



RUGBY BOROUGH COUNCIL LOCAL PLAN (2025 – 2042)

**STATEMENT OF COMMON GROUND BETWEEN RUGBY
BOROUGH COUNCIL AND NATIONAL HIGHWAYS**

MARCH 2026 UPDATED JULY 2026

1. Organisations

1.1. Rugby Borough Council

1.2. National Highways

2. Introduction

2.1. This Statement of Common Ground (“the Statement”) has been prepared jointly by Rugby Borough Council (RBC) and National Highways.

2.2. The Statement identifies areas of agreement and disagreement between RBC and National Highways in relation to the Rugby Borough Local Plan (2025-2042) (“the Local Plan”) and its supporting evidence base.

2.3. It has been prepared to demonstrate that the Council has effectively cooperated with National Highways on strategic planning issues as required by the Duty to Co-operate and the National Planning Policy Framework (NPPF).

2.4. Within England, National Highways are responsible for operating, maintaining and improving motorways and major A roads (the Strategic Road Network).

3. Duty to Co-operate

3.1. As set out in the Council’s Duty to Co-operate Statement, the Council has engaged with National Highways throughout the plan-making process.

3.2. National Highways made representations in response to the Issues and Options (Regulation 18) consultation calling for appropriate assessments of allocations to be made via a Strategic Transport Assessment (STA), recommending that the Council cooperate with neighbouring authorities on cross-boundary highways impacts, and giving advice about the current status of various sections of the Strategic Road Network (SRN) in or near to Rugby Borough.

3.3. Further representations were made in response to the Preferred Option (Regulation 18) consultation strongly recommending the production of a STA and Infrastructure Delivery Plan, calling for site-specific transport assessments to be made of 11 sites that are of significant scale or close to the SRN, and requesting further information about the South West Rugby allocation and its spine road network, including evidence of impact assessment and funding and delivery mechanisms.

3.4. In response to the recommendations made by National Highways in their Regulation 18 representations, the Council has arranged for a STA to be produced in collaboration with Warwickshire County Council (WCC) and has

produced an Infrastructure Delivery Schedule (IDS) which includes the road infrastructure measures that are necessary to deliver the Local Plan. The Council has also continued to co-operate with its neighbouring authorities on cross-boundary issues, as evidenced by other Statements of Common Ground and the Duty to Co-operate Compliance Statement.

- 3.5. In March 2026, National Highways submitted representations to the Proposed Submission Local Plan (Regulation 19) consultation noting key changes in housing and employment allocations, specifying that they find the Local Plan to be sound and legally compliant, and noting that outstanding matters relating to the STA and IDS will be resolved via further liaison with the Council.
- 3.6. On the 10th of March 2026, National Highways submitted a letter to the Council outlining aspects of the STA's traffic modelling that have issues which need to be resolved, and, in relation to these instances, requested that some changes to the modelling are made and that further information is provided.
- 3.7. At the time of plan submission the Council recognised that the matters outlined in the letter dated 10th of March 2026 remained outstanding and continued to work with National Highways to resolve them.

UPDATE: July 2026

- 3.8. In April 2026 the Council published document I16 Response to National Highways review of traffic modelling which was prepared by the authors of the Strategic Transport Assessment SLR and responds to the points raised in National Highways' letter of 10th March 2026.
- 3.9. National Highways has now had an opportunity to review this material. There remain some outstanding comments relating to journey time savings on select routes which will require further review and inputs from SLR. Specific comments have been provided within an email response.

4. Agreed Matters

- 4.1. Rugby Borough Council and National Highways **agree** that the submission version of the Rugby Borough Local Plan 2025-2042 is legally compliant and that the duty to co-operate has been fulfilled.
- 4.2. It is **agreed** that the strategy, allocations and policies within the Local Plan provide a legally compliant and sound basis for proposed growth to come forward as this relates to the Strategic Road Network.
- 4.3. As of July 2026, there remain some minor outstanding matters in relation to the Strategic Transport Assessment which will require review and responses from SLR. It is anticipated that once these have been resolved there will be no outstanding matters.

4.4. The following improvements on the SRN have been included in the Strategic Transport Assessment to support growth set out in the Plan. The requirement for these improvements will continue to be reviewed and monitored.

SRN Junction	Scheme Detail	Status
A426/A5 Gibbet Hill*	Widening/Signalisation	Required
A5/A428 Halfway House	Widening	Required
M1 Junction 18	Signal Timing Optimisation	Required
M69 Junction 1	Signal Timing Optimisation	May be required
M6 Junction 2	Signal Timing Optimisation	May be required
A46/A428 Binley Roundabout	Signal Timing Optimisation	Already improved

* Scheme will be developed by National Highways during the third road period to start construction early in the fourth road period, subject to the business cases demonstrating they are consistent with National Highways' and wider government objectives and are value for money, affordable and deliverable.

