RUGBY BOROUGH COUNCIL

LOCAL DEVELOPMENT FRAMEWORK

AUTHORITY MONITORING REPORT

2016-2017

Contents

1: Introduction

1.1 This is the Thirteenth Monitoring Report produced by Rugby Borough Council (RBC). The Localism Act 2011 and the subsequent Local Planning Regulations 2012 removed the requirement for local planning authorities to submit an 'Annual Monitoring Report' to the Secretary of State, whilst retaining the overall duty to monitor. This change came into effect on 15th January 2012, renaming the document the Authority's Monitoring Report (AMR), the primary purpose of which is now to share the performance and achievements of the planning service with the local community.

1.2 This report relates to activity which has taken place in the Borough during the year 1st April 2016 to 31st March 2017.

1.3 The AMR provides a representative snapshot of the most significant changes experienced within the Borough during the defined monitoring period; it is not intended to be an exhaustive study of all developments which have taken place.

1.4 Monitoring is important for RBC to establish what is happening now and what may happen in the future. The production of the AMR allows for the comparison of trends within the Borough against existing and emerging policies and targets to determine what needs to be done.

2: Rugby Borough Profile

RBC Strategic Objectives: Economic and Environment
Core Strategy Policies: CS11, CS12, CS13, CS16, CS17, CS18

2.1 The Borough of Rugby covers an area of 138 square miles located in central England, within the County of Warwickshire. The Borough is on the eastern edge of the West Midlands Region, bordering directly on to the counties of Northamptonshire and Leicestershire, both of which are in the East Midlands Region.

2.2 The Borough has 41 parishes and the largest centre of population is the attractive market town of Rugby with two thirds of the Borough's 102,500+ residents living in the town and the remainder residing in the rural area. The villages in the Borough range in size from 20 to 3,000 people. Rugby is unique in that it is the only place in the world that gives its name to an international sport.

Local Community

2.3 The Borough's overall population remained steady between 1980-2001 but between 2001-2011 the population increased significantly by 14.8%. The rise in population was largely due to people migrating into the area and more single parent families, but also as a result of increased birth rate and people living longer. The projected population increase between 2010 and 2035 is expected to be 30%, which would bring the population to in excess of 130,000.

2.4 Across Warwickshire as a whole, the highest rates of projected population growth are in the groups aged 65 and over. The eldest age group (those aged 85 and over) is projected to increase by over 190% by 2035.

2.5 The 2011 Census shows that around 12% of Rugby Borough's residents were born outside the UK. 5.9% being from Europe, 1.9% Africa, 2.6% Asia, and 1.2% from the Rest of the World. In terms of ethnicity, nearly 16% of Rugby's population belongs to groups other than White British. These include Asian Indian (3.1%), Black African (1.0%), White Irish (1%), Asian Other (1%) and White Other (5.2%) groups.

2.6 The average household size within the Borough of Rugby is 2.4 persons. The number of households has risen faster than the population, with 44,452 households being recorded. This is proportionately a larger increase than the population, which is partly due to over a quarter (28.1%) of Rugby's households being occupied by a single person.

2.7 The average house price in Rugby in the last year was £219,897. This is more than the national average and more than the average in Nuneaton & Bedworth and Coventry, but less than Stratford upon Avon and Warwick. A semi-detached property costs nearly 6.9 times the (median) average annual wage for a fulltime worker in the Borough (just over 6 times the average wage for men, and just over 8 times the average for women). Overall sold prices in Rugby over the last year were 5.5% up on the previous year and 21% up on the 2013 level of £180,802. Based on statistics published by the land registry, market housing continues to become more expensive both in Warwickshire and nationally. Rugby's average household incomes are however higher than that for the West Midlands region and also above national levels. The gross weekly pay of full time female workers from Rugby is above regional level, but below the national level.

2.8 There is insufficient supply of affordable housing available in Rugby Borough. On the basis of income levels, 50.9% of households are unable to access market housing. 3% of households (around 1318) are estimated to currently be in unsuitable housing. Based on the Strategic Housing Market Assessment (2015) between the period 2011 and 2031 it has been calculated that there is a need to provide affordable housing at a rate of 171 dwellings per annum.

