordable rented housing, in accordance with Government policy. The use of a Supplementary Planning Document to provide additional advice to users would not, in my view, conflict with paragraph 153 of the NPPF.
73. The PPG Viability section emphasises the importance of understanding the costs and value of development, so that the scale of obligations and policy burdens are understood and do not threaten viability. Concerns were raised with the Viability Update Study's assumptions about build costs, allowance for potential additional costs in redeveloping brownfield sites, and sales and marketing costs. However, the build costs were based on well-used data from the Building Cost Information Service and were conservative as they did not reflect the economies of scale likely to be achieved on large sites. Estimates of developer profit were good for the Nottinghamshire area, and the assumptions were accepted by developers attending workshops. I note that the final outcome of the Government's Housing Standards Review is still not known; it is anticipated in 2015. The approach to viability assessment to support the affordable housing policy is sufficiently robust and consistent with good practice.
74. The Viability Update Study concluded that some sub-markets in West Bridgford and Rushcliffe could support targets of 40% affordable housing, above the 30% in Policy 7. It was argued that, with signs of economic recovery and interest from Waitrose, the Melton Road, Edwalton site should be capable of achieving a higher proportion of affordable housing than "up to 30%". In view of the need to aid delivery and to allow for the high transport and other infrastructure costs which the strategic allocations will incur, however, I support the more cautious figures in the policy, notwithstanding the involvement of Waitrose. In the case of the strategic sites north of Bingham, at the former RAF Newton and Cotgrave colliery, I am informed that

⁹ EX21 Viability Update Study, August 2013 Andrew Golland Associates

the levels of affordable housing secured were between 20% and 30% in line with the policy expectations.

75. Proposed modification **MM4(a)** to Policy 7 explains the threshold for qualifying sites and the percentages of affordable housing expected in different sub-markets clearly and without ambiguity. **MM4(c)** describes the approach to off-site financial contributions consistent with the NPPF. I support these changes to make Policy 7 sound. I am satisfied that Policy 7 gives sufficient encouragement to the provision of rural affordable housing to local people. **MM4(b)** addresses the matter of self-build housing which the Government seeks to encourage. It should be added to secure consistency with paragraph 159 of the NPPF.
76. Policy 8 sets out clear criteria for assessing potential sites for gypsy, traveller and travelling showpeople accommodation. The policy does not specify how many pitches are to be provided over the plan period and defers decisions on site allocations to "other Development Plan Documents". At the hearings, the Council advised that updated estimates of future levels of need were being established by joint working between the Greater Nottingham authorities. It seems reasonable to expect some new provision on the sustainable urban extensions to the south of Clifton and East of Gamston/North of Tollerton as Policies 23 and B require. Masterplanning for these sites and the Part 2 Local Plan should ensure that suitable sites, consistent with the stated criteria, are delivered.
77. The assessment of future housing need by the Greater Nottingham authorities for the housing market area took account of existing and likely future numbers of student households and student housing. Paragraph 50 of the NPPF seeks to deliver a wide choice of high quality homes planning for the needs of different groups in the community. No specific targets for student accommodation were set out in the Local Plan and it was suggested that the absence of a vision and information from the universities and colleges as to their future plans was a flaw. However, even if the precise numbers of new students in the future is unknown, I am informed that new purpose-built student accommodation is being provided as cluster flats in addition to single person units. In addition, many students live in traditional residential housing. There appears therefore to be scope for any surplus student accommodation to be utilised for general housing in future, if it becomes vacant. The universities and colleges have not requested it, and I see no need for this Local Plan Part 1 to address student housing in more detail.
78. I conclude that, with all the above main modifications, the Local Plan sets out a clear strategy for sustainable growth to 2028 with appropriate provision for new housing and is sound.

Issue 2 – Whether the Spatial Strategy and Policy 3 are consistent with the fundamental aim and purposes of Green Belts as set out in the NPPF, and whether the proposals made by the Council for alterations to Green Belt boundaries are underpinned by adequate review processes and justified by exceptional circumstances.

79. The Justification for Policy 3 of the Local Plan explains that the Nottinghamshire Green Belt was adopted in 1989 and has remained largely

unaltered in Rushcliffe since then. A number of parties suggested that there has been a case for its review and alteration for the last 20 years. The Green Belt is very tightly drawn around some of the Borough's more sustainable settlements, and non-Green Belt opportunities for development are limited. The essential characteristics of Green Belts are their openness and their permanence. Concerning openness, it is clear that much of the land proposed to accommodate the strategic allocations in the Local Plan is currently open countryside. This will inevitably be lost if the Green Belt boundaries are altered as planned.

80. The Justification for Policy 3 describes a process which began in 2006 with a strategic review of the Green Belt by Nottinghamshire and Derbyshire County Councils [ED14] and went through to 2013 with the Rushcliffe Green Belt Review [EX26]. Criticism was made of the 2013 Review, on the grounds that it should have followed the assessment of housing need and setting of a housing figure for Greater Nottingham, and have been carried out for all the authorities. Its results, it is argued, should have been used to determine environmental capacity and the distribution of housing among the various local authorities. It is relevant to record that the 2006 Green Belt Review concluded that the most important Green Belt lies to the west and north of the Nottingham Principal Urban Area, with Green Belt performing its functions to a lesser extent to the east and south (ie. within Rushcliffe). The first study rated broad areas against the purposes of Green Belts and informed the Appraisal of Sustainable Urban Extensions [ED06] and Greater Nottingham Sustainable Locations for Growth Study [ED07].
81. Even though the early studies were carried out to inform the now defunct East Midlands Regional Plan, paragraph 218 of the NPPF confirms that they can still be treated as relevant items of evidence for preparing or amending Local Plans. I have seen scant evidence to show that the Green Belt land around Nottingham has altered so much that the studies carried out between 2006 and 2010 are invalid. The earlier Tribal Studies [ED06 & ED07] were criticised because they had not been the subject of public consultation. It is not necessary, however, for all evidential studies to be consulted on. The Review in 2013 for Rushcliffe was subject to public consultation.
82. This Review was based on a 2 stage approach to reflect the two Part Local Plan preparation process. The first stage of the Review was an overall strategic appraisal of the Green Belt in the Borough with a more detailed review of land around the Nottingham built-up area. The second stage will cover more detailed changes around key settlements and villages and will inform the Local Plan Part 2. Some parties argued that the review should have been comprehensive, identifying sites in key and smaller settlements early to deliver much-needed development as soon as possible. It was suggested that a single review could have reduced (i) the need for all the sustainable urban extensions and (ii) the pressure on settlements beyond the Green Belt such as East Leake which is undergoing much development. For reasons given under Issue 1 above, I am not satisfied that sufficient land could be identified in the Borough to accommodate the level of new housing required without the three strategic allocations. As the Local Plan is being progressed as two parts, I consider the approach to Green Belt alterations to be reasonable and in line with that adopted by some other local authorities.

83. The Green Belt Review 2013 reached a different conclusion from the earlier Tribal Studies regarding broad location 5 where the strategic allocation East of Gamston/North of Tollerton is proposed. ED06 found that a sustainable urban extension here could contribute to unrestricted sprawl as it would extend beyond the A52. However, as described in paragraph 54 above, defensible boundaries can be established and the risk of coalescence with Old Tollerton avoided. Differences in conclusions between the two studies are based on reasoned judgments and do not invalidate the Local Plan.
84. Some criticised the methodology and results for mixing consideration of Green Belt purposes with other factors such as flood risk or landscape and visual effects. Others argued that more emphasis should have been given to identifying valued landscapes or high grade agricultural land in the assessment of areas. As the Review was carried out to identify whether some parts of the Green Belt could be removed from it and promoted for development, these potential constraints had to be assessed at some stage.
85. Green Belts should prevent neighbouring towns merging into one another. The Review has gone beyond this and considered the risk of merging with smaller settlements, notably Ruddington, Barton in Fabis, Gotham, Bassingfield and Tollerton. It concluded that such effects can be avoided with the intended strategic allocations and other changes. A related concern was that the Review should have assessed how the residual Green Belt would perform if the identified sites were removed. However, as the Green Belt in Rushcliffe is wide and extensive (see diagram following Policy 3), I am satisfied that it can continue to meet the fundamental aim and purposes if reduced in scale as proposed.
86. Overall, the Review analyses the role of all the defined broad areas and zones adjoining the Nottingham built-up area in meeting the Green Belt purposes. It was appropriate for the Review to have regard for the fact that additional land will be required to accommodate growth for housing and other purposes in line with the policy of urban concentration and regeneration. The scoring system was adequate for comparing different areas and zones and the Review reaches credible conclusions. It provides justification for the Spatial Strategy and alterations to the Green Belt set out in Policy 3.
87. The identification of safeguarded land to meet longer term development needs is supported by paragraph 85 of the NPPF, and safeguarding should provide flexibility for Rushcliffe to achieve sustainable development beyond the plan period. In addition to the removal of Edwalton Golf Course as safeguarded land, Policy 3 (5) refers to possible safeguarding through the Local Plan Part 2.
88. Policy 3 names additional settlements to be inset from the Green Belt (paragraph 4). The NPPF, paragraph 86, explains that villages which have an open character that makes an important contribution to the openness of the Green Belt should be included in the Green Belt. I have considered carefully the representations from Plumtree, Bradmore and Cropwell Butler Parish Councils and visited the settlements. I have also visited Normanton on the Wolds close to Plumtree and considered the argument that Plumtree's built form is punctuated by green lungs and the village should remain washed over. I understand concerns that these small villages with limited infrastructure and local services would be unsuitable to accommodate much new development.

However, the Council has proposed their inclusion as inset villages because they have a well-defined village core unlike other more linear villages or hamlets with a more dispersed built form. The NPPF points out that conservation area status or normal development management policies should be used to protect the character of villages. I consider the proposed new inset villages should be protected from harmful development by these means.

89. There is convincing evidence that the level of development set out in Policy 2 of the Local Plan cannot be delivered without removing significant amounts of land from the Green Belt. As explained under Issue 1 above, the need for sustainable development to provide an uplift in new housing provision and support economic growth by accommodating new employment constitute the exceptional circumstances to alter the Green Belt boundaries in Rushcliffe.
90. The diagram following Policy 3 and Figures 1-6 show the boundaries for the revised Green Belt and Strategic Allocations, which can be used on an updated Policies Map. I conclude that the Spatial Strategy and Policy 3 are consistent with the fundamental aim and purposes of Green Belts as set out in the NPPF, and that the proposals made by the Council for alterations to Green Belt boundaries are underpinned by an adequate review and justified by exceptional circumstances.

Issue 3: Whether the Local Plan will conserve and enhance the natural, built and historic environment appropriately, helping to improve biodiversity and green infrastructure, minimising waste and pollution, securing high quality design, mitigating and adapting to climate change.

91. Policy 1 expects all development proposals to mitigate and adapt to climate change. It explains what is sought by way of sustainable design and adaptation, reduction in carbon dioxide emissions, low carbon energy generation and the avoidance of flood risk. It allows for flexibility where a developer can clearly demonstrate that full compliance with the policy would not be viable or feasible. Thus, it seeks high standards to meet the challenge of climate change in accordance with paragraphs 93-97 of the NPPF whilst ensuring viability and deliverability in line with paragraphs 173-174.
92. Policy 1 states that, for residential development, water use should be no more than 105 litres per person per day. This is stricter than the current standards in Building Regulations and the level proposed through the Government's Housing Standards Review (110 litres). However, the Outline Water Cycle Study [ED05] indicated that Rushcliffe is an area of moderate water stress, and viability testing for the strategic sites [EX35] indicates that this standard should be affordable. The policy is therefore justified. The Council rejected the Environment Agency's suggestion that targets for surface water run-off should be set, pointing out that specific sites would each be very different and the targets could be too prescriptive.
93. Policy 9 promotes good design in new development, and I have considered whether the expected changes to Government policy resulting from its Housing Standards Review could render it unsound. However, as the Council argued, the policy does not set out detailed standards, which are more appropriate for definition in the Local Plan Part 2.

94. Policy 15 seeks to protect and enhance green infrastructure, landscape, parks and open space. The justification for Policy 15 helpfully sets out what is meant by green infrastructure and how the impact of development on the landscape is assessed. Although some parties sought more detailed references to landscape and green features, such as Sites of Importance to Nature Conservation, I accept that these would be more appropriately defined in the Local Plan Part 2. The policy identifies urban fringe areas as locations where new or enhanced strategic infrastructure could be promoted, and the Green Infrastructure diagram illustrates the urban fringe enhancement area. A revised and more legible Diagram has also been put forward **(MM8(b))** which illustrates green infrastructure at a strategic level and features referenced in paragraph 3.3.1.3.
95. The County Council queried whether Policy 16 was consistent with paragraph 117 of the NPPF, but the policy refers to UK and Nottinghamshire biodiversity interests which cross local authority boundaries. References to the UK Biodiversity Action Plan and to Sites of Importance to Nature Conservation, now dated, can be amended through minor modifications to the plan. The Council confirmed at the hearings that light pollution could be considered through landscape character assessments. A modification to paragraph 3.3.1.7 would acknowledge the role which Neighbourhood Plans, which benefit from the knowledge of local communities, can play in identifying locally valued landscapes **(MM8(a))**. I recommend both the above-mentioned modifications to achieve effective planning and consistency with the NPPF.
96. East Leake Parish Council expressed support for a policy on the noise impact from aircraft, and East Midlands Airport submitted evidence indicating that they do their best to regulate flights. This is being addressed through the Neighbourhood Plan and, given its localised significance in Rushcliffe, it need not be covered in this Local Plan. Subject to the above modifications, the Local Plan should conserve and enhance the natural, built and historic environment appropriately, helping to improve biodiversity and green infrastructure, minimising waste and pollution, securing high quality design, and mitigating and adapting to climate change.

Issue 4: (i) Whether the Local Plan will contribute to building a strong, responsive and competitive economy to create jobs and prosperity, aiding regeneration where necessary; (ii) Whether the Plan is consistent with promoting a vital and competitive network and hierarchy of town and local centres which will serve Rushcliffe's communities and be resilient to anticipated future economic changes.

Employment provision and economic development

97. Policy 4 seeks to strengthen and diversify the economy providing a range of sites suitable for new employment and attractive to the market. It places particular emphasis on the office sector in providing for a science and knowledge-based economy. In addition to encouraging economic development across all sectors and providing for re-location needs, it aims to work with partners to secure appropriate training opportunities and to manage existing employment sites. The overall approach and ambitions are consistent with the NPPF, paragraphs 18-22.

98. It was argued that the Local Plan fails to “set out a clear vision and strategy for [Rushcliffe] which positively and proactively encourages sustainable economic growth”. The evidence base¹⁰ goes back to 2006/7 with an assessment of ‘the workplace economy’ and ‘resident population and workforce’ as well as ‘travel to work’. Subsequent updates focussed on the likely effect on workforce numbers of changes to the population and household projections, rather than on workplace economy forecasting. In view of the economic recession and substantial changes in economic structure and conditions since 2006/7, this raises concern. Nevertheless, the fundamental principles set out in the policy: a shift away from industrial /warehousing to office provision, expected growth in knowledge-driven, creative or high technology industries, and the diversification of workplaces to cater for non- B uses remain relevant. Policy 4 and the supporting text set out a locally distinctive strategy, with aspirations for growth and adaptation.
99. The argument was made that there has been no reality check on the job numbers and it is unfeasible to expect the level of job growth that is put forward. However, the Greater Nottingham conurbation is both a ‘Core City’ and a ‘Science City’ and I see no support nationally or locally for Rushcliffe to embark on a policy of stagnation or decline. The Local Plan recognises the importance of the Local Enterprise Partnership, D2N2, in positively promoting collaboration between the private and public sectors. D2N2s Growth Strategy is to support the creation of 55,000 additional jobs across its area by 2023. I have sympathy with the sentiment that *“Positively planning for economic development is not just (or even principally) about detailed econometric forecasts, or about rolling forward calculations based on past trends or even about jobs – it’s about taking opportunities and enabling areas to achieve their economic potential”*.¹¹
100. The inherent uncertainty over econometric forecasting, exacerbated by the recent banking crisis and recession, lends support to a Local Plan policy which encourages growth and is flexible. Policy 4 states that sites will be identified for a minimum of 67,900m² of new office floorspace and a minimum of 20has of B2 & B8 employment land. The named sites could provide substantially more than the minimum, but contingency is appropriate as prospective new users will all have different requirements. The quality of sites is also important. In my view, it is necessary to plan for more than the basic amount of land, to offer choice and variety.
101. Policy 19 plans for up to 4 has of B1 and related business development on the strategic allocation at Melton Road, Edwalton. This was perceived as inflexible in view of the weakness of the B1 office market outside Nottingham city centre and high level of availability of such floorspace. The closure of some Government offices was also mentioned as a factor increasing the supply of B1 office space within the city centre, and likely to contribute to reduced demand out of centre. The recent growth in small businesses and in non-B class employment was highlighted. The Council drew attention to the 2012/13

¹⁰ ED15 Nottingham City Region Employment Land Study, 2007; ED16 Nottingham City Region Employment Land Provision Study Update, 2009; ED17 Derivation of Office Employment Figures Update Paper 2010; ED18 Greater Nottingham Employment Background Paper 2012.

