

Rutland County Council Local Plan 2016 – 2036

St George's Barracks – Policies H2 & H3

Statement of Common Ground between:

Rutland County Council (RCC) and the Defence
Infrastructure Organisation (DIO)

January 2021

EXECUTIVE SUMMARY

This 'Statement of Common Ground' (SoCG) has been prepared jointly by Rutland County Council (RCC), and Montagu Evans on behalf of The Defence Infrastructure Organisation (DIO) (part of the Ministry of Defence) in respect of the proposed allocation of a mixed use development at St George's Barracks, Edith Weston (Policies H2 & H3 of the emerging Rutland Local Plan).

Policy H3 proposes a mix of uses to comprise around 2,215 homes, together with 14 hectares of employment land and the necessary community, utility, transport and green infrastructure.

The policy and allocation has been informed by evidence which considers the on and off-site implications of growth and whether the development and supporting infrastructure is deliverable.

Consideration has also been given to the site's housing trajectory. It is considered that at least 1,000 dwellings of the allocation will be delivered within the Plan period (to 2036), this is a cautious but realistic estimate based on recognised market delivery rates and equates to some 100 dwellings per year. Subject to favourable market conditions, higher rates could be delivered.

The proposed allocation, policy wording, evidence and trajectory are supported by the evidence that has been collated and prepared to date by RCC (and their advisors), independent of the planning application work now being undertaken by the DIO and their appointed team. The conclusions of the evidence support the allocation of the site for a mixed use development.

The purpose of the Statement of Common Ground is to inform the Inspector of the Rutland Local Plan and other interested parties about the areas of agreement between Rutland County Council and the site promoter (DIO) contained in the Rutland Local Plan (2016-2036). The Statement demonstrates that all parties are supportive of the proposed allocation, policy wording and supporting explanatory text within the plan.

The main areas that this Statement of Common Ground seeks to address are:

- Development potential – including dwellings & employment
- Housing Trajectory (lead in times, first delivery and ongoing delivery)
- Viability and deliverability
- Affordable housing
- Policy wording in the emerging plan
- Heritage assets
- That the evidence underpinning the allocation is robust
- The draft masterplan

- Timetable for progressing a planning application

INTRODUCTION

- 1.1. St George's Barracks (North Luffenham) is a large Ministry of Defence (MOD) site which is currently operational but which is due to be vacated by the Ministry of Defence on a phased basis from 2021.
- 1.2. The 'Defence Infrastructure Organisation' is part of the Ministry of Defence and is the estate expert for defence, supporting the armed forces in matters of planning, building, maintaining, and servicing infrastructure. The DIO have been the main promoter of the St George's Barracks site and are the signatory to this Statement of Common Ground.
- 1.3. The DIO promoted this brownfield site during the Regulation 18 stage of the Rutland Local Plan production and are fully committed to the delivery of housing, employment and supporting infrastructure on the site. RCC and DIO recognise the role that the site plays for RCC in the delivery of housing during the plan period to 2036 and beyond.
- 1.4. Policy H3 of the Publication version of the Rutland Local Plan allocates the site for:

".....a mix of uses to comprise around 2215 homes, of which at least 1,000 homes will be delivered by 2036, together with 14 hectares of employment land and the necessary community, utility, transport and green infrastructure to support a sustainable and thriving garden village community."
- 1.5. The site's allocation has been informed by a wide range of evidence that has considered the environmental, social and economic implications of the proposed allocation and whether it is deliverable (including its viability).
- 1.6. The proposed allocation and associated policy wording are attached as Appendix A. The Council's proposed housing delivery trajectory for the Plan Period is attached as Appendix B.
- 1.7. A Housing Infrastructure Fund (HIF) bid was submitted to the Ministry of Housing, Communities & Local Government by Rutland County in connection with development at St George's Barracks. The successful bid sought funding to improve infrastructure to support growth at the site. In addition, the Ministry of Housing, Communities & Local Government announced its support for development at St George's Barracks as one of 19 new garden villages.

