

# **Rugby Local Plan Examination**

Stage 2

Hearings Matters, Issues and Questions

Representations to the Inspector  
on behalf of Warwickshire County Council

Matters 10 & 13  
Rugby Parkway Station

March 2018

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# **1. Introduction**

## **1.1 Background**

- 1.1.1 Warwickshire County Council (the County Council) has indicated the need for and the benefits of a new station at Rugby. The Rugby Parkway Railway Station Scheme (the Scheme) will be a major investment in new transport infrastructure for the Rugby area of Warwickshire. This is to ensure that the area has the connectivity necessary to secure the long term economic and residential development of the area served by sustainable modes of transport.

## **1.2 Context**

- 1.2.1 Rugby will undergo dramatic growth in the next 15-20 years and it is necessary to accommodate this growth in a sustainable manner giving as many travel options as possible to the population. The housing development currently under construction in eastern Rugby at Houlton, comprises a large urban extension. Up to 6,200 dwellings, new primary and secondary schools, retail, utilities, leisure facilities and infrastructure will be delivered for approximately 15,000 new residents. It is the aim of the County Council to ensure that a sustainable mode of transport in the form of a reliable and convenient mass transit option, will not only offer Houlton good connections to the West Midlands Region and to London, Birmingham, Manchester, Crewe and Scotland but join Houlton fully up with Rugby town and not act as a standalone town existing in isolation.
- 1.2.2 Access to rail in Rugby is expected to be in high demand for its residents and projections show a doubling of current patronage by 2040. Network Rail has forecasted that rail demand in Rugby will double by 2043. Although Rugby Station is well equipped to support such growth itself, the surrounding area is not. The area around Rugby Station is highly urbanised with dense development of employment and residential uses and there is limited opportunity to provide additional highway capacity.
- 1.2.3 This dense urban grain and physical constraints in the area restrict vehicular and public transport access to the Station. It would be difficult to accommodate the amount of parking that would be required and undesirable to attract more private car trips into an already congested area. The aim of the County Council is to encourage modal shift to more sustainable modes of travel, not to attract more car journeys, particularly into the town centre. Better connecting the Station with the town centre and with the cycle and pedestrian network will ensure that residents of Rugby have access to train services which are a viable alternative to the private vehicle.
- 1.2.4 There is a strong pattern for existing commuting by rail from Rugby, predominantly to London, Birmingham and Coventry. Census data suggests that there may be a suppressed demand for rail travel to other destinations, which are not easily reached by train at the moment. It is notable that 51% of commuters both live and work within Rugby Borough. With a growing population, a new Parkway station would enable people to commute into

Rugby town by rail. A Parkway Station in the area would ensure that, in conjunction with Rugby Station, the Borough area will have good accessibility to rail.

### **1.3 Progress towards the scheme**

1.3.1 The County Council has embarked upon the feasibility studies necessary to bring forward the scheme. This is Network Rail's Governance for Railway Investment Projects (GRIP) process which is a programme of stages of project development for infrastructure projects. There are eight stages to GRIP. Rugby Parkway Rail Station Scheme is midway through GRIP stage 3; Option Selection. Previous stages include;

- GRIP 1 Output Definition which is the process of identifying suitable sites and assessing those until a preferred site is selected, early construction costs are estimated, and a possible train service identified.
- GRIP 2 Pre-feasibility refines the work of the previous stage and includes doing further work on the preferred site, possible train service, passenger demand, scheme costs and producing site drawings.

1.3.2 Now in GRIP 3, the technical detail of schemes including topographical surveys, environmental reports, detailed design and train service tests are prepared, reviewed and examined. Throughout the process key stakeholders participate in the process. Currently key discussions are with Network Rail and the Department of Transport to ensure that project development is shared and industry knowledge and information is included in the development of the Scheme.

1.3.3 The aim of the County Council is to provide rail services to Rugby Parkway as early as possible in the occupation of the nearby Houlton development. Although not an essential element of the Sustainable Urban Extension, the rail station will serve both Houlton and the economic and residential development in the wider area. In so doing, the approach relating to public transport services can be summarised as:-

- To provide public transport connections between the site and wider destinations to ensure that medium to longer distance trips generated by the development can be undertaken without requirement for use of a car;
- Provide a step change in rail and bus transport provision across the district to facilitate sustainable travel connectivity between existing urban centres within the region and consequent reductions in the number of district wide trips made by car; and
- To work with Rugby Station in accommodating rail demand for the future, ensuring that Rugby has an accessible rail network.