¹¹ REX29/M4 Oxalis Planning

Monitoring Report, in which Appendix 2 suggests that some 21.4 has of B class land was developed 2006-13 [EX31, REX13/M4]. However, an error in respect of the British Geological Survey site at Keyworth, reduces the completions to about 12 has.

102. Landowners at the Melton Road site consider that B1 use would not be marketable or viable there. Previous business proposals for this land had been linked to the relocation of a further education college which is no longer proceeding, whereas a new Waitrose store and re-located neighbourhood centre are now planned. In view of the changed economic scene, I support in principle the Council's proposed modifications to Policy 19 in **MM10(a), (b) and (f)**, which would enable a wider range of employment generating development at this site. However, the wording could be interpreted to mean that some B1 use is still required. The Council has aimed to eliminate the phrase "and/or" elsewhere in the Local Plan because it can be ambiguous. However, in this case, I consider that its use would be clear and would give the flexibility that is required. I recommend the proposed modifications, subject to this minor amendment, which should also be made to the note attached to the bottom of Figure 1, in **MM10(f)**.
103. Provision for around 20has of employment land on the strategic allocation south of Clifton is envisaged. Figure 5 shows its location along the western edge close to the A453 road and around the 'gateway' to the site. There is concern that it would occupy a prominent position and have a significantly detrimental impact on the landscape. Its intended use for B2 and B8 purposes is misplaced, it is contended, since these industrial sectors are in decline. If development did not go ahead, there would be a loss of Green Belt land for which there were no exceptional circumstances.
104. However, this land is along a trunk road corridor serving Nottingham City and East Midlands Airport which is likely to make it attractive to new or relocating industry. Land south of Clifton will soon be connected to the city by tram giving access to a large labour pool. Even if mixed use developments which include new housing and new jobs rarely result in self-contained communities (where everyone lives and works locally), they provide the opportunity for shorter journeys to work. The NPPF's 12 core planning principles include the promotion of mixed use developments, and further support is given in paragraph 38. The justification to Policy 23 advises that all employment buildings should be sympathetically designed to minimise their impact on the landscape and existing communities. I consider that the Local Plan is reasonable in its expectations of new employment land to be provided as part of a mixed use development south of Clifton. Exceptional circumstances as already described above (see paragraph 43) justify the removal of this land from the Green Belt.
105. There is perceived to be potential for development of a hotel and marina with business use on land east of Regatta Way with a link to the Grantham Canal. The setting of the former gravel lakes and sporting facilities alongside the River Trent would aid this proposal. Although the land lies within the Green Belt, supporters point out that Policy 12 encourages provision of culture, tourism and sporting facilities throughout Rushcliffe. The Council argued that hotel and leisure facilities are main town centre uses and there is no need for additional provision in this locality. Although it has good accessibility

credentials, much of the land is at risk of flooding as well as being in the Green Belt. In view of the amount of land for business development available on other allocated sites including nearby at the strategic allocation East of Gamston/North of Tollerton, I see no need to make a new strategic allocation in the Local Plan Part 1.

106. The Council has reviewed proposed employment sites saved from the 1996 Local Plan and given an updated report in REX13, June 2014. It also reports on progress on redevelopment at the former Cotgrave Colliery and former RAF Newton sites. It advised that some employment land provision at East Leake could be considered through the Part 2 Local Plan or Neighbourhood Plan. Proposed modifications to the monitoring arrangements for Policy 4 and trigger for review of the Local Plan are given in **MM3**, which I recommend to give flexibility and achieve positive planning for the economy and jobs. I conclude that, with all the above modifications, the Local Plan will contribute to building a strong, responsive and competitive economy to create jobs and prosperity, aiding regeneration.

Town and Local Centres

107. Policy 5 of the Local Plan sets out the role for town and local centres in the Borough placing Nottingham city centre at the top of the hierarchy. The policy is under-pinned by the Greater Nottingham Retail Study 2008 [ED19] which was partially updated in 2013. The studies indicated limited capacity for new retail floorspace provision over the plan period. Policy 5, however, would enable any new sites to serve the strategic allocations and elsewhere to secure regeneration and enhancement to come forward under Local Plan Part 2. I conclude that the Plan is consistent with promoting a vital and competitive network and hierarchy of town and local centres which should serve Rushcliffe's communities and be resilient to future economic changes.

Issue 5: Whether the Local Plan will promote more sustainable transport, reducing the need to travel and offering more modal choice; whether the Local Plan has identified the transport infrastructure and other improvements necessary for delivery of the spatial strategy with mitigation measures for any potential adverse impacts; and whether the transport policies are deliverable having regard for funding and stakeholder support.

108. Policy 2 of the Local Plan based on a strategy of urban concentration with regeneration is in principle consistent with promoting sustainable transport. Policies 13 and 14 support this approach, aiming to reduce travel by private car and ensure that alternative travel modes are available. The second paragraph of Policy 13 could restrict development on the planned sustainable urban extensions, but proposed change **MM6(a)** would confirm that sites "which can be made accessible" by non-car modes would be given priority for new development. This modification would also clarify that an effective highway network can support economic development. Proposed changes of wording to Policies 13 and 14 have also been put forward in **MM6(a) & MM7(a)** to ensure that they reflect more precisely the wording in paragraph 32 of the NPPF. Judgment will have to be exercised in individual cases as to when impacts would be "severe", but this is unavoidable. Subject to these

modifications which have been proposed by the Council, I am satisfied that the approach is consistent with Section 4 of the NPPF.

109. Rushcliffe Borough Council with other Greater Nottingham local authorities published a joint Transport Background Paper in 2012 [BD29]. This set out the key conclusions from strategic transport modelling, potential transport mitigation measures for Core Strategy development proposals and identified further work requirements. It was prepared in consultation with the Highways Agency and the highway authorities of Derbyshire, Nottinghamshire and Nottingham City. Following Rushcliffe's decision to increase its housing provision from 9,400 to 13,150 new homes 2011-28, the Council commissioned further transport modelling. The key objective of the modelling work has been to identify whether there are any 'showstoppers' to delivering the Local Plan proposals and to identify the critical strategic infrastructure required to deliver the development without seriously compromising the performance of the transport network.
110. This was a high level, strategic assessment focussed on the trunk road network. Modelling was undertaken to forecast traffic levels without mitigation measures and then to assess the impact of mitigation measures from a Smarter Choices package and a Public Transport mitigation package. Sensitivity testing was undertaken to assess the impact of additional growth post-2028 to the East of Gamston/North of Tollerton. The Highways Agency carried out additional modelling work using a separate VISSIM model to assess the impact of development on the strategic road network, principally the A52, and potential improvements.¹²
111. Subject to the implementation of Smarter Choices and Public Transport measures and identified highway improvements on the strategic road network, it was concluded that major strategic highway interventions would not be necessary in the plan period. Improvements to the A52(T) at a number of junctions, with widening to 2 lane dual carriageway standard on the Lings Bar Road, were judged essential to avoid significant congestion. The Transport Background Paper Further Addendum [REX53] provides cost estimates for the various junction improvements, and explains how these might be met through private and public sources. The level of developer contributions, estimated at £2,000-2,500 per dwelling, appears affordable.
112. The Council proposed modifications **MM6(b) and MM7(c)** to explain the outcome of the latest transport modelling work, to explain more precisely how highway improvements on the strategic network would be funded and to emphasise the need for improvements to be provided in a timely fashion. These help to make the transport policies justified and effective, and I recommend them. For similar reasons, proposed modifications **MM10(c), MM14(a) and MM15(b)** should be made to emphasise that development of the Strategic Allocations detailed in Policies 19, 23 and B would be required to help fund A52(T) improvements.

¹² Details of transport modelling are given in: Transport Background Paper Addendum [EX47]; Highways Agency Technical Note – A52 Modelling [EX51]; Greater Nottingham Core Strategies Modelling by Systra [EX44, EX45, EX46]; Transport Background Paper Further Addendum [REX53]

113. The package of transport improvements defined to deliver the Local Plan does not identify the need for a fourth Trent River crossing from Rushcliffe to Nottingham City. The Highways Agency has no plans for such a crossing. The D2N2 Local Enterprise Partnership, in bidding for funds from Government, referred to undertaking a feasibility exercise in its Strategic Economic Plan, to assess the role of a fourth crossing for delivery post-2021 [Appendix 1 to REX15]. At the hearings, I was advised that D2N2 had not been granted funding for a fourth crossing. Currently, there is no certainty that such a scheme will be implemented but this does not make the Local Plan unsound.
114. The transport assessments have been criticised for being too strategic, and there is concern that harmful effects on local highways and more localised areas have received insufficient attention. Rushcliffe Borough Council and the County Council as highway authority have powers for traffic calming and parking control which should deal with local traffic congestion and road safety problems, but generally these are not matters for the Local Plan Part 1. I have already referred to the case for limiting traffic through Musters Road, and am satisfied that the potential impact from development at Melton Road, Edwalton, can be addressed through detailed design and master planning.
115. Updated modelling work clarified what improvements on the A52(T) would be needed for development proposed East of Gamston/North of Tollerton to be implemented. Also, it found that two accesses from the site to the A52 should be provided rather than one, as proposed earlier. The updated modelling confirmed that around 4,000 dwellings and 20 ha of employment land by 2034 could be accommodated without the need for further transport assessment. As modified Figure 6 illustrates, with two new primary accesses to the site, Tollerton Lane would function as a secondary access only. The supporting text (paragraph 3.4.8.8) is clear that the exact access arrangements will be determined through masterplanning and more detailed transport assessment work. Hence, Figure 6 is only illustrative of the access points and this is appropriate.
116. I recognise the deep concern about any increase in traffic on Tollerton Lane, as it is narrow with bends and undulations which limit forward visibility. It gives access to the local school for pedestrians and motor vehicles and is already badly congested in the peak hour. Providing two accesses to the site and carrying out additional transport assessment should prevent a major increase in traffic through Tollerton onto the A606, as feared by many local people. Proposed modifications **MM15(g), (h) & (i)** should be made to reflect the Council's changed position as agreed with the Highways Agency.
117. A potential Park & Ride site north of the East of Gamston/North of Tollerton site at the A52/A6011 junction is shown on Figure 6 of the Local Plan. Doubts were raised as to the effect of a park & ride site on traffic movements in the surrounding rural area. Evidence from studies elsewhere in England suggested that such facilities could increase trips and mileage covered by cars outside urban areas.¹³ However, the County Council has experience of the operation of park and ride services around Greater Nottingham including sites

¹³ Tollerton PC, 10th June 2014 [REX41/M2,3,6]

close to the tram network. The Council advised that modelling has included a park & ride site, and its provision with bus priority measures to limit traffic impact on West Bridgford is essential, as proposed modification to Policy 14, **MM7(b)**, would state. However, its "essential" nature is questioned by developers who contend that local bus services could serve the development equally well. Local Parish Councils consider that alternative locations should be considered: a site for park & ride further east could reduce traffic movements through the surrounding villages.

118. Clearly, sensitive and robust traffic management and travel demand management with improved bus services will be key considerations in developing this strategic allocation. As observed at the hearings, public subsidies to improve bus services are in short supply, so that developer contributions will be needed. However, the detail of these, including the role, timing and precise location of any Park & Ride site, should be handled through future master planning and development management (planning conditions, planning obligations and CIL) in consultation with the relevant parties. The highway authority advised that it has partnership arrangements with bus providers in the County and it should use these to secure a sustainable transport scheme for the East of Gamston/North of Tollerton site consistent with the principles in Policy 13. It is unclear that **MM7(b)** as worded is justified, and the last two lines should be re-written as follows: *"ii) bus priority measures and other improvements related to bus services to serve the strategic allocation East of Gamston/North of Tollerton which may include a Park and Ride site."* I recommend this further modification to make Policy 14 sound.
119. Improvements to the A453 between Junction 24 of the M1 and Nottingham City are expected to reduce rat-running through Gotham and Clifton, but concern was expressed that the substantial development now planned south of Clifton might restore and exacerbate such rat-running. It was argued that the A453 widening scheme had been designed before new development south of Clifton had been conceived, and the authorities should wait to see its effects and measure actual traffic movements before committing to new development. The Highways Agency reported on preliminary modelling of the new A453 junction arrangements north of the proposed development area to test the impact of planned development on the operation of the A453. This concluded that the new junctions could handle the projected increase in traffic with minimal additional improvements required. Even with development as planned south of Clifton, the newly dualled A453 would still provide a level of service much better than the situation prior to dualling. Significant rat-running should not re-establish itself in Gotham and Clifton, the Highways Agency concluded [REX36/M6].
120. A Transport Assessment for the Clifton Sustainable Urban Extension was submitted to the Council by The Clifton Consortium in June 2014 to support a planning application [REX64]. Strong criticism was made of the Assessment on behalf of local Parish Councils including Gotham [REX68], though I note that the scoping and methodology for the Assessment were agreed with the relevant highway authorities and Highways Agency at the outset. Section 6 of the document explains that Nottingham Road would give access to the site from Clifton and Gotham, but *"in an indirect manner that would seek to*

discourage use by general through traffic". I accept that good highway design here should help to prevent unwanted rat-running.

121. The Transport Assessment addresses the question of junction improvements at J24 of the M1 in section 7 referring to a possible long-term solution through Strategic Rail Freight Interchange development, though acknowledging that this is uncertain. The Clifton Consortium Transport Assessment makes clear that all the highway improvement works identified are preliminary only, to demonstrate that suitable improvements can be made so that the south of Clifton development can be satisfactorily accessed without detriment to the strategic or local road networks. Highway mitigation measures tested by Systra in 2014 for the Highways Agency concluded that signalisation of the A453 approach to this junction could reduce congestion and discourage rat-running through Kegworth. Thus, the Highways Agency and highway authorities are aware of conditions at J24 and are not suggesting that these should prevent the strategic allocation south of Clifton.
122. Concerning the local road network, more detailed considerations such as the contribution of industrial traffic or traffic from the sand and gravel extraction, or the effect of the precise provision of schools on site, should be assessed and dealt with, in my view, at the master planning or planning application stage. It is for the Council and not me to examine REX64 in detail. Paragraph 32 of the NPPF states that "*Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe*". Evidence submitted to this Local Plan Examination, including the response to the Transport Assessment, does not demonstrate that development south of Clifton would fail this test.
123. I appreciate the concern surrounding poor air quality and risk of accidents on the highway network if traffic movements in the Borough increase. These are matters for the Council as well as highway authorities and other bodies to monitor and manage. This is acknowledged by the Highways Agency in its note of 9 July 2014 [REX62a]. Local Transport Plans provide an important link between transport planning and land use planning. The Council proposed a change to the Local Plan Glossary, **MM16**, which would helpfully define which Local Transport Plans will be relevant to Rushcliffe. Nottinghamshire County Council commented on the absence from the Local Plan of a specific policy for air quality management in its letter of 7th April 2014, but noted that this would be dealt with in further detail in the Local Plan Part 2. Policy 13: Managing Travel Demand and Policy 9: Design and Enhancing Local Identity support a positive approach and provide an appropriate framework for planning future development to secure a safe and healthy environment, and should ensure that road safety and pollution from traffic are given due weight.
124. Subject to the above-mentioned main modifications, I conclude that the Local Plan accords with promoting more sustainable transport, reducing the need to travel and offering more modal choice. In collaboration with relevant partners and stakeholders, the Council has identified the transport infrastructure and other improvements necessary for delivery of the spatial strategy with mitigation measures for potential adverse impacts. The transport policies should be deliverable having regard for funding and stakeholder support.

Issue 6(i): Whether the spatial strategy is capable of being delivered given the infrastructure, community facilities and services, and standards for development which are required to support it; (ii) whether sufficient attention has been given to viability and funding in line with national policy; and (iii) whether the monitoring arrangements are fit for purpose.