2. EVIDENCE

2.1. Rutland County Council has developed an evidence base to underpin and justify the emerging Local Plan. The impact of the proposed allocation at St George's Barracks has been thoroughly assessed as part of the evidence base. This includes an assessment of the environmental, social and economic impacts of the proposed development including:

- Site Appraisal Assessment Report (December 2019);
- Employment Land Assessment Updates (January 2016);
- St George's Barracks Evolving Masterplan (November 2018) and supporting evidence documents;
- Phase 1 Habitat Surveys (Oakham / Stamford / Uppingham);
- Strategic Flood Risk Assessment (2009);
- Water Cycle Study (2011);
- Review of important open space and frontages (July 2017);
- Rutland Open Spaces report (October 2015);
- Landscape Review of Rutland Water (August 2019);
- Landscape Character Assessment (2003);
- Landscape sensitivity and capacity study of land North & West of Uppingham (June 2017);
- Landscape sensitivity and capacity study (2010);
- Landscape sensitivity and capacity study – Land around the Local Service Centres (July 2012 & Addendum 2017);
- Local Plan Viability Update Report (December 2019);
- Sustainability Appraisal / Strategic Environmental Assessment (2020); and
- Habitat Regulation Assessment (January 2020).

2.2. The key findings from the evidence reports were that:

- The site is capable of being satisfactorily developed without unacceptable impacts on water quality, water efficiency and flooding.
- Additional vehicle movements associated with the development would result in a modest impact on the Strategic Road Network (SRN) mitigation measures will be required to safeguard the operation of the SRN and Local Road network.
- Subject to mitigation, the proposal would not result in unsatisfactory harm to Rutland Water and other habitats and species.
- The proposed masterplan and subsequent development should seek to protect the on-site heritage assets and this is capable of being suitably controlled via the planning process.
- New infrastructure (including Green, Social and utilities Infrastructure) will be required in order to support the development.
- Landscape impacts were capable of being satisfactorily mitigated.

- 2.3. An indicative masterplanning exercise was undertaken by RegenCo on joint instruction from the DIO and RCC that gave careful consideration to the proposed layout, land uses and areas to be protected. The masterplan has partly been used to inform the site's capacity for dwellings and employment, based on Garden Village principles and forms a basis for further design development
- 2.4. Rutland County Council has engaged with its partners on an ongoing basis under the Duty to Cooperate to ensure that the 'cross-boundary' issues associated with development at St Georges are properly addressed. Some of the partners include:
 - Neighbouring Local Planning Authorities;
 - The Environment Agency;
 - Historic England;
 - Natural England;
 - Highways England;
 - Homes England; and
 - East Leicestershire & Rutland Clinical Commissioning Group.
- 2.5. Full copies of formal representations made at Regulation 19 stage will be forwarded to the Inspector as part of the examination process but no comments have been received that affect the soundness of the allocation and are more appropriate for detailed consideration and response at the planning application stage.

3. MASTERPLAN

- 3.1. Based on evidence, an indicative masterplan was prepared by a team specifically formed by DIO in partnership with RCC, and in consultation with the local community. Amongst other things this identifies a general approach to the proposed land uses, development structure and housing & employment capacity for the site.
- 3.2. The masterplan sets out the design principles for the site, including development block structure, open spaces and green infrastructure links informed by the site's constraints. RCC and DIO have jointly developed a strategic vision for the site which has informed the evolution of the masterplan over time. The masterplan indicates that a scheme comprising around 2,215 homes, 14 hectares of employment land, extensive green infrastructure and supporting social infrastructure can be comfortably delivered.
- 3.3. To deliver a New Garden Community and not a 'housing estate', Garden Village principles have been adopted which seek to provide vibrant, high-quality development with a strong sense of community and ongoing stewardship. It would provide a full range of necessary infrastructure and facilities to support a

large scale community that smaller developments would be unable to deliver in isolation.

- 3.4. The masterplan makes provision for a new primary school, business and community facilities, as well as a substantial country park, allotments, comprehensive network of green infrastructure , and walking and cycle routes. The masterplan also proposes integrated Sustainable Drainage Systems (SuDS) and public transport links ensuring a highly sustainable development.
- 3.5. The latest iteration of the illustrative Masterplan is attached as Appendix C.

4. DELIVERY - NATIONAL POLICY & GUIDANCE

- 4.1. In the context of the National Guidance concerning the ability of sites to deliver, the proposed allocation at St George's Barracks is 'suitable, available, achievable and deliverable'.
- 4.2. Detailed consideration has been given to the housing delivery trajectory for the site and this is shown in Appendix B. This has been informed by the likely date for military activity ceasing and the delivery of necessary infrastructure prior to development. In addition, the annual provision is considered realistic and achievable in terms of the ability of the development industry to deliver and local market absorption rates. This approach therefore meets the criteria of being Justified and Effective set out in paragraph 35 of the National Planning Policy Framework 2019. The site is able to deliver housing development in accordance with the aims of the Local Plan.