Local Economy

2.9 The focus for the Borough's large scale employment sites is on the edge of the urban area of the Borough, principally to the north of town with proximity to Junction 1 of the M6. The new Gateway employment development has been completed and provides for 36ha of B8 employment use.

2.10 Whilst new distribution parks have sprung up in this area, Rugby has a number of smaller, older sites that accommodate small to medium manufacturing businesses that are generally located around the edge of the town centre.

2.11 The main sources of jobs by industry consists of Wholesale and Retail Trade; Repair of Motor Vehicles (14.9%), Transportation and Storage (12.8%), Professional, Scientific and Technical (9.6%), Education (9.6%) and Manufacturing (9.6%) and Human Health and Social Work (8.5%). Other main sectors of employment include Construction (6.4%). The percentage of employees in Transport and Storage, Construction, Professional, Scientific and Technical sectors is somewhat higher than regional and national averages. Human Health and Social Work Activities are lower than regional and national averages.

2.12 Rugby has a total of 53,800 economically active residents. 81.6% of residents aged 16-64 are in employment, which is higher than regional and national averages (71.4% and 74.2% respectively). 2300 residents (4.1%) are unemployed, which is below regional and national averages.

2.13 Of the working population of Rugby, in general more people are higher qualified than comparable regional averages, particularly at level 4 and above (Certificate of Higher Education, Higher Apprenticeship, level 4 NVQ).

2.14 According to 2011 Census data, there is a slightly greater number of people commuting out of Rugby to work than commuting in (3015 people), making Rugby a net exporter of employment.

Economic Diversification

2.15 Rugby's business base is dominated by small to medium sized enterprises (SME) that currently includes a relatively high number of firms connected to construction, manufacturing, and engineering trades. This is complemented by larger distribution based enterprises located in the Borough because of the extensive strategic infrastructure network and excellent connectivity to key cities, regions and ports.

Town Centre

2.16 Rugby Town has an attractive shopping environment, much of which is in a Conservation Area. The town centre retail offer is mainly focused around pedestrianised shopping streets including Market Place, Sheep Street, High Street and the Swan Centre. The town also benefits from a covered shopping centre – The Clocktowers, which provides a range of comparison stores.

Sustainable Transport

2.17 The Rugby area, focused on the town, has experienced increased levels of car based travel in the last decade with high percentages using private transport to travel to work. Whilst bus and train trips have also consistently increased year on year it has been at a rate less than that of private car trips. Such trends have consequences for congestion, pollution, viability of local services and climate change.

3: Business Development and Town Centre

RBC Strategic Objectives: Social, Economic and Environment
Core Strategy Policies: CS5, CS6, CS7, CS8, CS9, CS18

Employment floor space in Rugby Borough

3.1 The 2015 Employment Land Study stated that between 100 and 130ha of employment land is needed to meet the needs of Rugby between 2015 and 2031. The new Local Plan will set out the strategy for meeting this need.

3.2 Figure 3a shows what has been permitted in the 2016-2017 monitoring period and the status of existing employment proposals.

Fig 3a: Employment Land Data – Strategic Employment Sites

Application Ref.	Decision Date	Site Name / Address	Uses Permitted	Site Area (ha)	Floor space Permitted
Detailed Permissions (Full and Reserved Matters) Granted 2016/17*					
R16/1255	11/10/16	Land at Stretton Croft, A5 Watling Street	B1a	3.2	40,000 sq ft
Sites Under Construction 2016/17					
R15/0394*	02/11/15	Land at Zone 2 Ansty Park, Airfield Drive	B1	2.85	129,166 sq ft
R12/2253	27/05/15	Land adjacent Europark, A5 Watling Street	B2	2.93	63,399 sq ft
R13/2165	27/05/15	Alcohols Ltd, Land on west side of A5 Watling Street	B2/B8	3.2	41,010 sq ft
Development Completed 2016/17					
R15/1463	29/10/15	RG-2 Rugby Gateway, Leicester Road	B8	6.13	295,243 sq ft
R15/1467	21/10/15	RG-3 Rugby Gateway, Leicester Road	B8	4.34	180,263 sq ft