125. Section D) of the Local Plan entitled "Making it Happen" includes Policy 17: Infrastructure and Policy 18: Developer Contributions. These are supported by Appendix C which sets out the critical infrastructure requirements for delivery of the strategy and proposals. Paragraph 3.4.1.4 explains that Appendix C summarises the main elements of infrastructure identified in the Infrastructure Delivery Plan (IDP) [EX35]. The IDP dated February 2014 covers all the Greater Nottingham authorities including Rushcliffe and provides information on costs, timescales, funding sources and likely delivery agents. It is made clear in the Local Plan that the IDP is a living document as information on costs, funding and the implementation of major projects is likely to change over time. The IDP is sufficiently wide-ranging and detailed to provide support for the spatial strategy and demonstrate its deliverability in my view. Changes are proposed by the Council to Appendix C of the Local Plan to ensure that it reflects the most recent information on funding, timescales and delivery partners, which I recommend as necessary for effectiveness **(MM17)**.
126. Paragraph 3.4.2.2 lists the types of infrastructure which developments should take into account and these are consistent with the NPPF's paragraph 162. Policy 2 refers to broad locations for housing growth "in or adjoining" East Leake, Keyworth, Radcliffe on Trent and Ruddington. The numbers of homes are expressed as minima. Concerns were raised that developments here might fail to provide infrastructure satisfactorily. In East Leake, it is claimed that a primary school, health centre and sewerage works are needed. However, more precise sites and numbers would be provided at the Local Plan Part 2 and detailed planning stages, when infrastructure provision would be suitably scrutinised. Overall, the Local Plan demonstrates that careful attention has been given to viability and costing, as required by the NPPF.
127. Policy 18 states the Council's intention to introduce a Community Infrastructure Levy schedule in future, in line with Government policy. A modification to the justification text for Policy 18 is put forward by the Council **(MM9)** to confirm that developer contributions will be sought in line with national policy on planning obligations. I recommend this change. The practice of "double dipping" whereby money for infrastructure is sought through two different sources (eg. a CIL payment and a s106 payment) must be avoided. Policy 18 does not, in my view, encourage it.
128. Following the hearings, the Council looked again at the plan's monitoring arrangements. On the question as to when a full review of the Local Plan should be considered, it came up with more detailed information on indicators, triggers and actions. These are included in proposed modifications to the Appendices relating to Policies 2, 4 and 14 [REX63] **(MM1(d), MM3 & MM7(d))**. They should be made to achieve a positive and effective plan. Subject to all the above proposed modifications, I conclude that the Local Plan should be deliverable, giving sufficient attention to viability and funding, with suitable arrangements for monitoring and follow-up action where necessary.

Assessment of Legal Compliance

129. My examination of the compliance of the Plan with the legal requirements is summarised in the table below. I conclude that the Plan meets them all.

LEGAL REQUIREMENTS	
Local Development Scheme (LDS)	The Local Plan Part 1 is identified within the approved LDS, April 2014, which sets out an expected adoption date of August 2014. Although this is slightly ambitious, the Local Plan's content is compliant with the LDS.
Statement of Community Involvement (SCI) and relevant regulations	The SCI was adopted in June 2007 and consultation has been compliant with the requirements therein, including the consultation on the post-submission proposed main modifications.
Sustainability Appraisal (SA)	SA has been carried out and is adequate.
Appropriate Assessment (AA)	The Addendum to Rushcliffe Core Strategy Habitat Regulations Assessment (Feb 2014) sets out why AA is not necessary.
National Policy	The Local Plan Part 1 complies with national policy except where indicated and modifications are recommended.
Sustainable Community Strategy (SCS)	Satisfactory regard has been paid to the Rushcliffe SCS.
2004 Act (as amended) and 2012 Regulations.	The Local Plan complies with the Act and the Regulations.

Overall Conclusion and Recommendation

130. The Plan has a number of deficiencies in relation to soundness for the reasons set out above which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the Act. These deficiencies have been explored in the main issues set out above.

131. The Council has requested that I recommend main modifications to make the Plan sound and capable of adoption. I conclude that with the recommended main modifications set out in the Appendix the Rushcliffe Local Plan Part 1 satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.

Jill Kingaby

Inspector

This report is accompanied by the Appendix containing the Main Modifications

APPENDIX – MAIN MODIFICATIONS

1. Main Modification 1 (MM1) – Changes to Policy 2: Spatial Strategy’s supporting text

Ref	Point in document	Proposed Main Modification
MM1(a)	<p>Paragraph 3.1.2.6b</p> <p>(see page 27 of document EX70)</p>	<p><i>Amend paragraph 3.1.2.6b as follows:</i></p> <p>“...Should any of these assumptions subsequently prove to be inappropriate, to the extent that the objectively assessed housing need is materially different from what it is presently determined to be, the <u>Local Plan Core Strategy</u> will be reviewed as a matter of priority. <u>As part of any review process the Council would aim to work closely with partner local authorities across Greater Nottingham to establish housing needs on a cross housing market area basis.</u>”</p>
MM1(b)	<p>Paragraph 3.1.2.7a</p> <p>(see pages 27/28 of document EX70)</p>	<p><i>Amend paragraph 3.1.2.7a as follows:</i></p> <p>“<u>As set out in Section 1.2, the Local Plan is being prepared in two parts. The Local Plan Part 2: Land and Planning Policies will be prepared following the adoption of this Local Plan Part 1: Core Strategy and will, amongst other matters, allocate non-strategic sites for development. As a result of this two stage process and taking into account other factors</u> Due to factors including the current economic downturn, but more particularly, the lead in time required to bring forward development on strategic sites and in some cases the requirement for infrastructure to be in place prior to development, the delivery of housing across the plan period is expected to be lower in the early part of the plan period. Housing delivery will build up thereafter, <u>following the adoption of the Part 2 Local Plan and</u> due to the commencement and build out of the strategic sites and, to a lesser extent, a return to more normal market conditions. This is reflected in the table included at Policy 2 (part 3). The figures in the table are not upper limits to development or intended to restrict delivery if development is able to come forward sooner. Rather, they represent the anticipated rate of housing completions and will be used by the Council to determine the level of its 5 year supply of deliverable housing sites <u>prior to adoption of the Part 2 Local Plan. Thereafter,</u></p>

Ref	Point in document	Proposed Main Modification
		<p><u>for the remaining years of the plan period (to 2028) the 5 year supply of deliverable housing sites will be based on an annualised calculation, taking into account any under delivery against the projected housing completions included within the housing trajectory at Appendix D.</u></p>
MM1(c)	<p>Paragraph 3.1.2.10b</p> <p>(see page 29 of document EX70)</p>	<p><i>Amend paragraph 3.1.2.10b as follows:</i></p> <p>“The site will be able to deliver <u>up to 4,000 new homes in total but with expected delivery of around 2,500 homes by 2028 (the end of the plan period) and have potential capacity to continue delivering new homes for a number of years thereafter and then the completion of all remaining homes by around 2034.</u> The total number of homes that the site is able to accommodate post-2028 will be established as part of on- going detailed design work for the site. This will take into account particular site requirements, including to appropriately mitigate impacts on the 18 listed pill boxes within or adjacent to the site, highway impacts (including the outcome of further transport assessment work and the Highway Agency’s Route Based Strategies programme which is due to report in the spring of 2015), to achieve a suitable layout and density of development and to provide for strategic green infrastructure, particularly around the perimeters of the site and in the vicinity of the Grantham Canal. <u>The Council would expect that from the outset there should be a comprehensive scheme for the site as a whole and for its entire development, rather than one that just deals with that element of development expected by 2028, and that planning permission would be granted on this basis. The Council would not as part of any planning consent for the whole site seek to place a limit on what proportion of the up to 4,000 homes total could be delivered by 2028. It is not expected that the number of homes post 2028 will exceed 1,500 in total and, in fact, could be somewhat lower than this.</u>”</p>
MM1(d)	<p>New paragraph and</p>	<p><i>Following after paragraph 3.1.2.21 and the existing monitoring table, the insertion of further text and an additional monitoring table, as set out below at Appendix 1.</i></p>

Ref	Point in document	Proposed Main Modification
	<p>monitoring table following paragraph 3.1.2.21 and the existing monitoring table.</p> <p>(see pages 32/33 of document EX70)</p>	

2. Main Modification 2 (MM2) – Changes to Policy 3: Nottingham-Derby Green Belt’s supporting text

Ref	Point in document	Proposed Main Modification
MM2	<p>Paragraph 3.1.3.8</p> <p>(see page 36 of document EX70)</p>	<p><i>Amend paragraph 3.1.3.8 as follows:</i></p> <p>“...While the land is not required for development at the present time, should this situation change it may be brought forward through a future review of the Local Plan. <u>The golf course will be protected as a recreational facility and will only be considered for other uses through a future review of the Local Plan. Alternative uses will only be considered where it is demonstrated that an assessment has been undertaken which has clearly shown the golf course and its associated facilities are surplus to requirements, or the facility, would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.</u>”</p>

3. **Main Modification 3 (MM3) – Changes to Policy 4: Employment Provision and Economic Development’s supporting text**

Ref	Point in document	Proposed Main Modification
MM3	New paragraph and monitoring table following 3.1.4.20 and the existing monitoring table. (see pages 46/47 of document EX70)	<i>Following after paragraph 3.1.4.20 and the existing monitoring table, the insertion of further text and an additional monitoring table, as set out below at Appendix 2.</i>

4. Main Modification 4 (MM4) – Changes to Policy 7: Housing Size, Mix and Choice and its supporting text

Ref	Point in document	Proposed Main Modification								
MM4(a)	Policy 7 (criterion 4) (see pages 57/58 of document EX70)	<p><i>Amend Policy 7(4) as follows:</i></p> <p>“4. New residential developments should provide for a proportion of affordable housing <u>on sites of 5 dwellings or more or 0.2 hectares or more. The proportion of affordable housing that should be sought through negotiation on strategic sites and within each housing submarket is as follows:</u> The proportion of affordable housing that will be sought through negotiation on strategic sites is expressed within site-specific policies 19-23 and B through the Local Plan Part 2 and Neighbourhood Plans will be determined on a site-by-site basis in accordance with criterion 5 of this policy. For other sites, the proportion of affordable housing that will be sought within each submarket on sites of more than 5 dwellings or 0.2 hectares is as follows:</p> <table border="1" data-bbox="629 815 1816 1305"> <tbody> <tr> <td data-bbox="629 815 1514 930"><u>Strategic Sites (Policies 19-23 and B)</u></td> <td data-bbox="1514 815 1816 930"><u>Up to 30%</u></td> </tr> <tr> <td data-bbox="629 930 1514 1078">West Bridgford, Rushcliffe Rural, Radcliffe, Gamston, Ruddington and Compton Acres</td> <td data-bbox="1514 930 1816 1078">30%</td> </tr> <tr> <td data-bbox="629 1078 1514 1193">‘Leake’, Keyworth and Bingham</td> <td data-bbox="1514 1078 1816 1193">20%</td> </tr> <tr> <td data-bbox="629 1193 1514 1305">Cotgrave</td> <td data-bbox="1514 1193 1816 1305">10%</td> </tr> </tbody> </table> <p><u>The proportion of affordable housing sought within each housing submarket should also form the basis for allocations made through Local Plan Part 2 and through</u></p>	<u>Strategic Sites (Policies 19-23 and B)</u>	<u>Up to 30%</u>	West Bridgford, Rushcliffe Rural, Radcliffe, Gamston, Ruddington and Compton Acres	30%	‘Leake’, Keyworth and Bingham	20%	Cotgrave	10%
<u>Strategic Sites (Policies 19-23 and B)</u>	<u>Up to 30%</u>									
West Bridgford, Rushcliffe Rural, Radcliffe, Gamston, Ruddington and Compton Acres	30%									
‘Leake’, Keyworth and Bingham	20%									
Cotgrave	10%									

Ref	Point in document	Proposed Main Modification
		<p><u>Neighbourhood Plans, unless there is robust, up to date evidence to suggest a different proportion of affordable housing.</u></p>
MM4(b)	<p>Inclusion of new paragraph after 3.2.1.3</p> <p>(see page 59 of document EX70)</p>	<p><i>Inclusion of new paragraph as follows:</i></p> <p><u>“3.2.1.3a The Council recognises that the Government is taking a more proactive approach to supporting those individuals and communities who wish to build their own homes, and expects Local Planning Authorities to do so also. The Council, therefore, intends to undertake an appropriate assessment of need for self-build housing within the Borough. This evidence will then be used to inform the preparation of relevant policy within the Local Plan Part 2: Land and Planning Policies Development Plan Document.”</u></p>
MM4(c)	<p>Paragraph 3.2.1.9a</p> <p>(see page 61 of document EX70)</p>	<p><i>Amend paragraph 3.2.1.9a as follows:</i></p> <p>“3.2.1.9a The Council’s previous approach, which it has been following for a number of years, is that affordable housing will be sought on sites of 15 or more dwellings or 0.5 hectares or above (irrespective of dwelling numbers). Viability testing has been undertaken through the strategic viability assessment and its 2013 update, which indicate that a lower threshold is viable right across the Borough. Affordable housing provision will now be sought on sites of 5 or more dwellings or 0.2 hectares or above (irrespective of dwelling numbers). In most cases new Affordable affordable housing will be achieved through on site provision, rather than off site financial contributions, which is ordinarily the Council's preferred approach. <u>Off-site financial contributions in lieu of affordable housing provision on site will only be considered in exceptional circumstances.</u>”</p>

5. Main Modification 5 (MM5) – Changes to Policy 9: Design and Enhancing Local Identity’s supporting text

Ref	Point in document	Proposed Main Modification
MM5	Paragraph 3.2.3.3 (see page 67 of document EX70)	<p><i>Amend paragraph 3.2.3.3 as follows:</i></p> <p>“3.2.3.3 It is important that new housing development is of high quality, in order to enhance or create a distinctive sense of place, where people will be proud of their neighbourhood. “Building for Life” is an established and recognised methodology for assessing the design of new housing and neighbourhoods, and all new housing development will be expected to perform well against it, or any successor standards. <u>‘Building for Life 12’, the current methodology, is based on a simple ‘traffic light’ system (red, amber, green). The Council would expect new developments aim to secure as many ‘greens’ as possible, minimise the number of ‘ambers’ and avoid ‘reds’.</u> Further guidance on design standards is contained within Rushcliffe Borough Council’s Residential Design Guide. Further policy and guidance may be produced through subsequent Local Development Documents and Village Design Statements.”</p>

6. Main Modification 6 (MM6) – Changes to Policy 13: Managing Travel Demand and its supporting text

Ref	Point in document	Proposed Main Modification
MM6(a)	Policy 13 (criterion 2) (see page 77 of document EX70)	<p><i>Amend Policy 13(2) as follows:</i></p> <p>“The priority for new development is in firstly selecting sites already <u>, or which can be made,</u> accessible by walking, cycling and public transport. , but where <u>Where</u> accessibility deficiencies do exist these will need to be fully addressed. In all cases it will be required that <u>severe impacts, which could compromise</u> the effective operation of the local highway network and its ability to provide sustainable transport solutions <u>or support economic</u></p>

Ref	Point in document	Proposed Main Modification
		<u>development will not be compromised, should be avoided.</u> "
MM6(b)	Paragraph 3.2.7.13 (see page 80 of document EX70)	<p><i>Amend paragraph 3.2.7.13 as follows:</i></p> <p>"The Greater Nottingham Transportation Model has been used to identify the strategic transport impacts of the Core Strategy upon the highway network and establish where more strategic level transport mitigation measures are required using the hierarchical approach outlined above. This higher level transport modelling work has established that there are no strategic transport issues which would prevent delivery of the Core Strategy to 2028, but that further transport assessment work is necessary to determine the extent of possible development post 2028.—The strategic modelling and more detailed corridor modelling has demonstrated that, <u>without improvements to the A52(T) corridor,</u> development will <u>would</u> give rise to severe impacts on the highway trunk road network. <u>Therefore, and that</u> significant highway transport mitigation measures will be required, particularly on the A52(T) and A453(T). These measures are expected to be able to be delivered through a combination of funding mechanisms including direct provision by developers, through developer contributions, the Council's proposed <u>(planning obligations and/or Community Infrastructure Levy)</u>, and through public funding. <u>The intention is that a developer contribution strategy will be prepared by the Borough Council working with the Highways Agency and others to set out in more detail how required transport improvements will be delivered and funded.</u>"</p>