1.3.4 The land identified as necessary for the station is currently in agricultural use. The County Council is in discussions with the various landowners.

- 1.3.5 As part of the GRIP process the County Council has undertaken certain technical and environmental surveys and assessments of the land identified for the station and associated facilities. These have been undertaken to inform the nature and extent of the planning application(s) to be submitted for the scheme. In due course these will be updated and submitted to the local planning authority in support of the applications.

## **2. Progress on the delivery of Rugby Parkway Station**

### **2.1 Warwickshire County Council's Local Transport Plan (2011-2026)**

- 2.1.1 The scheme for the station will deliver against the policies and strategies of the County Council Local Transport Plan (2011-2026) as set out below:

#### **Eastern Warwickshire Area Strategy**

##### **Key proposal: Transport improvements to deliver growth**

"A long term aspiration exists for a new station to be provided on the Northampton Loop of the West Coast Main Line (WCML). The location of the new station close to where the fast and slow lines diverge would potentially allow the facility to be enhanced in the future to allow express services to call. As well as serving new development in the area, the station could improve access for employees working at DIRFT, and meet latent demand for trips by rail within the area. The station could also provide a strategic parkway facility, given its location close to the M1/M6/A14 interchange".

#### **PTPR4: Rail network capacity and infrastructure improvements**

The Scheme supports the County Council's desire to improve the capacity of the infrastructure of the rail network, to increase capacity to enable improved performance and to provide additional services and stations.

#### **Policy PTPR5: New rail services and stations**

"The County Council will develop proposals for new rail services and stations (including strategic park & ride/parkway stations) to increase the accessibility of the rail network to existing and potential passengers."

#### **Policy PTPR7: New developments**

"The County Council will encourage measures to enable good accessibility to rail services to and from new developments and, where appropriate, secure funding from developers towards the costs, consistent with the Land Use & Transportation Strategy."

### **2.2 Warwickshire County Council's Health Protection Strategy (2017-2021)**

- 2.2.1 The scheme for the station will deliver against the policies and strategies of the County Council's **Health Protection Strategy** (2017-2021):

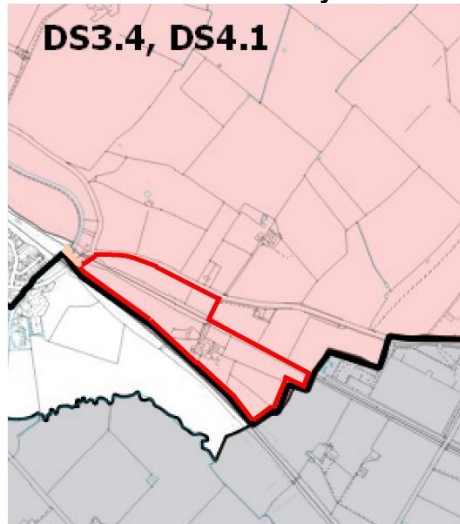
"The Scheme actively seeks to reduce car journeys by encouraging a travel behaviour step change which will reduce the amount of air pollutants which negatively impact health".

### **2.3 Rugby Borough Council Core Strategy**

- 2.3.1 The County Council was involved in the preparation of the Core Strategy, within which Policy CS4 indicates that land should be made available within

the Sustainable Urban Extension for the provision of a station in the event that it is considered to be necessary. The County Council's policy position is that such a station is necessary. The application for planning permission for the masterplan for the development of the SUE (R11/0699) excluded the land adjacent to the rail lines. Figure 1 illustrates the land within the SUE in pink with the land identified as necessary for Rugby Parkway station and associated/required facilities edged red.

**Figure 1: Sustainable Urban Extension  
& Land for the Railway Station**



2.3.2 Subsequent to the approval of the masterplan, the County Council has concluded both GRIP 1 and 2 and confirmed that the land adjacent to and between the rail lines provides the only land within the SUE with the characteristics to meet the needs of the station, now and in the future.

## **2.4 Extent and nature of the scheme**

2.4.1 The full extent and nature of the scheme is still being refined as part of the GRIP 3 process. It is only with the completion of GRIP 3 that further details of the nature and extent of the scheme which will be submitted for planning permission can be confirmed. This is likely to be later in 2018 or in early 2019. It is anticipated that the station and supporting infrastructure will be constructed in a series of phases. Each phase will be brought forward to realise the potential of the site to increase rail patronage, reduce congestion, provide additional choice and engender modal shift from private car to rail.