R15/1453	29/09/15	RG-5 Rugby Gateway, Leicester Road	B8	16.02	269,248 sq ft
R14/2343*	24/02/15	London Taxi Company, Zone 6 Ansty Park	B2	8.7	262,025 sq ft
R14/0491*	30/04/14	Unit DC1 - Prologis Ryton, London Road (A45)	B2 / B8	3.4	141,225 sq ft
R14/0217*	17/02/15	Unit DC7 - Prologis Ryton, London Road (A45)	B2 / B8	6.7	327,730 sq ft
R15/1623	10/09/15	Zone C (Plots 2 and 3) Central Park, Castle Mound Way	B2 / B8	6.23	258,186 sq ft

* Strategic sites of Ansty Park and Prologis Ryton contribute to employment land supply for Coventry City.

Out of Town Major Retail Units

3.3 Elliott's Field retail park is located approximately 1.3 miles from Rugby Town Centre. The park is accessed of the A456 Leicester Road which is one of the main transport corridors into Rugby.

3.4 This monitoring year has seen the approval of Elliott's Field Phase 2. Fig 3c below lists the new units proposed.

Figure 3c: New units at Elliott's Field Phase 2, Rugby

Unit	Floor area
1	1393 sq.m
2	1115 sq.m
3	929 sq.m
4	929 sq.m
5	743 sq.m
6	697 sq.m
7	697 sq.m
8	334 sq.m
9	167 sq.m
A	929 sq.m

3.6 In addition to the above, mezzanine floorpsace is also proposed to be included in some of the units, totalling no more than 4027 sq.m.

Town Centre Survey

3.5 The following figures are based upon a survey which was undertaken by Rugby Borough Council's Development Strategy Team during the monitoring period; the survey looked at the uses within those ground floor units within the designated Primary Shopping Area, as shown on the Borough Councils Core Strategy proposals maps. Figure 3d shows the current results compared to the previous year.

Figure 3d: Primary Shopping Area Results

Use Class	2015-2016 Number of Units	% of total in 2015-2016	2016-2017 Number of Units	% of total in 2016-2017
A1	185	52.0	187	52.5
A2	47	13.2	46	12.9
A3	35	9.8	35	9.8
A4	15	4.2	15	4.2
A5	11	3.1	9	2.5
B1	4	1.1	3	0.8
B2	0	0.0	0	0
B8	0	0.0	0	0
C1	2	0.6	2	0.6
C2	0	0.0	0	0
C3	2	0.6	3	0.8
D1	4	1.1	2	0.6
D2	4	1.1	4	1.1
SUI GENERIS	7	2.0	8	2.2
Vacant	40	11.2	42	11.8
TOTAL	**356**	**100%**	**356**	**100%**

3.6 There has been a slight increase in the total number of units in the Primary Shopping Area since last year. Types of use have broadly stayed the same.

3.7 The Primary Shopping Area has a vacancy rate of 11.8% of its units. This is lower than the national average retail vacancy rate which was at 12.2% at the end of 2016 according to the Local Data Company Retail and Leisure Report 2016.

4: Housing

RBC Strategic Objectives: Social, Economic and Environment
Core Strategy Policies: CS3, CS4, CS5, CS10, CS19, CS20, CS21, CS22

This chapter provides an overview of housing development in the Borough and the progress being made towards meeting the Borough Councils strategic housing target.

Housing Targets

4.1 Rugby Borough Council will seek to deliver 10,800 dwellings within the Borough between 2006 and 2026 with at least 9,800 accommodated within or adjacent to Rugby Town itself. The following information relates to the progress being made towards meeting the housing target contained within the Core Strategy.