7. Main Modification 7 (MM7) – Changes to Policy 14: Transport Infrastructure Priorities and its supporting text

Ref	Point in document	Proposed Main Modification
MM7(a)	<p>Policy 14 (criterion 2)</p> <p>(see page 82 of document EX70)</p>	<p><i>Amend Policy 14(2) as follows:</i></p> <p>“New development, singly or in combination with other proposed development, must include a sufficient package of measures to ensure that journeys by non-private car modes are encouraged, and that residual car trips will not unacceptably compromise <u>severely impact on</u> the wider transport system in terms of its effective operation.”</p>
MM7(b)	<p>Policy 14 (criterion 5)</p> <p>(see page 82 of document EX70)</p>	<p><i>Amend Policy 14(5) as follows:</i></p> <p>“Other road based schemes without committed funding which are essential to the delivery of the Core Strategy are:</p> <p>i) Package of improvements to A52(T) junctions between the A6005 (QMC) and A46T(Bingham); <u>and</u></p> <p>ii) <u>bus priority measures and other improvements related to bus services to serve land East of Gamston/North of Tollerton, which may include a Park and Ride site.</u>”</p>
MM7(c)	<p>Paragraph 3.2.8.2a</p> <p>(see page 83 of document EX70)</p>	<p><i>Amend paragraph 3.2.8.2a as follows:</i></p> <p>“The package of improvements to A52(T) junctions between the A6005 (QMC) and A46 referred to under part 5 of the policy are required given that the majority of development proposed in the Plan will impact directly on this route. The A52 is a trunk road and functions as an east-west route in the sub-region and an important distributor route for the Nottingham area. The package of junction improvements, which will generally comprise at-grade enhancements of key junctions, introduction of traffic signals and localised widening, is necessary to safeguard this function. The Highways Agency expects that this</p>

Ref	Point in document	Proposed Main Modification
		<p>package of improvements will be required by around 2021<u>in a timely manner in order to support development as it is delivered</u>. The Borough Council, the Highways Agency and local highway authorities are committed to working together, and with developers, to ensure delivery of necessary improvements to the A52(T) <u>and to establish the appropriate timing for their delivery over the plan period.</u>"</p>
MM7(d)	<p>New paragraph and monitoring table following 3.2.8.5 and the existing monitoring table.</p> <p>(see page 85 of document EX70)</p>	<p><i>Following after paragraph 3.2.8.5 and the existing monitoring table, the insertion of further text and an additional monitoring table, as set out below at Appendix 3.</i></p>

8. **Main Modification 8 (MM8) – Changes to Policy 15: Green Infrastructure, Landscape, Parks and Open Space’s supporting text**

Ref	Point in document	Proposed Main Modification
MM8(a)	<p>Paragraph 3.3.1.7</p> <p>(see page 89 of document EX70)</p>	<p><i>Amend paragraph 3.3.1.7 as follows:</i></p> <p>“...In some cases areas of locally valued landscapes which require additional protection may also be identified in the Local Plan Part 2 or Neighbourhood Plans.”</p>
MM8(b)	<p>Green Infrastructure plan following Policy 15’s justification text</p> <p>(see pages 91/92 of document EX70)</p>	<p><i>Replace the ‘Green Infrastructure in Greater Nottingham’ diagram with an amended version, which is enlarged and has additional labelling highlighting features that are referred to in paragraph 3.3.1.3. The replacement plan is set out below at Appendix 4.</i></p>

9. **Main Modification 9 (MM9) – Changes to Policy 18: Developer Contributions’s supporting text**

Ref	Point in document	Proposed Main Modification
MM9	Paragraph 3.4.2.1 (see page 101 of document EX70)	<i>Amend paragraph 3.4.2.1 as follows:</i> “Where new development creates a need for new or improved infrastructure, appropriate planning conditions and contributions from developers will be sought to make the development acceptable in planning terms. Contributions from a particular development will be fairly and reasonably related in scale and kind to the relevant scheme <u>and directly related to the development.</u> ”

10. **Main Modification 10 (MM10) – Changes to Policy 19: Strategic Allocation at Melton Road, Edwalton and its supporting text and indicative diagram (Figure 1)**

Ref	Point in document	Proposed Main Modification
MM10(a)	Policy 19 (see page 104 of document EX70)	<i>Amend Policy 19 as follows:</i> “The area, as shown on the proposals map, is identified as a strategic site for housing for around 1,500 dwellings, up to 4 hectares of B1 and /or employment generating related-business development, a neighbourhood centre and other community facilities as appropriate, all of which will be constructed within the plan period to 2028. The indicative distribution of the proposed uses is identified on Figure 1.”
MM10(b)	Policy 19 (see page	<i>Amend Policy 19(B)(3) as follows:</i> “3. There should be provision of up to 4 hectares of B1 and <u>/or non B class employment</u>

Ref	Point in document	Proposed Main Modification
	104 of document EX70)	<u>generating uses</u> related business development towards the south of the site in proximity to the existing Wheatcroft Business Park <u>to provide for a wide range of local employment opportunities where appropriate;</u>
MM10(c)	Policy 19 (see page 105 of document EX70)	<i>Add the following criterion to Policy 19, section D (Transportation):</i> <u>“10a. A financial contribution to a package of improvements for the A52(T) between the A6005 (QMC) and A46 (Bingham);”</u>
MM10(d)	Policy 19 (see page 105 of document EX70)	<i>Amend Policy 19(E)(13) as follows:</i> “13. The creation and enhancement of open space and green infrastructure which links to the wider green infrastructure network, which has regard to the Greater Nottingham Landscape Character Assessment, and provides for biodiversity enhancements <u>for Sharphill Wood and its environs;</u> ”
MM10(e)	Inclusion of new paragraph after 3.4.3.4a (see pages 106/107 of document	<i>Inclusion of new paragraph 3.4.3.4b</i> <u>“It is expected that primary access to the site will be provided off the A606 Melton Road. At Musters Road, alongside bus and emergency vehicle access, the policy also allows for a limited amount of private traffic movement. It will need to be established at the detailed design and masterplanning stage, and as part of the consideration of any planning application, that it is technically feasible to achieve limited private traffic and to define who would be able use the access. If it transpires that a limited amount of private traffic movement is not technically feasible, then use of Musters Road for vehicular traffic will be restricted to just bus and emergency vehicles only.”</u>

Ref	Point in document	Proposed Main Modification
	EX70)	
MM10(f)	Figure 1 (see pages 108/109 of document EX70)	<i>Amendments to Figure 1 (which follows Policy 19's justification text) as set out below at Appendix 5</i> <i>Also, amend the note on the Figure to read "Retention of existing Wheatcroft Business Park and up to 4 hectares of B1 and/or non B generating employment"</i>

11. Main Modification 11 (MM11) – Changes to the indicative diagram (Figure 2) for Policy 20: Strategic Allocation at Land North of Bingham

Ref	Point in document	Proposed Main Modification
MM11	Figure 2 (see pages 114/115 of document EX70)	<i>Amendments to Figure 2 (which follows Policy 20's justification text) as set out below at Appendix 6</i>

12. **Main Modification 12 (MM12) – Changes to the indicative diagram (Figure 3) for Policy 21: Strategic Allocation at Former RAF Newton**

Ref	Point in document	Proposed Main Modification
MM12	Figure 3 (see page 119/120 of document EX70)	<i>Amendments to Figure 3 (which follows Policy 21's justification text) as set out below at Appendix 7</i>

13. **Main Modification 13 (MM13) – Changes to the indicative diagram (Figure 4) for Policy 22: Strategic Allocation at Former Cotgrave Colliery**

Ref	Point in document	Proposed Main Modification
MM13	Figure 4 (see pages 125/126 of document EX70)	<i>Amendments to Figure 4 (which follows Policy 22's justification text) as set out below at Appendix 8</i>

14. **Main Modification 14 (MM14) – Changes to Policy 23: Strategic Allocation South of Clifton and to its indicative diagram (Figure 5)**

Ref	Point in document	Proposed Main Modification
MM14(a)	Policy 23 (see page 128 of document EX70)	<i>Add the following criterion to Policy 23, section D (Transportation):</i> <u>“ 11a. A financial contribution to a package of improvements for the A52(T) between the A6005 (QMC) and A46 (Bingham)”</u>
MM14(b)	Policy 23 (see page 128 of document EX70)	<i>Amend Policy 23(E)(16) text as follows:</i> “The creation of significant Green Infrastructure areas and buffers, particularly on the southern and eastern boundaries of the site to contribute to the creation of a permanent defensible Green Belt boundary. Green corridors should also be created through the site linking feature such as the Heart Leas and Drift Lane plantations;”
MM14(c)	Figure 5 (see pages 133/134 of document EX70)	<i>Amendments to Figure 5 (which follows Policy 23’s justification text). – see Appendix 9</i>

15. **Main Modification 15 (MM15) – Changes to Policy B: Strategic Allocation at East of Gamston/North of Tollerton and its supporting text and indicative diagram (Figure 6)**

Ref	Point in document	Proposed Main Modification
MM15(a)	<p>Policy B</p> <p>(see page 135 of document EX70)</p>	<p><i>Amend Policy B(A)(2) as follows:</i></p> <p>“The development should make efficient use of land. New residential development should seek to achieve an average net density of at least 30 dwellings to the hectare. Higher densities should be achieved close to the neighbourhood centre, <u>except where this would adversely affect heritage assets and their setting;</u>”</p>
MM15(b)	<p>Policy B</p> <p>(see page 136 of document EX70)</p>	<p><i>Add the following criterion to Policy B, section D (Transportation):</i></p> <p><u>“10a. A financial contribution to a package of improvements for the A52(T) between the A6005 (QMC) and A46 (Bingham)”</u></p>
MM15(c)	<p>Policy B</p> <p>(see page 136 of document EX70)</p>	<p><i>Amend Policy B(E)(11) as follows:</i></p> <p>“The production and implementation of a heritage strategy. The heritage strategy will <u>provide a detailed analysis of the significance of heritage assets, including the contribution made by their setting, which will be used to inform the design and layout of the scheme. It will also</u> outline how the proposed development will provide for the protection and/or enhancement of heritage assets including, where possible, appropriate measures for preserving the heritage assets’ and their setting, <u>and include a mitigation strategy.</u>”</p>

Ref	Point in document	Proposed Main Modification
MM15(d)	Policy B (see page 136 of document EX70)	<i>Amend Policy B(F)(15) as follows:</i> “A high quality built environment, to create a distinctive character that <u>responds positively to the site</u> , relates well to the surroundings, and which gives consideration to of the most appropriate sustainable methods of construction.”
MM15(e)	Policy B (see page 136 of document EX70)	<i>Amend Policy B(F)(17) as follows:</i> “The creation of significant Green Infrastructure areas and /buffers, particularly on the southern and northern boundaries to contribute to the creation of permanent defensible Green Belt boundaries between the development and Tollerton and Bassingfield. An enhanced Green corridor should also be created along the Grantham Canal; and”
MM15(f)	Paragraph 3.4.8.4 (see page 137 of document EX70)	<i>Amend paragraph 3.4.8.4 as follows:</i> “...This is in order to provide an open space to assist in preserving the setting of all or some of pill boxes. A <u>Heritage Strategy will be produced to inform the approach to the design and layout of the scheme and to help determine an appropriate</u> package of <u>appropriate</u> mitigation measures, <u>will have to be identified as part of the site’s detailed design stage and be delivered in the implementation of development. These should consider the repair of the pillboxes and a management plan for their on-going maintenance and protection, open space, interpretation and a heritage trail.</u>”
MM15(g)	Paragraphs 3.4.8.5 and 3.4.8.6	<i>Amend text of 3.4.8.5 and delete in its entirety 3.4.8.6 as follows:</i> “3.4.8.5 The site will be able to deliver <u>up to 4,000 new homes in total but with expected delivery of</u> around 2,500 homes by 2028 <u>(the end of the plan period)</u> and have

Ref	Point in document	Proposed Main Modification
	(see pages 137/138 of document EX70)	<p>potential capacity to continue delivering new homes for a number of years thereafter and then the completion of all remaining homes by around 2034. The total number of homes that the site is able to accommodate post 2028 will be established as part of on-going detailed design work for the site. This will take into account particular site requirements, including to appropriately mitigate impacts on the 18 listed pill boxes within or adjacent to the site, highway impacts (including the outcome of further transport assessment work and the Highway Agency's Route Based Strategies programme which is due to report in the spring of 2015), to achieve a suitable layout and density of development and to provide for strategic green infrastructure, particularly around the perimeters of the site and in the vicinity of the Grantham Canal. <u>The Council would expect that from the outset there should be a comprehensive scheme for the site as a whole and for its entire development, rather than one that just deals with that element of development expected by 2028, and that planning permission would be granted on this basis. The Council would not as part of any planning consent for the whole site seek to place a limit on what proportion of the up to 4,000 homes total could be delivered by 2028.</u>It is not expected that the number of homes post 2028 will exceed 1,500 in total and, in fact, could be somewhat lower than this.</p> <p>3.4.8.6 ——— Highway impact considerations mean that expected post 2028 development cannot be committed to until further assessment work takes place. This assessment work may have to be linked to certain future review points being reached (e.g. the implementation of currently required A52(T) highway improvement measures in order to allow post implementation assessment). In which case, the masterplanning process will have to ensure that the scheme as a whole is designed in such a way that certain phases can come forward separately, at a later date, if and when post 2028 development is shown to be appropriate. This will have to be done in a way that does not compromise the design quality and layout of the scheme as a whole. The Council believes that it is appropriate to plan now for development post 2028 in this particular location in order to best avoid development coming forward in a piecemeal and disjointed manner. Being able to comprehensively and holistically plan for the creation of this new community as a whole from the outset is particularly important given the limitations that exist in connecting with the rest of Gamston, meaning that it will have to function more as a</p>

Ref	Point in document	Proposed Main Modification
		standalone urban centre than would ordinarily be the case for an urban extension.”
MM15(h)	<p>Para- graphs 3.4.8.8 and 3.4.8.9</p> <p>(see pages 138/139 of document EX70)</p>	<p><i>Amend 3.4.8.8 and 3.4.8.9 as follows:</i></p> <p>“3.4.8.8 Transport modelling work undertaken to look at the likely cumulative effects of proposed development within Rushcliffe and the wider Greater Nottingham area has been used to identify that there will need to be direct improvements to the A52(T) in order to accommodate development. Primary access for the site is, at present, expected to be achieved by <u>two individual accesses</u> an individual access directly onto the A52(T) Gamston Lings Bar Road, <u>one of</u> which also allows connection to Ambleside within Gamston. Exact access arrangements <u>and the timing of delivery</u> will be determined through the masterplanning process and more detailed transport assessment work. At present, there is an expectation that improvements to A52(T) junctions in Rushcliffe and the A606 Tollerton Lane/Main Road junctions, which will directly support this development, are required by around 2021.</p> <p>3.4.8.9 Also in the immediate locality, it has been identified that it is likely the <u>A52(T) Lings Bar Road will need to be widened to dual 2 lane carriageway standard between the A52(T)/Ambleside junction and the approach to the A52(T)/A606 Wheatcroft roundabout, and modified between the A52(T)/Ambleside junction and the A52(T)/A6011</u> A52(T) Gamston Roundabout will need to be modified to assist in accommodating development on this strategic allocation, <u>in addition to other identified A52(T) junction improvements. These</u> This and other measures are expected to be delivered through a combination of funding mechanisms including by direct provision by developers, through developer contributions, the Council's proposed <u>(planning obligations and/or</u> Community Infrastructure Levy), and through public funding. The cost, phasing and funding of road improvements requires further detailed work as more detail in relation to the site's development is established. In addition, the <u>Borough</u> Council will work in partnership with the Highways Agency and local highway authorities and the developers/landowners to finalise phasing and funding arrangements.”</p>

Ref	Point in document	Proposed Main Modification
MM15(i)	Figure 6 (see pages 141/142 of document EX70)	<i>Amendments to Figure 6 (which follows Policy B's justification text) as set out below at Appendix 10</i>

16. Main Modification 16 (MM16) – Changes to Appendix A: Glossary

Ref	Point in document	Proposed Main Modification
MM16	Appendix A: Glossary (see page 150 of document EX70)	<i>Amend definition for Local Transport Plan as follows:</i> “ Local Transport Plan (LTP) – 5 year strategy prepared by Local Transport Authorities (including Nottinghamshire County). Sets out the development of local, integrated transport, support by a programme of transport improvements. Used to bid for Government funding towards transport improvements. Alongside the Nottinghamshire LTP, the LTPs for Nottingham, Derbyshire and Leicestershire are all relevant in the context of the Rushcliffe Local Plan. ”

17. Main Modification 17 (MM17) – Changes to Appendix C: Infrastructure

Ref	Point in document	Proposed Main Modification
MM17	Appendix C: Infrastructure (see pages 158-167 of document EX70)	<i>Amend to table as set out below in Appendix 11.</i>

Appendices

Appendix 1 – Main Modification MM1(d)

Following after paragraph 3.1.2.21 and the existing monitoring table, the insertion of further text and an additional monitoring table, as follows.