2.4.2 Embarking upon GRIP 3 has allowed the County Council to refine the detailed design of the rail side and infrastructure which will be required for the initial stage of the station and train services – phase 1. This is anticipated to include:

- New Platform 1 (Up Northampton) 307m long suitable for twelve cars

- New Platform 2 (Down Northampton) 307m long suitable for twelve cars
- A new, accessible, and non-enclosed Equality Act compliant footbridge with lifts between the platforms
- Station Information and Security Systems including Public Announcement equipment, Customer Information Screens, Closed Circuit Television system, Passenger Help Points and required new communications lines to the station and car park
- Station furniture including waiting shelters, seating, Ticket Vending Machines, station running in boards, signage, poster frames and cycle storage
- Forecourt area with 1 No. bus stop, 2 No. taxi bays and space for 10 No. short stay bays
- Car park with 260 standard parking bays and 18 disabled bays
- New station access off the A428 including new signal controlled junction and road alignment modifications to suit
- Footway along the A428 towards Hillmorton
- Attenuation pond for surface water storage

2.4.3 Realising the potential of the scheme to deliver the long term modal shift policies of the County Council will require the station facilities and services to be extended to provide additional capacity and facilities to that set out above in phase 1. Determining the extent and nature of this additional capacity and facilities will be the subject of future feasibility studies.

2.4.4 The County Council is of the view that the additional capacity and facilities required in subsequent phases is likely to include the following;

- Long and short stay vehicle parking including that for;
  - disabled badge holders
  - conventional and electric private vehicles
- Electric vehicle charging infrastructure – potentially for buses, cycles, scooters as well as for private vehicles
- Cycle storage
- Signalling etc facilities
- Station related passenger facilities and services

2.4.5 Based on the work undertaken so far within GRIP 3 the land considered to be required for the station to fulfil its long term function is shown at Figure 2 below.

## **2.5 Programme**

2.5.1 The County Council has secured funding for the scheme from the Coventry and Warwickshire Local Enterprise Partnership's Local Growth Deal fund (CWLEP) and the County Council's own Capital Investment Fund.

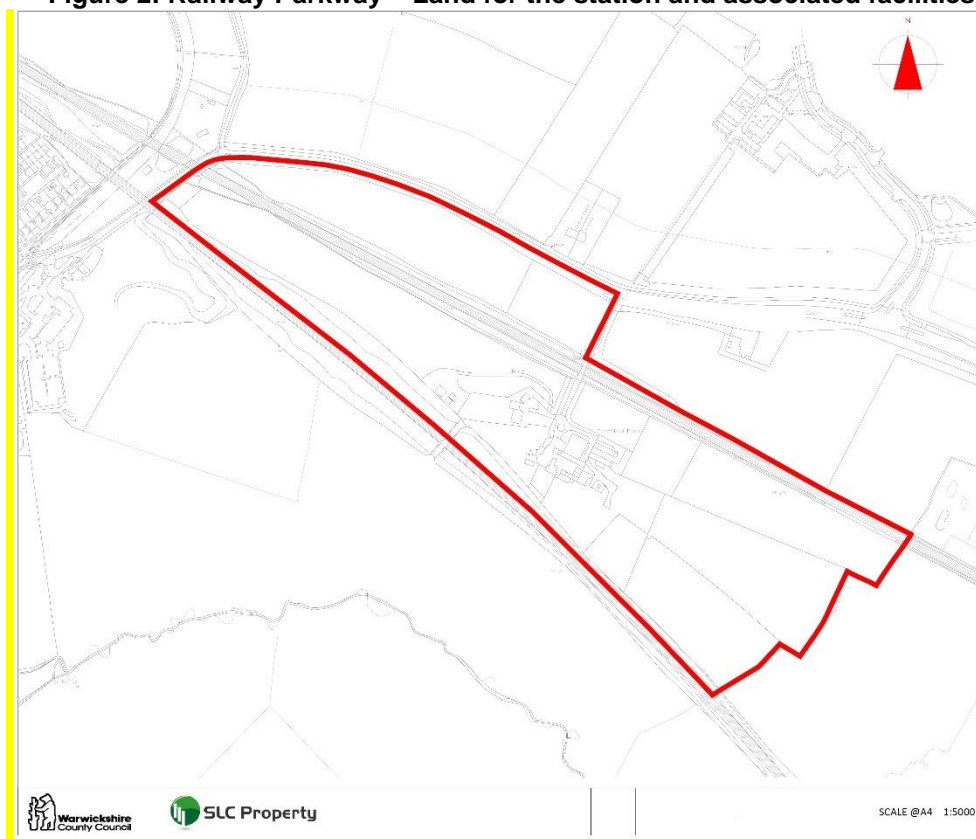
2.5.2 An application for funding for the scheme was submitted to the Department for Transport's (DfT's) New Station Fund in 2016. The Scheme was not selected