Figure 4a: Plan period and housing targets

Start of plan period	End of plan period	Total housing requirement
1/4/2006	**31/3/2026**	**10,800**

4.2 The Council is in the process of preparing its next Local Plan, which has a revised housing target, however this is still subject to examination by the Planning Inspectorate.

4.3 Figure 4b sets out the net additional dwellings that have been delivered within the Borough since 1st April 2006. Between 1st April 2006 and 31st March 2017, 5899 dwellings (net) have been completed within Rugby Borough at an average annual rate of 536. Figure 4c sets out the gross number of dwellings which have been delivered since 2006.

Fig 4b: Net additional dwellings in Rugby Borough by year 2006-2017

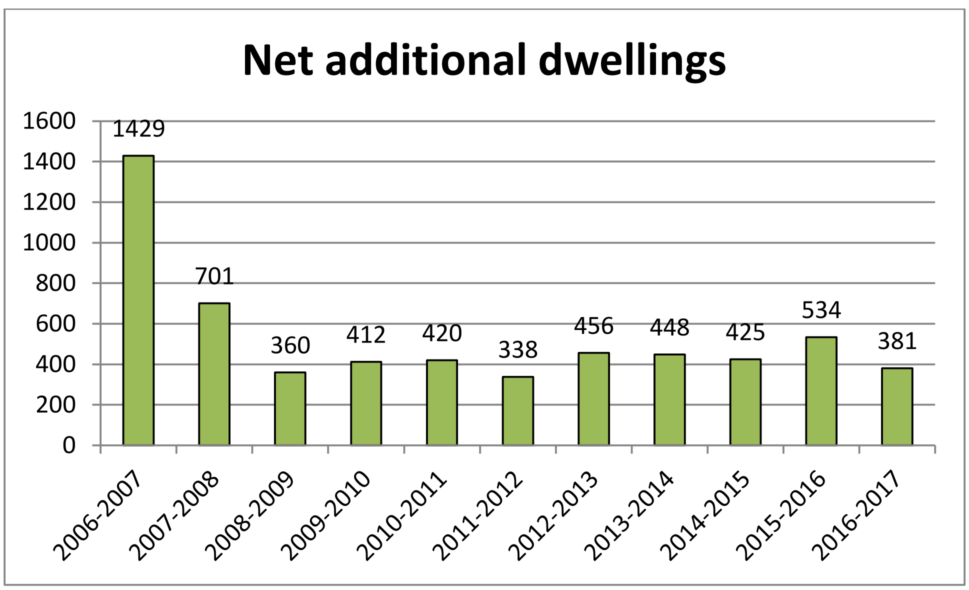
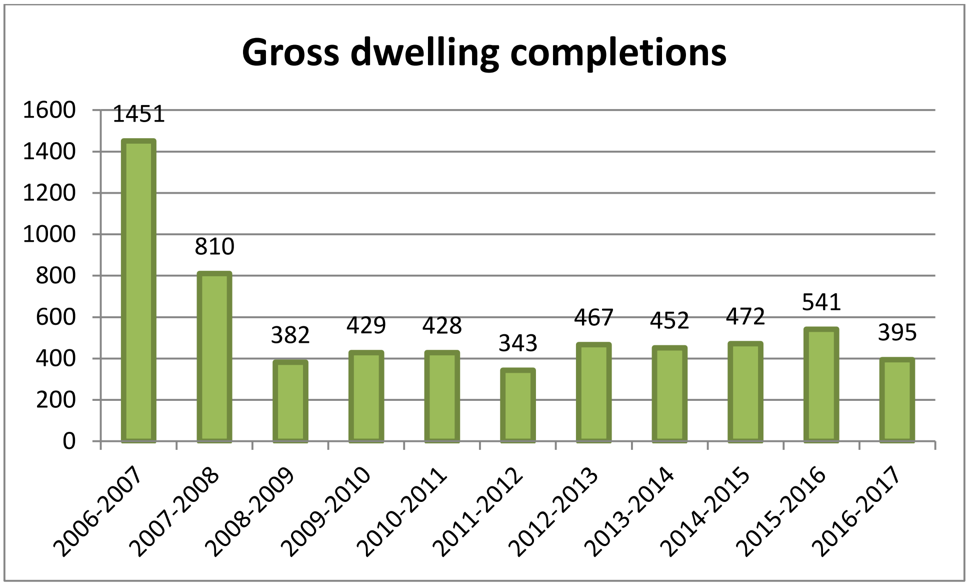