5. AREAS OF COMMON GROUND

- 5.1. Engagement between Rutland County Council (The Local Planning Authority) and Defence Infrastructure Organisation (The DIO) (the site promoter) took place on an ongoing basis via meetings, workshops, discussions and e-mail exchanges. The following areas of agreement are confirmed:

Development potential – including dwellings & employment

- 5.2. Rutland County Council and Defence Infrastructure Organisation agree that the proposed allocation can accommodate around 2,215 homes together with 14 hectares of employment land and the necessary community, utility, transport and green infrastructure. The issue of site capacity is addressed later in this Statement.

Housing Trajectory

- 5.3. Rutland County Council and Defence Infrastructure Organisation agree that the delivery timescales for development (including lead-in times, first delivery and ongoing delivery) as set out in the trajectory in Chapter 10 (Implementation and Monitoring Framework) is realistic and achievable. Both parties agree that first occupation of new houses would occur in the monitoring year 2025/6 and that at least 1,000 homes can be delivered on the site during the plan period up to 2036. Average delivery rates during peak years are anticipated to be at least 100 per year and there are no known insurmountable constraints that would hinder housing delivery. Higher delivery rates could be delivered in favourable market conditions. Phasing of the site will be subject to ongoing discussions and reflect market demands.

Viability and deliverability

- 5.4. Rutland County Council and Defence Infrastructure Organisation agree that a thorough assessment of the viability of the proposed development has been undertaken by both parties. The results of the assessments demonstrate that, with the benefit of the secured 'Housing Infrastructure Funding' the proposal is able to deliver the development, supporting infrastructure and policy requirements whilst remaining viable.

Affordable housing

- 5.5. Rutland County Council and Defence Infrastructure Organisation agree that a thorough assessment of the viability of the proposed development has been undertaken. The results of the assessments demonstrate that, with the benefit of the secured 'Housing Infrastructure Funding' the proposal is able to be deliver 30% affordable housing whilst remaining viable.

Policy wording

- 5.6. Rutland County Council and Defence Infrastructure Organisation agree that the proposed policy wording of policies H2 and H3 provide a realistic, deliverable and appropriate policy framework for delivery of a mixed-use 'New Garden Community' at St George's Barracks. Defence Infrastructure Organisation would support a minor amendment to the wording that specified:

".....a mix of uses to comprise a minimum of 2200 homes, of which at least 1,000 homes...."

The publication version specifically refers to 2,215 dwellings.

5.7. The housing capacity of the proposed development is largely calculated using an agreed site density formula and has been enshrined within early versions of the St George's Barracks emerging masterplan. Rutland County Council consider that reference to "around 2,215" dwellings is precise and that this gives greater specificity for monitoring purposes. It is accepted that more detailed masterplanning and detailed design may result in changes to overall site capacity.

5.8. Paragraph 3 of policy H2 indicates that:

"Prior to any planning application being considered a detailed masterplan will be prepared....."

Both parties agree that it would be more appropriate for the policy to state:

*"Prior to any planning application being **determined** a detailed masterplan will be prepared....."*

"The masterplan should be accompanied by a Design Code and Phasing Plan which together will set out a clear vision for the development of the new community and be developed through wide community engagement"

This will be proposed as a modification and both parties would support this change if the Inspector is minded to agree.

5.9. Policy H3 a) (v) states:

"Development will be supported where it:

a) provides a mix of housing types and tenures to meet evidenced local needs in the latest SHMA and GTAA including:....."

v) a minimum of 6 serviced Gypsy and Traveller pitches in line with Policy H11;...."

Both parties agree that, in order to be consistent with paragraph 5.65 of the emerging local Plan it would be more appropriate for the policy to state:

"v) "Provision for Gypsy and Traveller and Travelling Show People pitches will be made in line with the site criteria of Policy H11 and delivered in the second half of the plan period....."

This will be proposed as a modification and both parties would support this change if the Inspector is minded to agree.

5.10. Policy H8 states:

“On sites of 50 dwellings or more, developers will be required to supply at least 2% of the site capacity as serviced plots for sale to self-builders and/or custom house building.”