for funding as part of the 2016 'round'. The government has not yet released details of the next round of applications for station funding. However, both the DfT and Network Rail are supportive of the Scheme and are in ongoing discussions with the County Council to bring forward a programme for funding and for implementation. There is currently a shortfall in the funding for the Scheme. However, when the scheme is fully funded it will be added to the County Council's Capital Schemes.

- 2.5.3 At present, the County Council is liaising with the DfT on sourcing the final portion of funding and working to secure this in spring 2018. Once that part of the funding is secured, the Scheme will commence the next stage of design works.
- 2.5.4 Once the funding is confirmed, GRIP stages 4-8 will be undertaken by the County Council and this will result in a completed scheme and an operational station.
- 2.5.5 Subject to the successful completion of Network Rail's GRIP process, it is anticipated that construction of the Station would be completed in March 2021. This will ensure that the majority of Houlton's residents will be intercepted before a car travel habit is formed. Please note that these dates are provisional and may be subject to change.

**Figure 2: Railway Parkway – Land for the station and associated facilities**



### 3. Matters Raised by the Inspector

#### 3.1 Background

3.1.1 The County Council invites the Inspector to consider the Rugby Parkway Scheme as a method of addressing the following matters:

- Issue 10d: Traffic Generation and Air Quality (Policy HS5)
- Issue 13a: Transport (Policy D1)
- Issue 13c: Infrastructure and the IDP (Policy D3 and Appendix 3)

3.1.2 These issues will be addressed in turn.

#### 3.2 Issue 10d: Traffic Generation and Air Quality (Policy HS5)

3.2.1 The Inspector may wish to consider the complementary and supportive nature of the new station at Houlton and it is anticipated that this will bring forward a reduction in pollution by reducing the number of car journeys and in turn reduce congestion.

##### **Issue 10d: Traffic Generation and Air Quality (Policy HS5)**

1. Is Policy HS5 consistent with national policy, in particular with respect to air quality management?
2. Will it be effective in ensuring that development proposals in the RBLP adequately mitigate the effects of the growth in traffic over the plan period on air quality, noise and vibration in surrounding residential communities?
3. Should the policy make reference to measures set out in the Air Quality supplementary planning document?

3.2.2 The Scheme supports the following national policies:

##### **Department for Transport**

##### ***Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen (2011) White Paper***

The Scheme supports the government's vision to reduce the carbon impact of longer journeys and rail has a critical role to play. By prioritising spending on rail projects the County Council will be providing commuters and intercity travellers with attractive new options instead of the private vehicle.

##### **Network Rail**

##### ***Improving Connectivity (2014)***

"Improving Connectivity proposes shifting the strategic focus of the network's development towards providing better across-the-board connectivity, to the

extent that a viable alternative to other modes of transport is offered across a wide range of routes”.

- 3.2.3 The original Business Case (produced in 2015) identified that by 2026, Rugby Parkway would save 291,000km per annum and 392,000km by 2043 in annual vehicle kilometres. This equates to £5m over a 60-year period. A refresh of the Business Case will be undertaken in the upcoming months to include new information and it is expected that more benefits will be identified.
- 3.2.4 Though detailed design has not yet been finalised the Station will be highly accessible by foot and by bicycle. The majority of Houlton residents and some in nearby Hillmorton will be able to access the Station by foot (refer to Figure 3 below).