“3.1.2.22 In respect of housing delivery, consideration will be given to a full review of the Local Plan should the actions listed in the table below not keep housing delivery at the anticipated rate.”

<u>Key objective</u>	<u>Target</u>	<u>Indicator</u>	<u>Trigger</u>	<u>Action</u>
<u>Housing delivery</u>	<u>13,150 new homes by 2028, of which 1,900 will be delivered by April 2017 (first monitoring date following anticipated adoption of Local Plan Part 2)</u>	<u>Net new dwellings built</u>	<u>Shortfall of 30% cumulative completions against annualised 5 year land supply as set out in housing trajectory from April 2017 onwards (adoption of Local Plan Part 2).</u> <u>Inability to demonstrate 5 year land supply plus 5% or 20% buffer from April 2017 onwards.</u>	<ul style="list-style-type: none"> <u>• Consideration of Market Signals, and risks to delivery in broad terms and on strategic sites being minimised through annual reviews of Housing Implementation Strategy.</u> <u>• Discuss with landowners and developers ways to overcome key constraints.</u> <u>• Annual review of SHLAA</u> <u>• Rectification of any delays that may occur on strategic sites through the identification of additional sites and broad locations to</u>

<u>Key objective</u>	<u>Target</u>	<u>Indicator</u>	<u>Trigger</u>	<u>Action</u>
				<u>achieve annualised housing land supply through Local Plan Part 2.</u>
<u>Affordable housing delivery (3,100 dwellings over plan period)</u>	<u>190 dwellings 2011-2017</u> <u>1850 dwellings 2018-2023</u> <u>1150 dwellings 2024-2028</u>	<u>Net new affordable dwellings built</u>	<u>Shortfall of 30% cumulative completions on rolling 5 year land supply</u>	<ul style="list-style-type: none"> <u>Review triggers and barriers to delivery on sites that will deliver affordable housing through annual updates of the Housing Implementation Strategy</u>

”

Appendix 2 – Main Modification MM3

Following after paragraph 3.1.4.20 and the existing monitoring table, the insertion of further text and an additional monitoring table, as follows.

“3.1.4.21 In respect of employment land delivery, consideration will be given to a full review of the Local Plan should the following actions not keep employment land delivery at the anticipated rate.

<u>Key objective</u>	<u>Target</u>	<u>Indicator</u>	<u>Trigger</u>	<u>Action</u>
<u>Provision of additional office space (B1(a))</u>	<u>At least 67,900m² by 2028</u>	<u>Office space developed</u>	<u>30% below 5 year cumulative target for Rushcliffe and other Greater Nottingham authorities from base date of plans (2011)</u>	<ul style="list-style-type: none"> <u>Identify any barriers to delivery</u> <u>Review market conditions</u> <u>Review evidence in</u>

<u>Key objective</u>	<u>Target</u>	<u>Indicator</u>	<u>Trigger</u>	<u>Action</u>
				<p><u>relation to office supply</u></p> <ul style="list-style-type: none"> • <u>Review appropriateness of allocations through employment land review and through Local Plan Part 2</u>
<u>Develop 20 Hectares of industrial land</u>		<u>Total amount of additional industrial and warehouse development</u>	<u>30% below 5 year cumulative target for Rushcliffe and other Greater Nottingham authorities from base date of plans (2011)</u>	<ul style="list-style-type: none"> • <u>Identify any barriers to delivery</u> • <u>Review market conditions</u> • <u>Review evidence in relation to office supply</u> • <u>Review appropriateness of allocations through employment land review and through Local Plan Part 2</u>

Appendix 3 – Main Modification MM7(d)

Following after paragraph 3.2.8.5 and the existing monitoring table, the insertion of further text and an additional monitoring table, as follows.

“3.2.8.6 In respect of the delivery of a package of measures for delivering the package of improvements to A52(T) junctions between the A6005 (QMC) and A46(T) Bingham, the following monitoring arrangements will apply:

<u>Key objective</u>	<u>Target</u>	<u>Indicator</u>	<u>Trigger</u>	<u>Action</u>
<u>Improvements to strategic road network</u>	<u>Finalise planning contribution strategy for strategic road network</u>	<u>Agreed contribution strategy by December 2014</u>	<u>Lack of contribution strategy</u>	<ul style="list-style-type: none"> <u>Review reasons for lack of strategy and take action to rectify the situation.</u> <u>Give consideration to use of Community Infrastructure Levy without the support of a contribution strategy.</u>

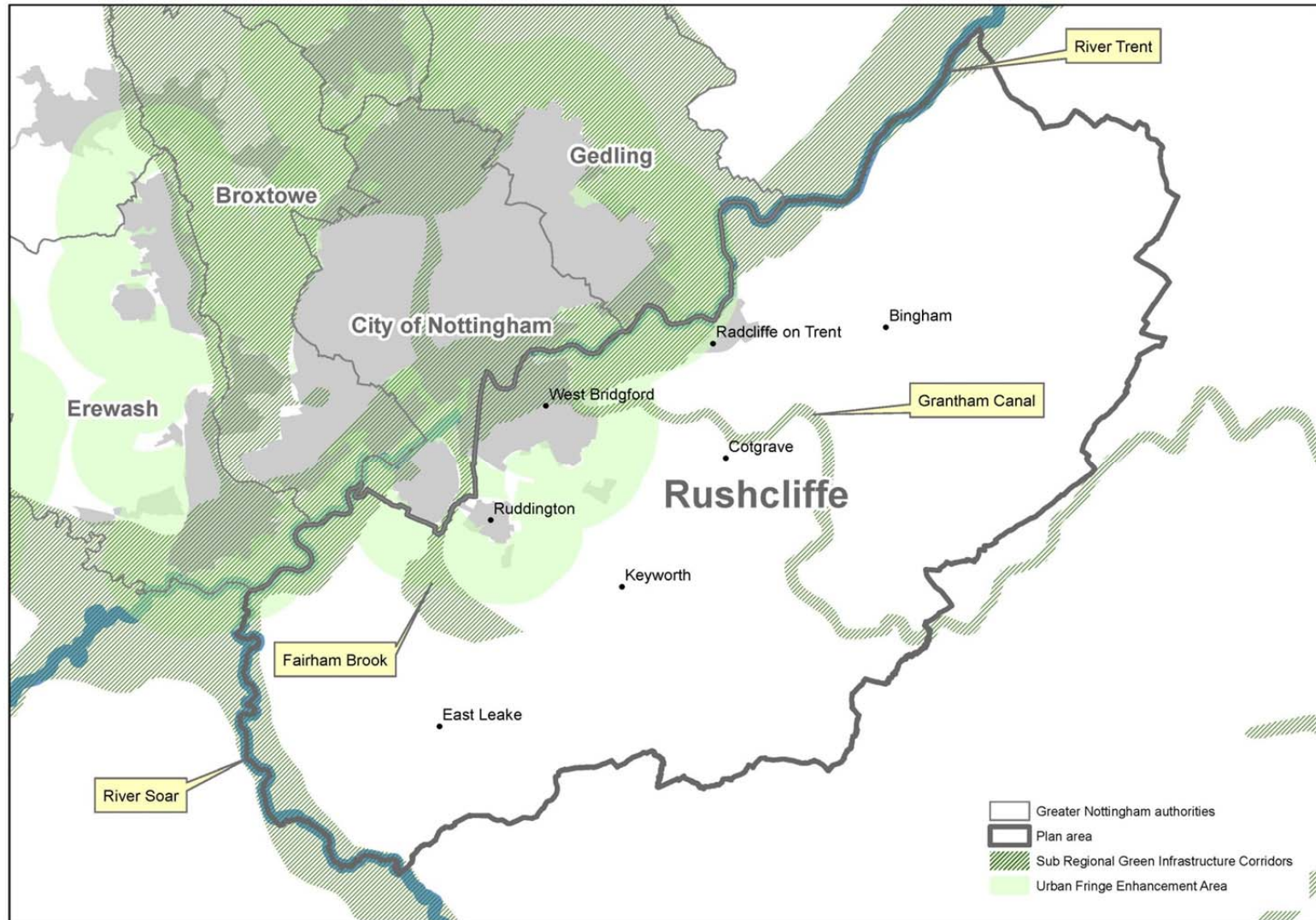
Appendix 4 – Main Modification MM8(b)

Replace the 'Green Infrastructure in Greater Nottingham' diagram with an amended version which is enlarged and has additional labelling highlighting features referred to in paragraph 3.3.1.3.

This diagram is to be deleted



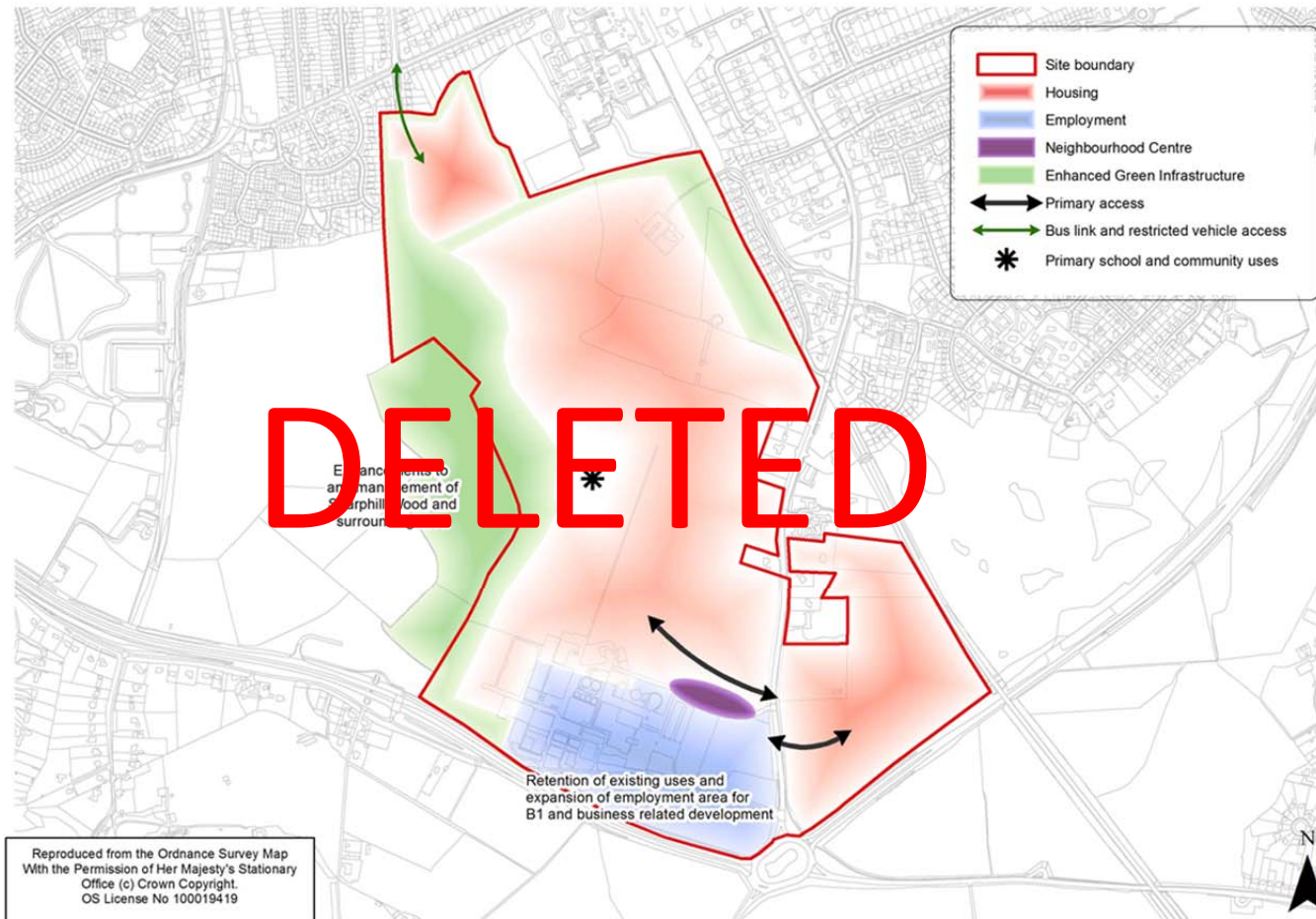
This diagram is to be inserted



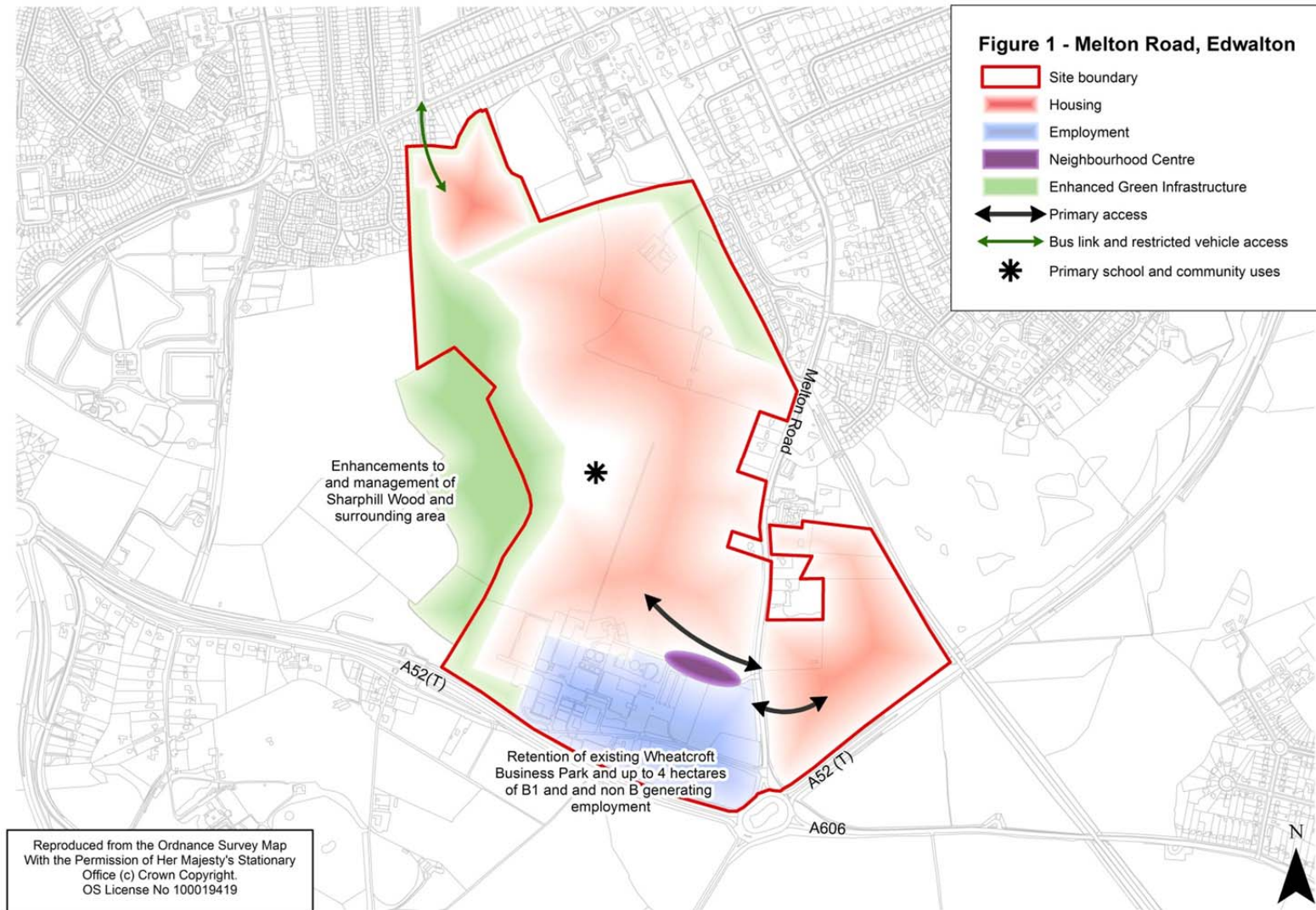
Appendix 5 – Main Modification MM10(f)

Amendments to Figure 1 (Land at Melton Road, Edwalton) which follows Policy 19's justification text.