Both parties agree that, in order to be consistent with the Self-Build and Custom Housebuilding Act 2015 (as amended) it would be more appropriate for the policy to state:

“On sites of 50 dwellings or more, developers will be required to include at least 2% of the capacity of the site/phase as self-build or custom-build opportunities.”

Heritage Assets

5.11. St George’s Barracks site contains heritage assets. Development of the site will take account of these assets and seek to avoid any harm to them. The policy seeks to set out a robust policy framework for the protection of these heritage assets.

5.12. Both parties are mindful of Historic England’s proposal to designate part of the proposed site allocation as a Scheduled Monument and designate other buildings on the site in the vicinity as listed buildings. Both parties agree to work collaboratively to address any issues arising should additional heritage assets be designated in the future and prior to determination of any planning application on the site.

5.13. The Defence Infrastructure Organisation (DIO) consider that the policy should refer primarily to the ‘designated’ heritage assets on site. Any non-designated heritage assets should be specifically identified and could be identified following a robust Heritage Impact Assessment as part of any future application, and are already offered protection through proposed Policy EN16. Both parties agree that there is no need to duplicate policies within the plan.

Evidence base

5.14. The evidence base used to inform policies H2 and H3 (as set out in paragraph 2.1 of this statement) offers a sufficiently robust basis to underpin the proposed policies and allocations of a new mixed-use New Garden Community at St George’s Barracks in the Rutland Local Plan.

The draft masterplan

5.15. A masterplan was prepared to support the promotion of the St George’s Barracks as a proposed allocation and to seek Housing Infrastructure Fund

monies. It offers a provisional illustrative framework for development demonstrating how development could be delivered whilst protecting the historic, built and environmental integrity of the site. It is not a fixed blueprint and it is expected that this will evolve in consultation with officers, the local community, and statutory consultees to meet the objectives of policies H2 and H3 of the Rutland Local Plan.

Timetable for progressing a planning application

- 5.16. The 'Defence Infrastructure Organisation' are committed to submitting a planning application to Rutland County Council for a mixed use development including around 2,215 new homes, c.14 hectares of employment land and supporting infrastructure and are targeting submission in Q3 2021. The parties have agreed to pursue a Planning Performance Agreement (PPA) that sets out an agreed timeframe for determination of the planning application. The PPA will set an agreed and realistic timetable for the determination of the planning application from the date of validation.

Agreement

Signed on behalf of Rutland County Council

Mark Andrews



Chief Executive

Signed on behalf of Defence Infrastructure Organisation (DIO)

Catherine Davies



Head of Estates

Date: 29.01.21

Appendix A

Policy H2 – St George's garden community development and delivery principles

A new garden community will be developed on the site of St George's Barracks.

The new community must be developed as a comprehensive proposal in accordance with a detailed masterplan prepared for the whole site and to be agreed by the local planning authority.

Prior to any planning application being considered a detailed masterplan will be prepared for and approved by the local planning authority. The masterplan should set out a clear vision for the development of the new community and be developed through wide community engagement.

The masterplan should demonstrate how the following principles will be addressed in the design, development and delivery of the garden community:

1. a balanced and inclusive community in terms of the type and tenure of housing, meeting the needs of all sections of the community and contributing to meeting the County's evidenced housing needs;
2. the provision and promotion of opportunities for employment to allow residents to choose to live and work at home, within the new community and the County and to act as a focal point for new enterprises;
3. a sociable, vibrant and accessible community with access for all to a range of community services and facilities including health, education, retail, community meeting spaces, sport and recreational facilities and multi-functional open spaces;
4. a connected community via multiple modes of transport particularly public transport, walking and cycling;
5. a sustainable community that incorporates high standards of sustainable design and resource efficiency and is resilient to climate change. Development will achieve the highest standards of energy efficiency, water efficiency and sustainable waste management;
6. creates a distinctive environment respecting the site's heritage assets with development proposals accompanied and influenced by an appropriate assessment of the potential impact of development on heritage assets and an evaluation of the known and potential archaeological significance of the area;
7. reflects the area's natural environment including the creation of a network of green infrastructure with connectivity to existing green networks and corridors to enhance biodiversity;
8. responds appropriately to information and evidence about the potential effect of development (including mineral extraction) on Rutland Water SSSI/SPA/Ramsar, functional land and protected species;
9. a development underpinned by high quality urban design and place making principles, which ensures that the development respects both its immediate context and reflects its location within Rutland;
10. phasing of development and infrastructure both on-site and off-site to ensure that the latter is provided ahead of or in tandem with, the development it supports to address the impacts of the new garden village and meet the needs of residents.