4.5. A number of 'Omission Sites' may need to be considered for inclusion in the Local Plan to satisfy the Inspector. All employment omission sites are near to or on the SRN.

4.6. A scheme for A5 Gibbet Hill has been identified by government as part of the "RIS4 Pipeline". RIS4 will run from April 2031 to March 2036. Gibbet Hill is currently at stage 2 (options selection) in the National Highways major projects lifecycle. Subsequent stages include preliminary design and statutory powers and procedures. At the current stage, the project is not committed. National Highways' view, expressed in A5 Partnership meetings, is that local authorities' local plan should not be wholly reliant on delivery of the Gibbet Hill scheme because of the risk that it will not be delivered or that delivery will be delayed.

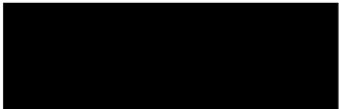
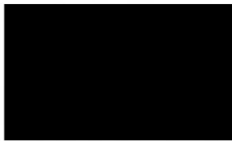
4.7. National Highways has reviewed the additional modelling of Tollbar End junction using the Kenilworth and Southam Wide Area Model (KSWA) reported in [document I14](#). National Highways completed the grade separation of Tollbar End junction in March 2017. The project cost £106 million. National Highways notes the level of queueing at the junction that is recorded in document I14 as part of the model run "2050 KSWA Local Plan + Land West of Prologis Park". This model run incorporates the Land West of Prologis Park omission site. National Highways considers that the queueing reported in Figures 12 and 13 of document I14 in the "2050 Reference Case + Land West of Prologis Park" would amount to severe impacts on the road network. National Highways also agrees with the comments of SLR in the Strategic Transport Assessment Addendum (document I5) that there may be limited options for further mitigation at Toll Bar End beyond the recently delivered scheme.

5. Monitoring

5.1 This Statement will be maintained by the Council and updated as necessary with the input and authorisation of National Highways

5.2 Rugby Borough Council will continue to work with National Highways beyond the adoption of the Plan Review for the monitoring and implementation of the Plan.

6. Signatories

Signature: 	Signature: 
Patrick Thomas - Spatial Planner, National Highways	Nicola Smith, Chief Officer – Growth and Investment, Rugby Borough Council
Date: 17 th April 2026 Updated 27 th July 2026	Date: Wednesday 15 th April 2026 Updated 27 th July 2026

Appendix: Summary of National Highways Representations and Council Responses

Traffic Modelling Evidence: Actions Recommended by National Highways

Ref	National Highways Representation (summary)	Council Action or Response
1	Disaggregate the A5 northbound and southbound journey time routes to allow clearer interpretation. It is currently not possible to determine the true journey time impacts, particularly northbound, due to the removal of impedance at the A426/A5 Gibbet Hill junction in the Do Something scenario.	Forthcoming.
2	Investigate the A5 eastbound journey time reduction in the RRAM (Section 1: M69 J1–B4114). The reduction observed in the Do Something scenario is not explained.	Forthcoming.
3	Provide further explanation for the apparent reduction in flows along the A45 in the Do Something scenario.	Forthcoming.
4	Confirm whether signal optimisation has been applied at the Thurlaston Interchange and also highlight any other signalised adjustments in the model which may not have been fully reported in the documentation.	Forthcoming.
5	Provide information on Junction 108 in the RWA model as this is not presented in the results spreadsheets	Forthcoming.
6	Note that LINSIG models will be required at some stage to verify the proposed optimisation of the signals timings.	Forthcoming.

Proposed Submission Local Plan (Regulation 19) Consultation

Ref	National Highways Representation (summary)	Council Action or Response
1	Plan considered to be legally compliant, sound and in compliance with the duty to co-operate.	Noted by the Council.
2	Note the overall fall in the total number of homes proposed in the plan, as outlined in policy S2, with no further comment.	Noted by the Council.
3	Note the overall fall in the employment floorspace proposed in the in the plan, as outlined in policy S3, with no further comment.	Noted by the Council.
4	Note the change in housing allocations, as detailed in policy S6, for which there are no immediate concerns. National Highways will continue to liaise with the LPA to resolve matters relating to the STA and Infrastructure Delivery Plan.	Noted. The Council will continue to liaise with National Highways with regards to the STA and Infrastructure Delivery Schedule.
5	Note the change in employment allocations, as detailed in policy S7, for which there are no immediate concerns. National Highways will continue to liaise with the LPA to resolve matters relating to the STA and Infrastructure Delivery Plan.	Noted. The Council will continue to liaise with National Highways with regards to the STA and Infrastructure Delivery Schedule.
6	With regards to the South West Rugby urban extension (policies S8 and S9), National Highways note that Phase 1 of the employment land has been completed and that they are in discussion with the developer regarding Phase 2. Further note that the quantum of floorspace allocated has been reduced to 60,000sqm, and that the A45/M45 interchange has already undergone works to provide this link road [Potsford Dam Link], but the link road has not yet been completed, although this is planned to be delivered alongside future phases of the allocation.	Noted by the Council.