This diagram is to be deleted.



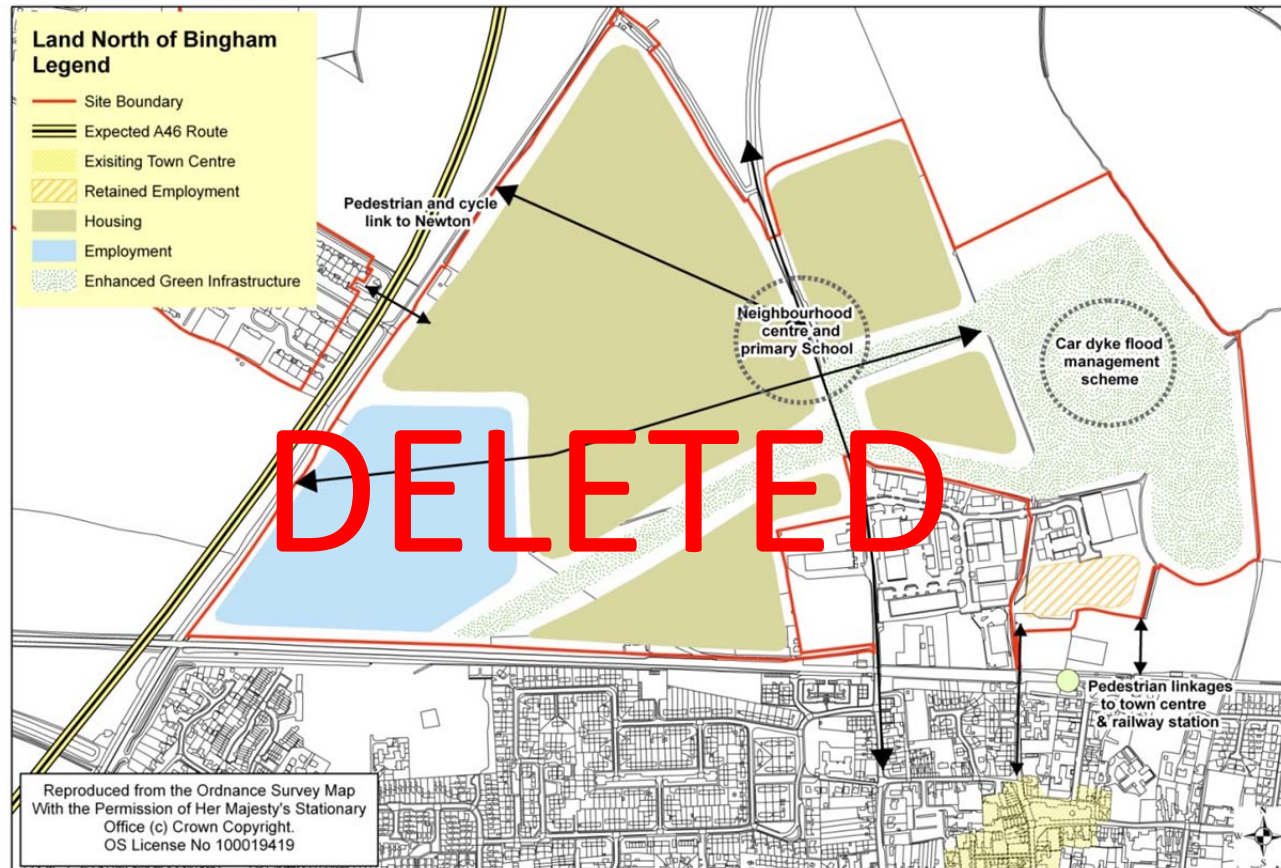
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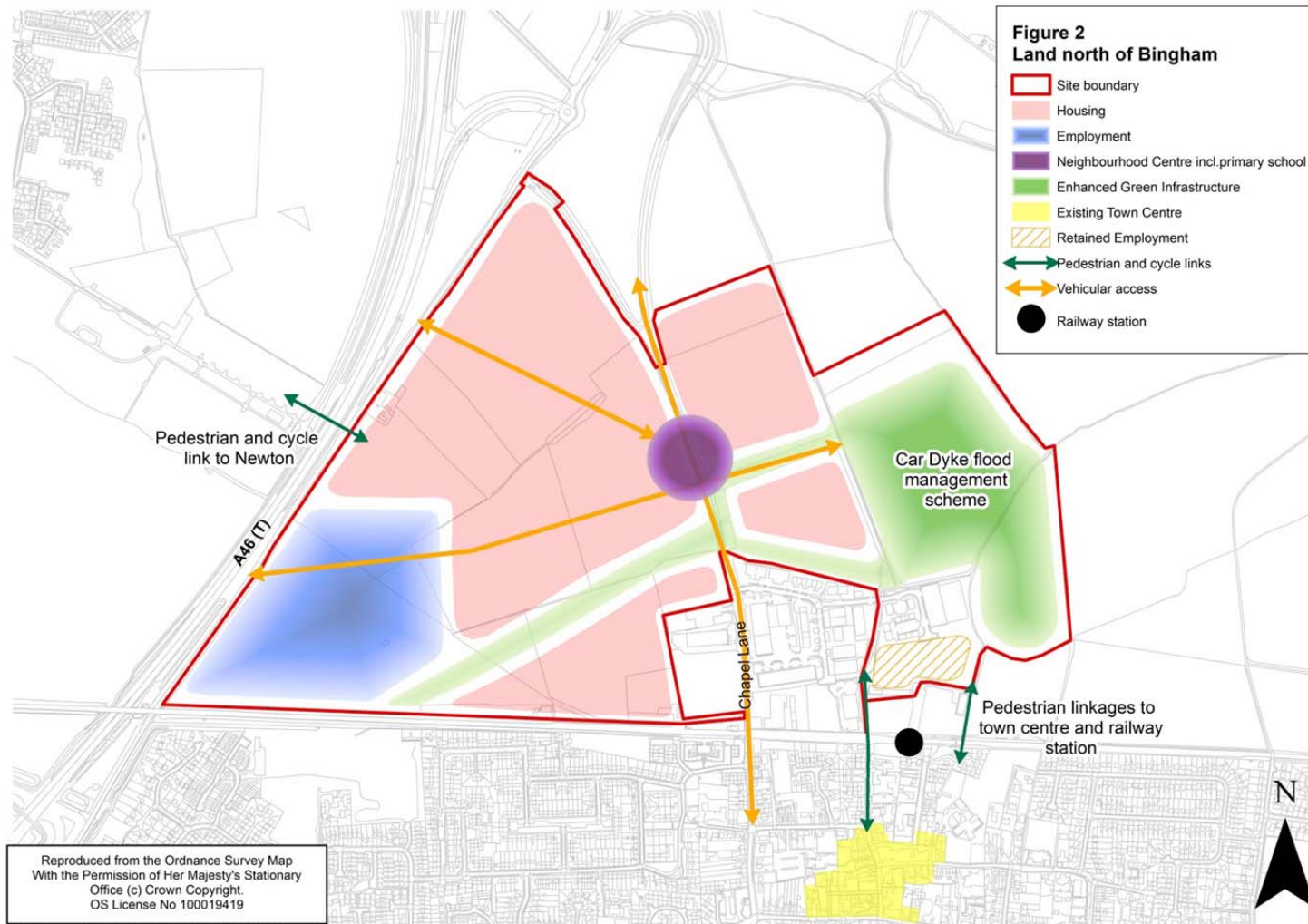
Appendix 6 – Main Modification MM11

Amendments to Figure 2 (Land north of Bingham) which follows Policy 20's justification text.

This diagram is to be deleted.



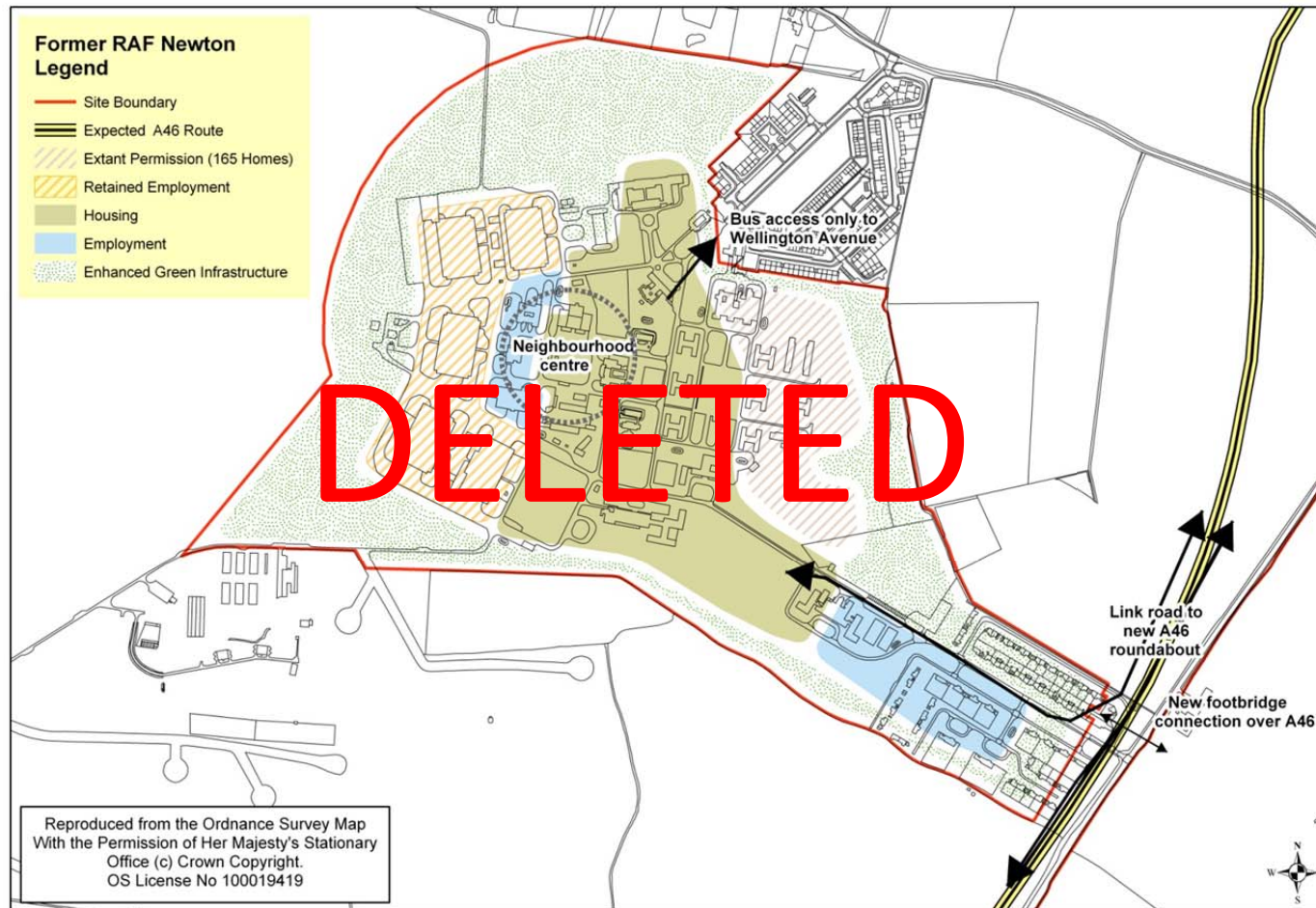
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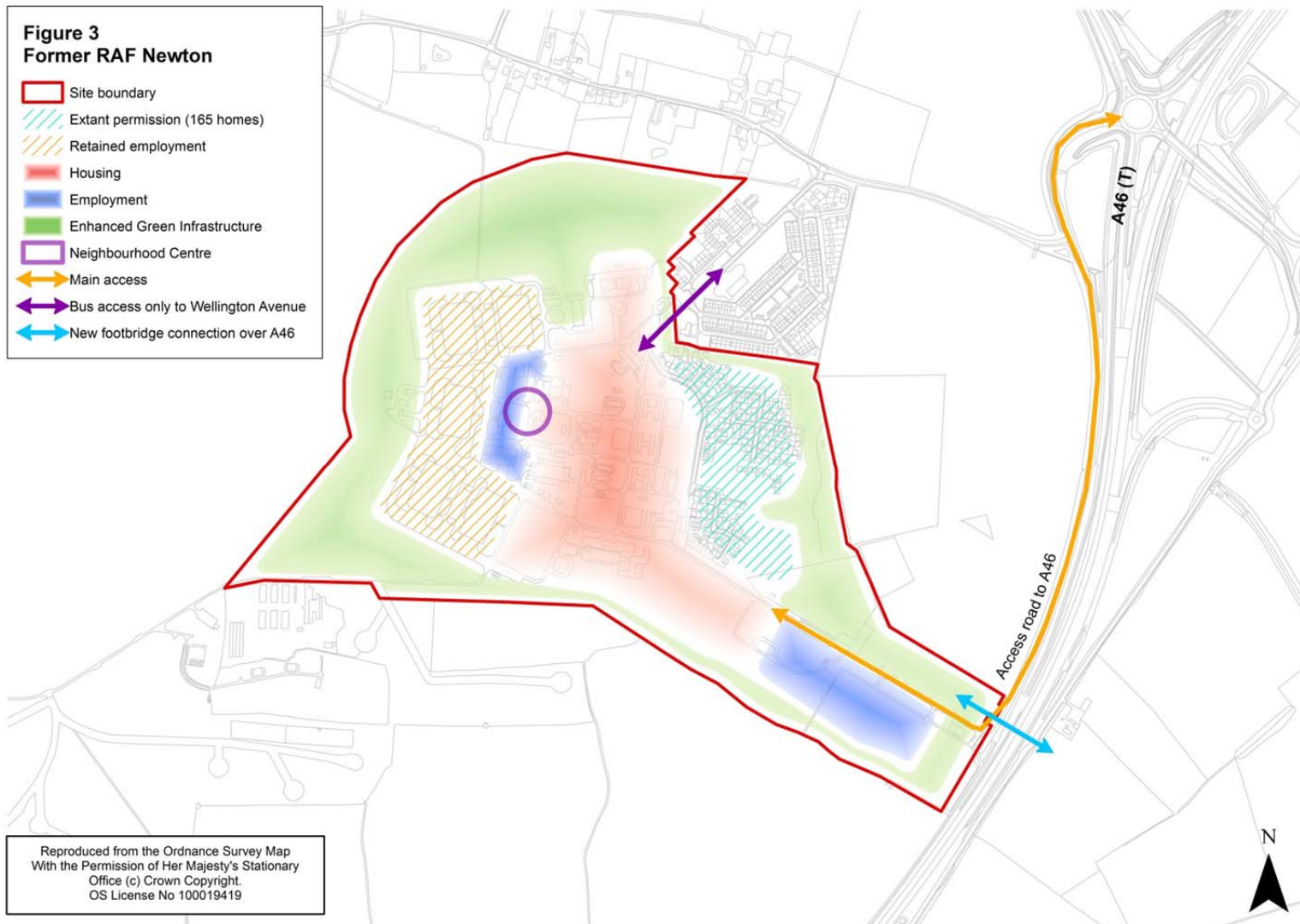
Appendix 7 – Main Modification MM12

Amendments to Figure 3 (Former RAF Newton) which follows Policy 21's justification text.

This diagram is to be deleted.