The delivery of St George's Garden Community will include a mechanism for securing the establishment of appropriate and sustainable long term governance and stewardship arrangements for community assets including green space, public realm, community and other relevant facilities.

Policy H3 – St George's garden community development requirements

Land at St George's Barracks is allocated for the development of a new garden community as shown on the Policies Map.

The development will deliver a mix of uses to comprise around 2215 homes, of which at least 1,000 homes will be delivered by 2036, together with 14 hectares of employment land and the necessary community, utility, transport and green infrastructure to support a sustainable and thriving garden village community.

Planning applications must be consistent with the masterplan approved under Policy H2.

Development will be supported where it:

- a) provides a mix of housing types and tenures to meet evidenced local needs in the latest SHMA and GTAA including:
 - i) 30% of the site capacity as affordable housing in accordance with Policy H9;
 - ii) the requirements of Policy H7 regarding adaptable and accessible homes standards of part M4(2) of the Building Regulations;
 - iii) 2% of non-specialist housing to be delivered by small and medium sized local builders;
 - iv) 2% of housing capacity to be provided as self-build plots in accordance with Policy H8;
 - v) a minimum of 6 serviced Gypsy and Traveller pitches in line with Policy H11; and
 - vi) 10 plots for Travelling Show People in line with Policy H11.
- b) provides serviced employment land for appropriate B class uses in accordance with Policy E1;
- c) provides a local neighbourhood centre comprising community and leisure uses, appropriate local retail, service and food and drink facilities (use classes A1 to A5, B1, D1 and D5) including a multifunctional community centre and a new health and wellbeing centre. Residential use may be appropriate above retail or commercial units providing satisfactory residential amenity can be achieved. The centre shall provide a focal point for the new community with landmark buildings in appropriate locations and a high quality public realm;
- d) make on site provision for a new, or expanded and relocated, primary school;
- e) responds positively to the site's heritage and where appropriate and possible, retains, integrates and enhances the significance of both designated and non-designated heritage assets and archaeology within the site;
- f) Provides allotments, open space, sports facilities, play areas and recreation in line with the standards in Policy EN12;
- g) Provides a network of quality multifunctional green infrastructure, a country park and high quality open spaces with green access routes linking to nearby settlements and the wider countryside;

- h) Protects and enhances the natural environment within the site through the creation of significant areas of public open space, a network of green corridors, and the creation of new habitat to support net gains in biodiversity, and includes opportunities for preserving and enhancing existing habitats of value and natural features, maximising opportunities to link into existing habitat on the site and its relationship to the wider county;
 - i) Incorporates a range of measures to facilitate sustainable transport choices including:
 - i) a network of direct, safe walking and cycling routes to enhance permeability within the site and to access neighbouring communities;
 - ii) the provision of electrical vehicle charging opportunities across the development;
 - iii) improvements to public transport routes;
 - j) Mitigates the transport impacts of the proposed development on the local and strategic road network and delivers other specific transport related infrastructure requirements identified through the Infrastructure Delivery Plan or informed by the latest Transport Assessment. The proposal must also provide a comprehensive Travel Plan;
 - k) Respects and protects the separate identity and character of the nearby communities of Edith Weston and North Luffenham, including through the protection of a broad 'green gap';
 - l) Provides a high quality environment, establishing an identity and defined sense of place through the design, layout and materials used;
 - m) Demonstrates that Rutland Water would not be adversely affected by development;
 - n) Provides improvements to the treatment waste water that meets the requirements of the Water Framework Directive and to secure improvements in water quality and surface water management;
 - o) Delivers a bespoke energy strategy for the site with appropriate provision of heat and electricity from renewable (such as PV panel) and low carbon sources;
 - p) Delivers the installation of superfast broadband for all businesses, community facilities and dwellings in accordance with Policy SC3 (Promoting Fibre to the Premises);
 - q) Safeguards the mineral resource and provides for the development of landscape buffers and structural planting to screen future mineral workings within the site; and
 - r) Provides for the timely delivery of all required on site and off site infrastructure.