**Figure 3: Rugby Parkway Walking Isochrones**



- 3.2.5 Figure 3 shows that, once completed, the residents of Houlton and Hillmorton will be within walking distances of the Station. At 800m and 2km (the standard for measuring walking distances for rail stations) the majority of Houlton will be within walking distance.
- 3.2.6 The planned layout for the Rugby Parkway Station has been designed to ensure that the junction at Crick Road leading into Houlton aligns with the entrance into the Station. This will encourage walking from Houlton to the Station. Access will also be provided for those in nearby Hillmorton, with a pathway located on the Station side of Crick Road. It is anticipated that the majority of those living within the 800km of the Station will access the site on foot or by bike due to the close proximity.
- 3.2.7 The car parking to be provided at Rugby Parkway station will reduce vehicle congestion within Rugby, and in particular in the vicinity of the Rugby Station. This will be as a consequence of a shift of patronage to Rugby Parkway station.

### **3.3 Issue 13a: Transport (Policy D1)**

- 3.3.1 The County Council is of the view that there is the potential for the Rugby Parkway rail station to be given greater prominence and policy weight within the Rugby Local Plan, the Infrastructure Delivery Plan (IDP) and within the Sustainable Transport Strategy (STS). With regard to the matters raised by the Inspector, the County Council is of the view that benefits will accrue as a consequence of the new station with regard to the contribution it will make towards the plan to mitigate the adverse impacts of traffic on the A428 Ashlawn Road/Hillmorton Road corridor, at Rugby Gyratory and within the town centre.

#### **Issue 13a: Transport (Policy D1)**

1. Is Policy D1 positively prepared, effective and consistent with national policy, in particular in seeking to 'avoid the adverse impacts of traffic' rather than 'reduce' its potential impacts?
2. Should Policy D1 refer to the out in the Infrastructure Delivery Plan and the Sustainable Transport Strategy as the basis for mitigating the effects of major development proposals?

- 3.3.2 The ambition of the County Council is that the Station should be provided before the majority of Houlton is constructed. This is to deliberately pre-empt a car travel habit from forming once the new residents have moved in. By providing a mass transit option for residents it is hoped that the car will not be the main mode of transport for the residents.

- 3.3.3 The Scheme will work in conjunction with Rugby Station to increase rail accessibility in the wider area where it is thought that those wishing to access the rail network are constrained by the local area. By providing the Rugby area with two points of entry onto the rail network, it is hoped a more balanced shift of rail use will emerge with those living to the north and west of Rugby using Rugby Station and those living in the southeast and east to utilise Rugby Parkway. Any new developments that that are proposed for the Plan period and those which could come post this Plan, will be able to utilise either of these stations.

### **3.4 Issue 13c: Infrastructure and the IDP (Policy D3 and Appendix 3)**

- 3.4.1 The County Council is of the view that D3 is justified, effective and consistent with national policy in its approach to the provision of new or improved infrastructure to support the scale of development proposed in the Rugby Borough Local Plan.

#### **Issue 13c: Infrastructure and the IDP (Policy D3 & Appendix 3)**

1. Is Policy D3 justified, effective and consistent with national policy in its approach to the provision of new or improved infrastructure to support the scale of development proposed in the RBLP?
2. Does the Infrastructure Delivery Plan, as proposed to be modified in LP54.117-LP54.141, contain the full range of infrastructure necessary to mitigate and support the development proposed in the RBLP, including that identified in the Strategic Transport Assessment and the Council's written statements to the Stage 1 hearings?

**Policy D3: Infrastructure and Implementation**

3. The scale and pace of new development will be dependent on sufficient capacity being available in existing infrastructure to meet the demands of new development. Where this cannot be demonstrated permission for new development will only be granted where additional capacity can be released through better management of existing infrastructure, or through the provision of new infrastructure.
4. Developer contributions may be sought to fund new infrastructure and a programme of delivery will be agreed before development can take place.

- 3.4.2 Notwithstanding the adequacy and appropriateness of Policy D3 the County Council is of the view that the suite of infrastructure policies in the plan could be complemented with a policy specifically which provides for the construction of Rugby Parkway station.
- 3.4.3 The County Council is of the view that the IDP as published is not a complete schedule of the infrastructure that will be implemented during the plan period. As such the inclusion of Rugby Parkway station in the IDP will provide a more complete IDP.
- 3.4.4 The County Council is of the view that the construction of Rugby Parkway station will allow a sustainable range of transport modes to be available to Rugby's residents. However, the County Council is of the view that the development of sites or the release of any land for development within the plan should not be conditional on the station being constructed.
- 3.4.5 Notwithstanding the benefits to the plan the County Council is not seeking contributions from developers towards the costs associated with the station and its facilities.

Document ends