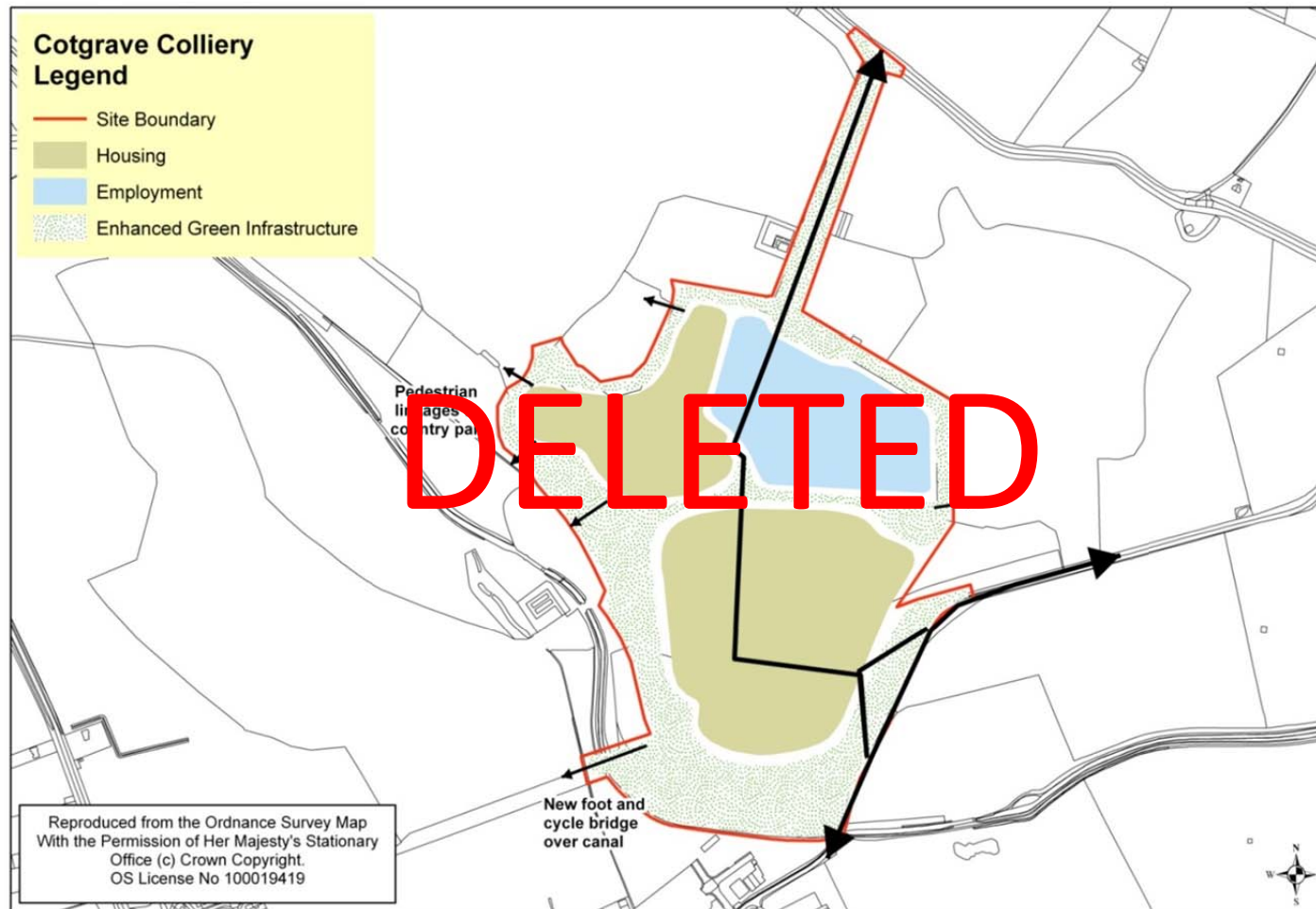
This diagram is to be inserted.



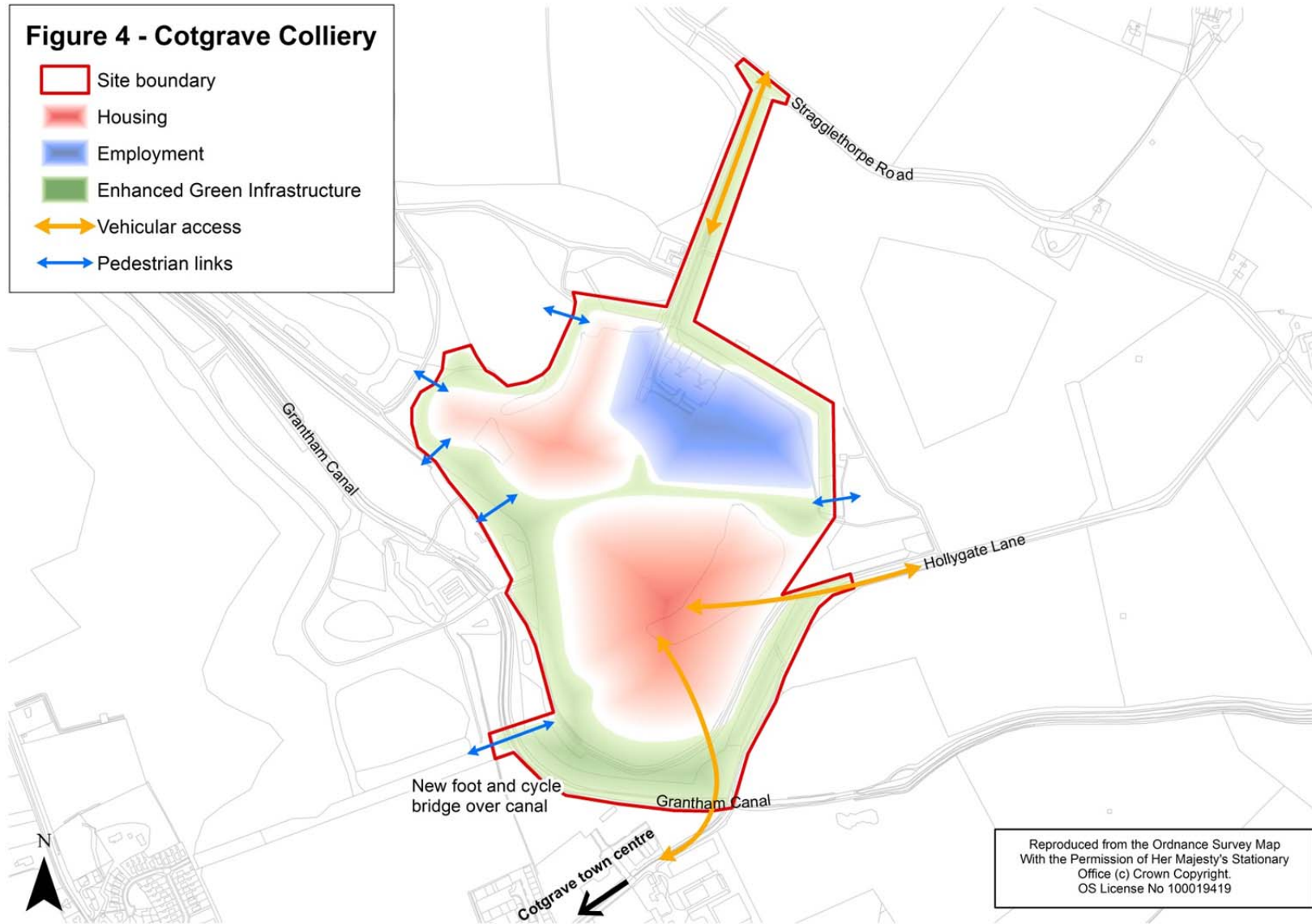
Appendix 8 – Main Modification MM13

Amendments to Figure 4 (Former Cotgrave Colliery) which follows Policy 22's justification text.

This diagram is to be deleted.



This diagram is to be inserted.



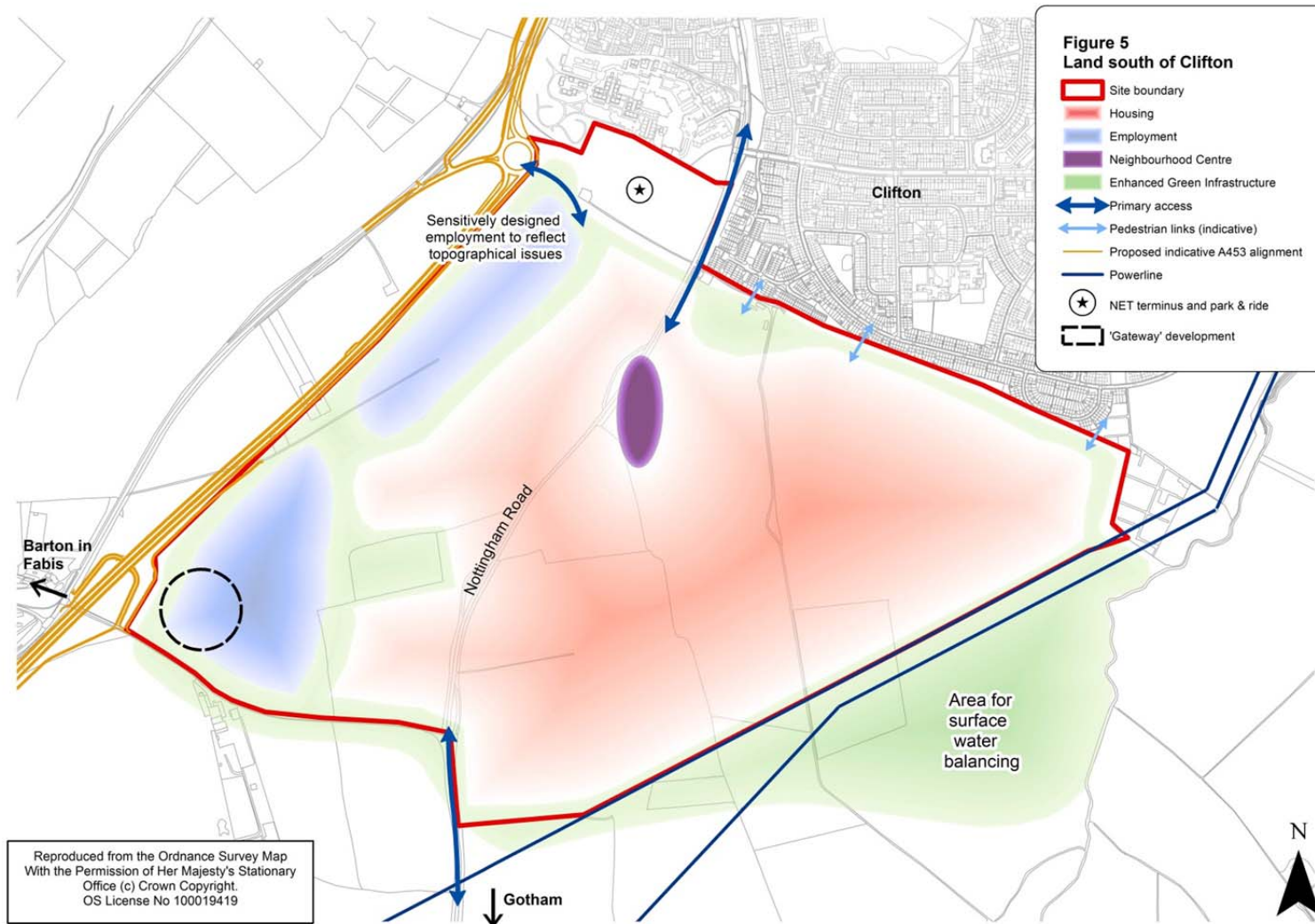
Appendix 9 – Main Modification MM14(c)

Amendments to Figure 5 (South of Clifton) which follows Policy 23's justification text.

This diagram is to be deleted.



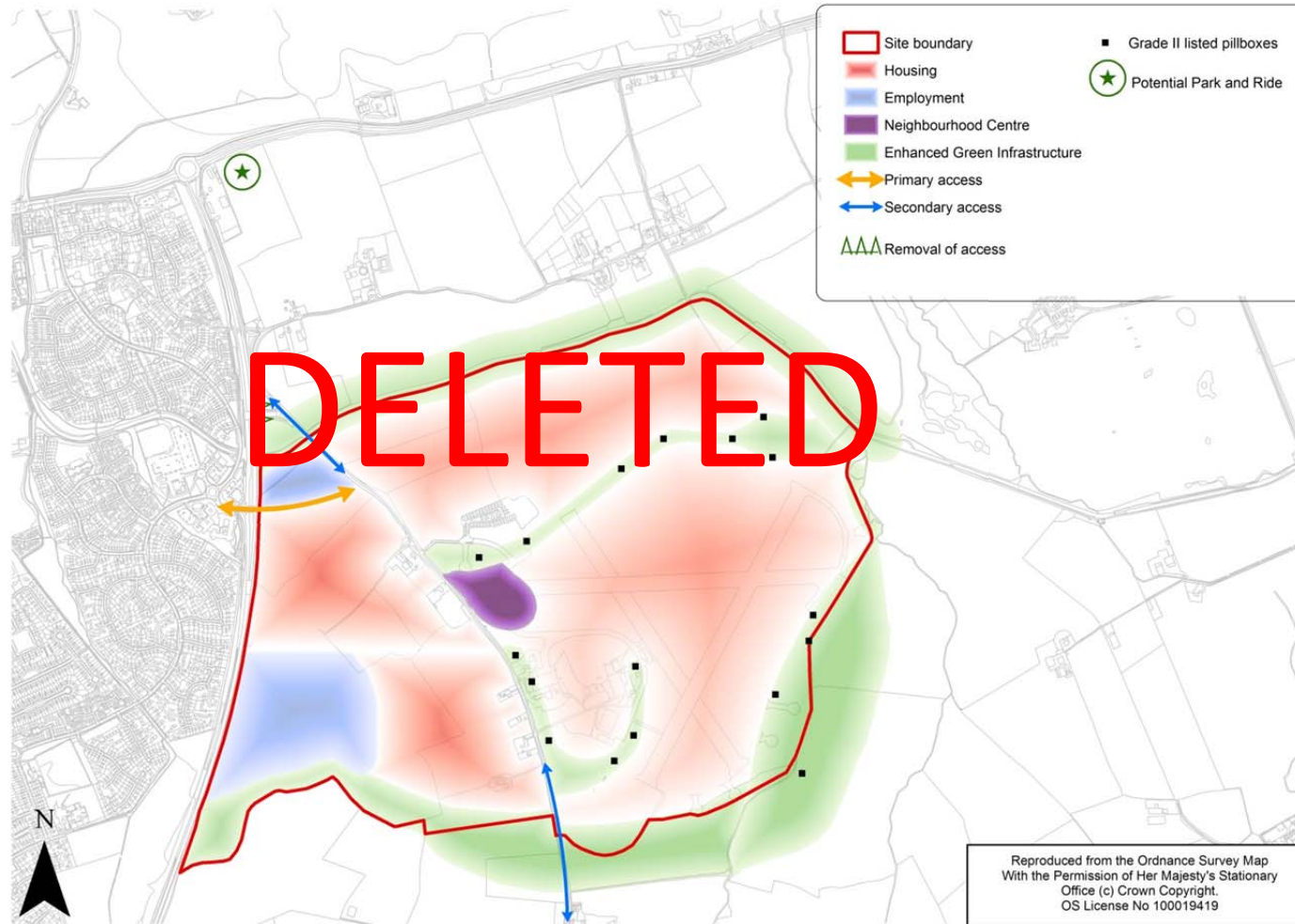
This diagram is to be inserted.