Figure 4c: Gross dwelling completions in Rugby Borough 2006-2017



4.4 Figures 4d and 4e have been produced to outline the Councils progress towards meeting the strategic housing target for the Borough. The figures show actual net completions and predicted future annual completion rates up to 2026. The managed delivery targets within the figures highlight the delivery rates required to meet the Borough Council's strategic target.

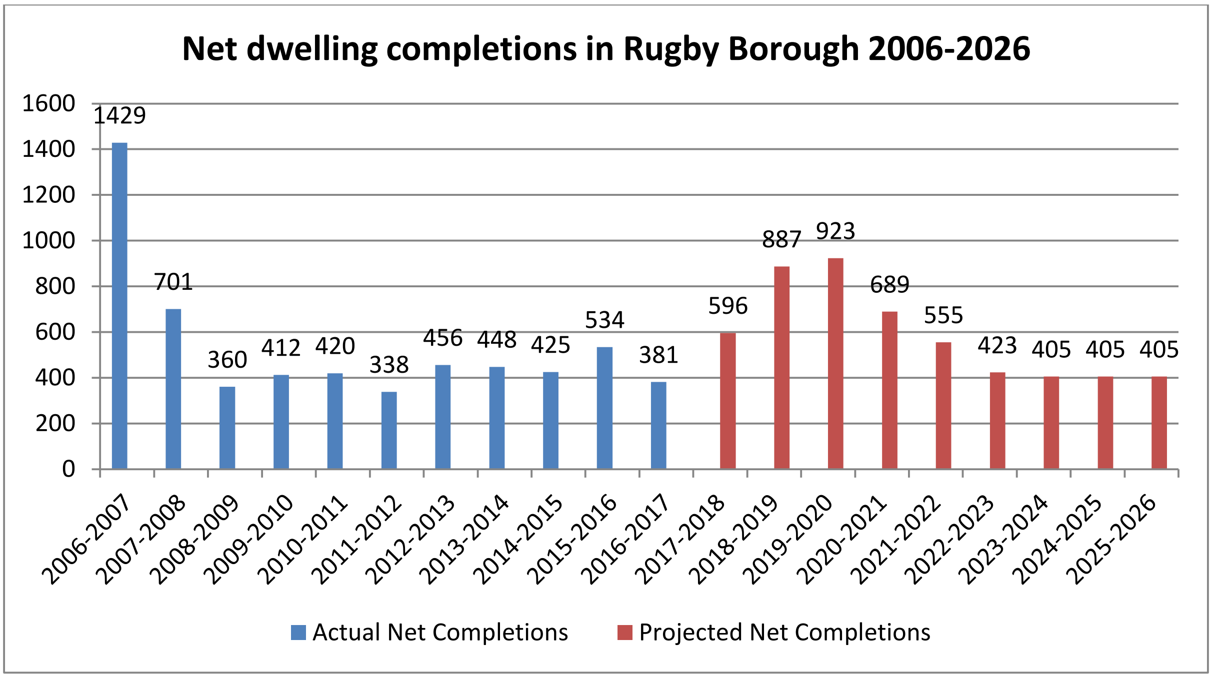
4.5 In order to determine future completion rates a realistic delivery forecast table has been produced and is available on request. This forecast table comprises of sites (over 5 dwellings) with permission, sites with committee resolution subject to a signed s106 and a windfall allowance (sites below 5 dwellings).

Figure 4d: Actual net additional dwellings and projected net additional dwellings required to meet the Borough Council's strategic housing target.