Preferred Option (Regulation 18) Consultation

Ref	National Highways Representation (summary)	Council Action or Response
1	National Highways strongly recommend the preparation of a Strategic Transport Assessment (STA), with a methodology agreed in collaboration with Warwickshire County Council and National Highways, alongside a detailed Infrastructure Delivery Plan. We would also welcome the establishment of a Transport Working Group to enable coordinated technical input across all relevant parties.	A Strategic Transport Assessment was commissioned by Warwickshire County Council (WCC) on behalf of WCC and RBC. Although a formal Transport Working Group was not established, the two councils have closely collaborated throughout the production of the assessment. An Infrastructure Delivery Schedule has been produced which includes mitigatory measures identified by the STA.
2	11 sites identified which are of a significant scale or close to key SRN junctions. Expect that each site is supported by site-specific transport assessments, addressing direct and cumulative impacts and identifying necessary mitigation measures. For employment sites, we would expect comprehensive transport modelling and clearly phased infrastructure proposals.	The cumulative impacts of these sites have been assessed and necessary mitigatory measures have been identified in the Strategic Transport Assessment. Furthermore, the mitigatory measures have been included in the Infrastructure Delivery Schedule.
3	Note the proposed allocation at South West Rugby comprising c. 4,000 dwellings and 130,000sqm of employment land. Request further detail on phasing, infrastructure commitments and delivery timelines. Also request, specifically in relation to the Potsford Dam Link: early confirmation of route alignment and proposed phasing; inclusion of spine road scheme in Infrastructure Delivery Plan; evidence of secured funding and delivery mechanisms; and comprehensive assessment of SRN impact.	South West Rugby is not a proposed allocation – it was allocated in the adopted plan. As such, some of the issues raised here have already been addressed as part of the prior plan-making process, or are continuing to be addressed as applications come forward. South West Rugby has been appropriately accounted for in the Strategic Transport Assessment and the SWR spine road scheme has been included in the Infrastructure Delivery Schedule.
4	Where allocated sites border the SRN, relevant boundary considerations relating to drainage, lighting, fencing and other treatments will need to be explored and agreed with National Highways as part of the application process.	Duly noted – to be dealt with at application stage, not in the plan-making process.

Ref	National Highways Representation (summary)	Council Action or Response
5	Recommend collaboration between RBC and neighbouring authorities to address cross-boundary transport impacts. We support the use of Statements of Common Ground in this respect.	A joined-up approach has been taken in relation to cross-boundary issues as demonstrated in the Duty to Cooperate Compliance Statement and the other Statements of Common Ground.

Issues & Options (Regulation 18) Consultation

Ref	National Highways Representation (summary)	Council Action or Response
1	Any allocations anticipated to have an impact on the SRN should be subject to consultation with National Highways and be appropriately assessed to determine the extent of their potential impacts, both in isolation and cumulatively, and to identify possible mitigation measures.	National Highways have been consulted at each subsequent plan-making stage.
2	A Strategic Transport Assessment should be produced and we recommend the setting up of a Transport Working Group at a later stage.	A Strategic Transport Assessment has been produced.
3	A joined-up approach with neighbouring authorities is recommended for any developments that may have a cross-boundary impact.	A joined-up approach has been taken with neighbouring authorities in relation to cross-boundary issues as evidenced by the Duty to Cooperate Compliance Statement and the other Statements of Common Ground.
4	Advice given about the status of various elements of the SRN in or near to Rugby Borough including A5 Gibbet Hill Junction, M6 Junction 2 Ansty Interchange, A46 Walsgrave Junction, A46 Tollbar End Junction, A45/M45 Thurlaston Interchange, A5 North of Houlton, and A5 Dodwells to Longshoot section.	Noted by the Council.
5	National Highways should be consulted on any potential sites that are in close proximity to the SRN.	National Highways have been consulted at each subsequent plan-making stage.