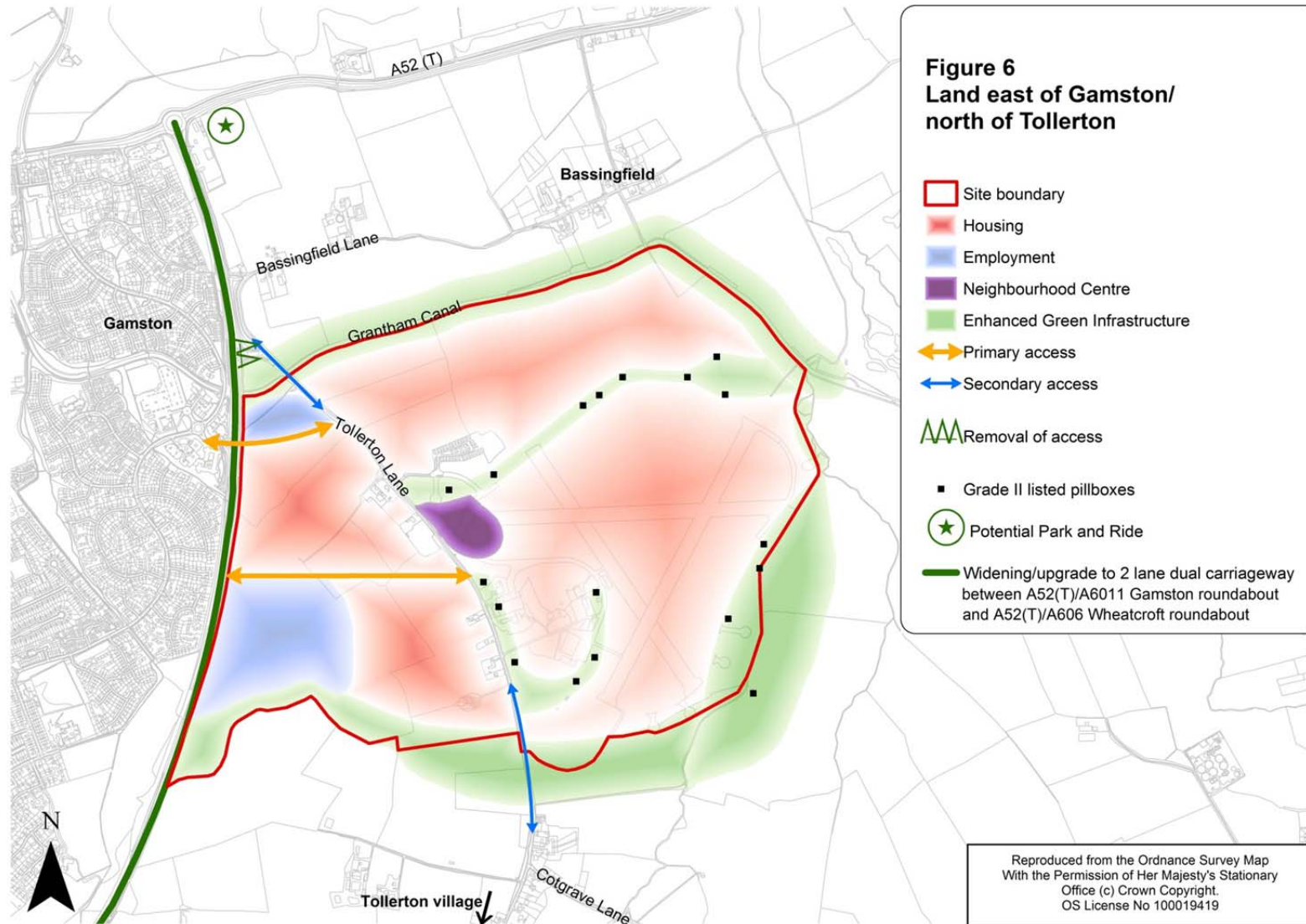
Appendix 10 – Main Modification MM15(i)

Amendments to Figure 6 (East of Gamston/North of Tollerton) which follows Policy B's justification text.

This diagram is to be deleted.



This diagram is to be inserted.



Appendix 11 – Main Modification MM17

Amend the text of the Appendix C as follows.

“

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
Critical and Site Specific	Transport	Rushcliffe	Clifton South	NET line 2 (Light rapid transit)	Underway	570,000	570,000	DFT NCC PFI	Tramlink Nottingham	Within 5 years
Critical and Site Specific	Transport	Rushcliffe	All	Nottingham Hub	Underway	67,000	67,000	NR EMT NCC NsCC NDE RHT	NR	Within 5 years
Critical and Site Specific	Transport	Rushcliffe	Clifton South	Implementation of the A453 improvement scheme	Underway	164,000	164,000	DFT NsCC	HA	Within 5 years
Critical and Site Specific	Transport	Rushcliffe	Clifton South	Access arrangements onto A453	Masterplanning underway	2,000-3,000		Developer	Developer	Throughout plan period
Critical and site specific	Transport	Rushcliffe	East of Gamston	Access arrangements onto A52 Lings Bar Road	Dialogue with highways authorities underway	TBC		Developer	Developer/RBC	Throughout plan period
Critical and Site Specific	Transport	Rushcliffe	Edwalton	Access arrangements onto Melton Road	Planning permission granted for revised	3,600		Developer	Developer	Within 5 years

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
					access					
Important Strategic	Transport	Rushcliffe/NCC	South of Clifton, East of Gamston, Edwalton and other sites in A52 corridor	Package of A52 road and junction improvements between A6005 and A46	Transport Assessments /Master-planning/ Highways Agency studies	25,000-30,000		Developer / S106/CIL/ external funding source/HA	Highways Agency/ RBC/ NsCC	Throughout plan period
Important Strategic	Transport	NCC	All	Nottingham Ring Road Scheme	Under Construction	16,200	16,200	DFT NCC	NCC	Within 5 years
Important Strategic <u>Critical and site specific</u>	Transport	Rushcliffe	All	Provision of Park and Ride at Gamston <u>and associated bus priority measures in West Bridgford</u>	No Commitment	3,500		CIL/S106	NsCC, HA <u>Developer</u> ,	Throughout plan period
Critical Local	Flood Risk	Rushcliffe	North of Bingham	Car Dyke flood management scheme	Planning Permission	TBC		S106	Developer	Within 5 years
Local	Utilities	Rushcliffe	Cumulative Non-strategic Sites	Additional 33kV circuits and new primary substation in Gamston area		TBC		Central Networks	Central Networks	Within 5 years
Local	Education	Rushcliffe	Cumulative Non-	Primary school places	To be determined	16,069		S106/possible	RBC	Throughout plan

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
			strategic Sites	contribution	via Local Plan Part 2 (Land and Planning Policies)			CIL		period
Local	Education	Rushcliffe	Cumulative Non-strategic Sites	Secondary school places contribution	To be determined via Local Plan Part 2 (Land and Planning Policies)	18,447		S106/possible CIL	RBC	Throughout plan period
Local	Utilities	Rushcliffe	RAF Newton/ North of Bingham	Additional water pumps. Modelling work on sewerage system and subsequent improvements	Planning application	TBC		Severn Trent Water	Severn Trent Water	Within 5 years
Local	Transport	Rushcliffe	RAF Newton	Link road widening, bus access arrangements, integrated transport package	Planning application	970		S106	Developer/ NsCC	6-10 years Within 5 years
Local	Transport	Rushcliffe	RAF Newton North of	Foot/cycle bridge over old and new A46	Planning application	TBC		S106	To be confirmed	Within 5 years

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
			Bingham	(RAF Newton) and land to facilitate crossing (North of Bingham)						
Local	Transport	Rushcliffe	RAF Newton	Local highways works and integrated transport package	Planning application	TBC		S106	Developer	Throughout plan period
Local	Health	Rushcliffe	RAF Newton	Contribution to health facility improvements	Planning application	506		S106	RBC	Within 5 years
Local	Education	Rushcliffe	RAF Newton	1 form entry primary school	Planning application	3,300		S106	RBC	Within 5 years
Local	Community	Rushcliffe	RAF Newton	Sports pitch, changing facilities and play areas	Planning application	Direct provision		Direct provision , S106	RBC Developer	Within 5 years
Local	Community	Rushcliffe	RAF Newton	Contribution towards indoor leisure	Planning application	347		S106	Developer	Within 5 years
Local	Transport	Rushcliffe	Clifton south	Integrated transport package	Master-planning	3,450		S106	RBC	Throughout plan period
Local	Transport	Rushcliffe	Clifton south	Traffic management measures within Gotham and Ruddington	Transport Modelling and future transport	TBC		S106	RBC Developer/ NsCC	Throughout plan period

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
					assessment					
Local	Health	Rushcliffe	Clifton South	Health provision or contributions towards improved health facilities in the vicinity	Master-planning underway	3,500		Developer S106	RBC	ongoing
Local	Utilities	Rushcliffe	Clifton South	Reinforcement of one existing 33kV circuits and one existing primary substation, or the delivery of one new primary substation	Master-planning underway	TBC		Central Networks	Central Networks	Within 5 years
Local	Utilities	Rushcliffe	Clifton South	Possible upgrade to sewerage system. May require a new sewerage outlet along Fairham Brook corridor and capacity upgrade at Clifton pumping station	Master-planning underway	TBC		Severn Trent	Severn Trent	Within 5 years
Local	Green Infrastructure	Rushcliffe	Clifton South	Green Infrastructure enhancements	Master-planning underway	TBC		S106	Developer	Within 5 years

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
				linking existing copses. Significant GI to provide a defensible boundary to the south and east of the site						
Local	Education	Rushcliffe	Clifton South	Secondary school places contribution (on or off site to be determined)	Master-planning underway	4,240 8,280		S106	RBC	Within 5 years
Local	Education	Rushcliffe	Clifton South	2x2 1x 2 form entry and 1x1.5 form entry primary schools	Master-planning Underway	13,000		S106	Developer	Within 5 years
Local	Community	Rushcliffe	Clifton South	Community Hall	Master-planning underway	2,200		S106	Developer	Within 5 years 5-10 years
Local	Community	Rushcliffe	Clifton South	Play areas and playing pitches as necessary	Master-planning underway	3,140		S106	Developer	Within 5 years Through-out plan period
Local	Transport	Rushcliffe	North of Bingham	Contributions to walking, cycling and PT improvements	Planning application	750		S106	RBC Developer	Within 5 years

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
Local	Transport	Rushcliffe	North of Bingham	Chapel Lane foot/cycleway	Planning application	400		S106	RBC Developer	Within 5 years
Local	Transport	Rushcliffe	North of Bingham	Rail station improvement (car park)	Planning application	270		S106	RBC Developer	Within 5 years
Local	Health	Rushcliffe	North of Bingham	Contribution to health centre	Planning application	125		S106	RBC	Within 5 years
Local	Green Infrastructure	Rushcliffe	North of Bingham	Provision of 4.9ha community park, 6.8ha amenity green space, Car Dyke GI corridor outdoor sport and recreation	Planning application	600		S106	RBC	Within 5 years
Local	Education	Rushcliffe	North of Bingham	1 form entry primary school	Planning application	4,000		S106	RBC	Within 5 years
Local	Education	Rushcliffe	North of Bingham	Secondary school places contribution	Planning application	2,800		S106	RBC	Within 5 years
Local	Community	Rushcliffe	North of Bingham	Site for leisure provision and/or contribution towards leisure facilities. Provision of an on-site community	Planning application	632		S106	RBC	Within 5 years

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
				centre						
Local	Transport	Rushcliffe	Cotgrave	Highways improvements A606/Melton Road junction, A606/Tollerton Lane Junction Various locations TBC	Outline Planning Permission	TBC		S278	RBC NsCC	Within 5 years
Local	Transport	Rushcliffe	Cotgrave	Local highways and walking and cycling upgrades, various locations.	Outline Planning Permission	TBC		S106	RBC Developer/ NsCC	Within 5 years
Local	Transport	Rushcliffe	Cotgrave	Integrated transport package/smart er choices, including bus service provision and improvements along Hollygate Lane	Outline Planning Permission	640		S106	RBC Developer/ NsCC	Within 5 years
Local	Transport	Rushcliffe	Cotgrave	Cotgrave country park cyclepath and canal towpath	Outline planning permission	151		S106	HCA	Within 5 years

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
				improvements.						
Local	Green Infrastructure	Rushcliffe	Cotgrave	Direct provision of replacement habitat plus ecology contribution for Cotgrave	Outline planning permission	20		S106	HCA	Within 5 years
Local	Green Infrastructure	Rushcliffe	Cotgrave	Country park connectivity and safety improvements	Outline planning permission	105		S106	HCA	Within 5 years
Local	Green Infrastructure	Rushcliffe	Cotgrave	Cotgrave Country Park habitat and access arrangements	Underway	385		NsCC Growth Point	NsCC	Within 5 years
Local	Education	Rushcliffe	Cotgrave	Primary school places contribution	Outline planning permission	763		S106	RBC	Within 5 years
Local	Green Infrastructure/Community	Rushcliffe	Cotgrave	Provision of open space and play areas	Outline Planning Permission	TBC		Direct provision S106	Developer	Within 5 years
Local	Community	Rushcliffe	Cotgrave	Contribution to support youth leisure services and sports capacity scheme	Outline planning permission	30		S106	RBC	Within 5 years

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
Local	Community	Rushcliffe	Cotgrave	Community facilities and town centre enhancements	Outline planning permission	932		S106	RBC	Within 5 years
Local	Community	Rushcliffe	Cotgrave	Cotgrave Town Centre redevelopment to improve facilities and linkages to Cotgrave and Cotgrave Colliery	Master-planning complete	Est 2,500-3,000		S106	HCA, Growth Point, RBC, Metropolitan Housing Partnership	Within 5 years
Local	Transport	Rushcliffe	Edwalton	Various local highways improvements, Boundary Road/Musters Road. Traffic calming measures Tollerton Lane.	Master-planning underway	1,300		S106, S278	Developer	Throughout plan period
Local	Transport	Rushcliffe	Edwalton	Off-site walking, cycling and public transport improvements	Master-planning underway	1,500		S106,	Developer	Within 5 years
Local	Health	Rushcliffe	Edwalton	Reservation of 0.7ha site for health	Master-planning underway	1,104		S106	Developer	Within 5 years

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
				provision. Healthcare						
Local	Green Infrastructure	Rushcliffe	Edwalton	Sharphill wood enhancement, habitat creation and management plan, landscape buffers.	Master-planning underway	TBC		S106	Developer/RBC	Within 5 years
Local	Education	Rushcliffe	Edwalton	On site primary school	Master-planning underway	7,000		S106 Direct provision	RBC Developer	Within 5 years
Local	Education	Rushcliffe	Edwalton	Secondary school places contribution	Master-planning underway	2,100		S106	Developer	Throughout plan period
Local	Community	Rushcliffe	Edwalton	Indoor sport/community provision	Planning permission	1,100		Direct provision	Developer	Throughout plan period
Local	Community	Rushcliffe	Edwalton	Outdoor sport provision	Planning permission	1,600		S106	RBC	Throughout plan period
Local	Transport	Rushcliffe	Gamston	Off-site walking cycling and Public Transport improvements	Master-planning underway	3,600 (2,500 homes) 5,700 (4000 homes)		S106/CIL	RBC/NsCC/HA/Developer	Throughout plan period and beyond
Local	Health	Rushcliffe	Gamston	Improvements to health provision	On-going dialogue with Clinical Commissio	2,300 (2500 homes) 3,800		S106/CIL	RBC/Developer/Clinical Comm-	Throughout plan period and beyond

Nature	Infrastructure Category	Authority	Site (where Relevant)	Description/ Infrastructure Requirements	Progress	Est Cost £K	Funding Secured £K	Funding Sources	Lead	Time Period
					ning Group	(4000 homes)			Issuance Group	
Local	Green Infrastructure	Rushcliffe	Gamston	Enhancements to Grantham Canal Corridor	Master-planning underway	TBC		Direct provision from scheme	RBC/Developer	Throughout plan period and beyond
Local	Education	Rushcliffe	Gamston	Primary School x2 (for both 2500 and 4000 dwellings)	Master-planning underway	14,000 (2,500 and 4000 homes)		Direct provision or S106/CIL	RBC/NsCC/Developer	Throughout plan period and beyond
Local	Education	Rushcliffe	Gamston	Secondary School provision +Land space	Master-planning underway	3,500 (2,500 homes) 5,600 (4,000 homes)		Direct provision or S106/CIL	RBC/NsCC/Developer	Throughout plan period and beyond
Local	Community	Rushcliffe	Gamston	Indoor sport/community provision	Master-planning underway	1,800 (2,500) 2,900 (4,000)		Direct provision or S106/CIL	RBC/Developer	Throughout plan period and beyond
Local	Community	Rushcliffe	Gamston	Outdoor sport and recreation	Master-planning underway	2,600 (2,500) 4,200 (4,000)		Direct provision or S106/CIL	RBC/Developer	Throughout plan period and beyond

Notes:

- There is continuing work in relation to the broad locations at East Leake, Keyworth, Radcliffe on Trent and Ruddington
- Full details of other infrastructure requirements and cost/delivery assumptions can be found in the Infrastructure Delivery Plan
- Education costs have been estimated using standard multipliers for school places based on the number of housing units to be delivered. Further dialogue with education providers will further refine cost estimates, taking into account pupil projections and existing school capacity.
- Estimates of costs are only a snapshot in time and do not supersede the need for necessary and continuing negotiations in respect of infrastructure

requirements, both prior to the submission of planning applications and then during the planning application stage itself. Estimated costs are likely to fluctuate through the lifetime of the Core Strategy and subject to indexation.

Abbreviations

DFT	Department for Transport
EA	Environment Agency
EMT	East Midlands Trains
GP	Growth Point
HA	Highways Agency
HCA	Homes and Communities Agency
LTP	Local Transport Plan
NCC	Nottingham City Council
NDE	Nottingham Development Enterprise
NR	Network Rail
NsCC	Nottinghamshire County Council
PCT	Primary Care Trust
PFI	Private Finance Initiative
”	