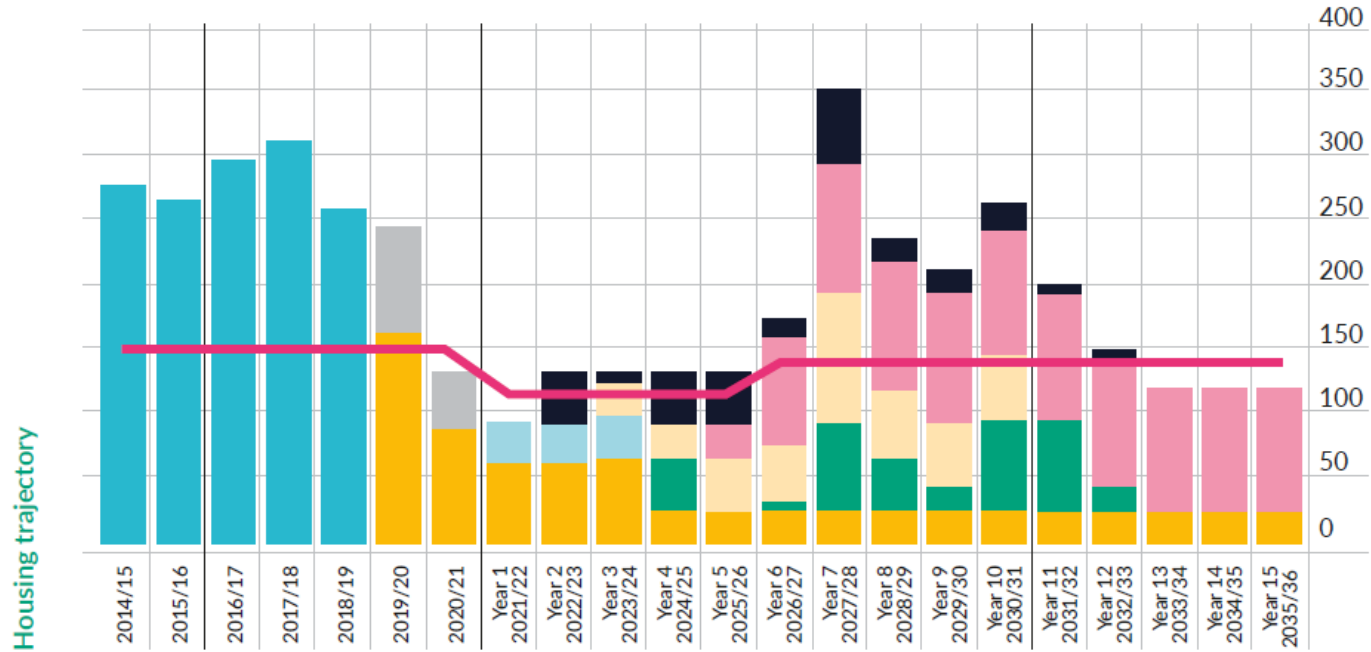
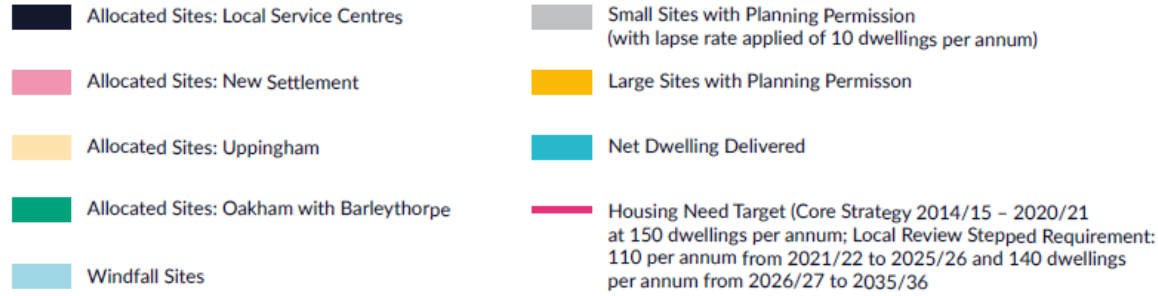
Proposals should be accompanied by a phasing plan to demonstrate how delivery will be phased and managed.

Strategic objectives met:

2. New Garden Community
5. Housing for everyone's needs

Appendix B – Housing Trajectory

Rutland Local Plan Housing Trajectory 2021/22 – 2035/36



Appendix C – Indicative Masterplan