Year	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26
Actual net additional dwellings	1429	701	360	412	420	338	456	448	425	534										
2016-17 net additional dwellings.											381									
Projected net additional dwellings												596	887	923	689	555	423	405	405	405
Required annual rate 2011-2026*												544	544	544	544	544	544	544	544	544

*Required annual rate calculated by residual amount divided by number of years remaining in plan period. Does not include non-delivery buffer.

Figure 4e: Housing Trajectory



Housing Development on Previously Developed Land

4.6 This section of the housing chapter focuses on the use of Previously Developed Land (PDL) for residential development. Figure 4f shows that 76% of the gross number of dwellings delivered during the monitoring period were built on PDL.

Figure 4f: Dwellings delivered on previously developed land

Gross dwellings 2016-2017	% of additional dwellings on PDL
395	**76%**

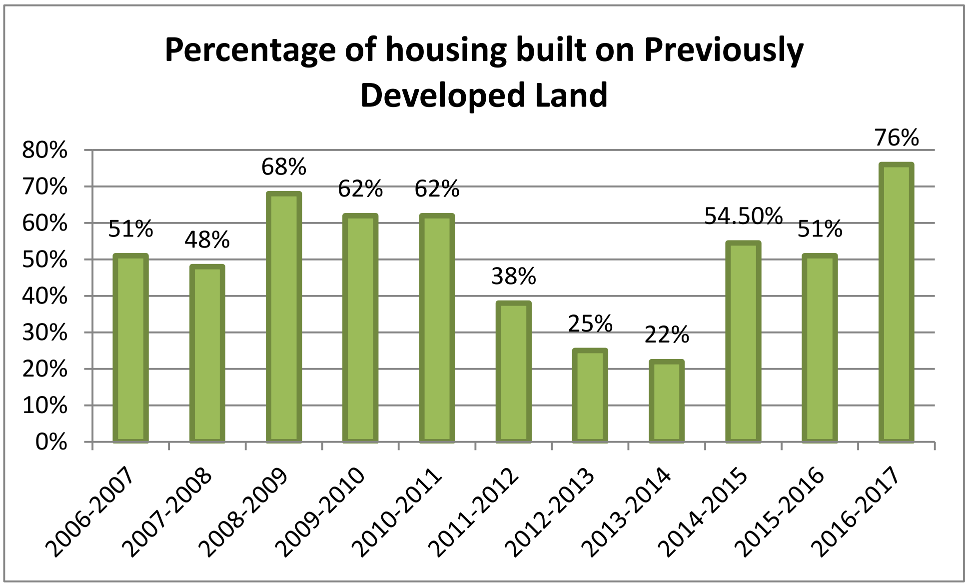
4.7 One of the Core principles of planning as stated in the NPPF is to encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value. The following figure (4g) presents the annually reported statistics showing the percentage of new homes built on PDL over time.

Figure 4g: Percentage of new homes built on previously developed land over time

Year	Percentage of new homes built on previously developed land.
2006-7	**51%**
2007-8	**48%**
2008-9	**68%**
2009-10	**62%**
2010-11	**62%**
2011-12	**38%**
2012-13	**25%**
2013-14	**22%**
2014-15	**54.5%**
2015-16	**51%**
2016-17	**76%**

4.8 Figure 4h graphically represents the amount of new housing development built on PDL over time. Between 2011 and 2014 there was a significant increase in the percentage of new housing being built on Greenfield sites. This is predominantly due to a large proportion of completions being taken from major developments, including Cawston, Coton Park, sites in Long Lawford and Eden Park, which are all situated on Greenfield.

Figure 4h: Percentage of new homes built on previously developed land



4.9 To provide meaningful monitoring information in relation to Government policy objectives, the number of dwellings granted planning permission on PDL is now reported below in Fig 4i, this summarises the information gathered during the 2016/17 monitoring period relating to the number of new dwellings permitted on PDL.

Figure 4i: Number of dwellings granted planning permission on PDL 2016-2017

Planning Permission Category	Number of dwellings permitted
Dwellings granted P/P on PDL	407
Dwellings granted P/P not on PDL	6609 (6200 from Rugby Radio Station site)
Total number of dwellings granted P/P	7016

Density of housing development

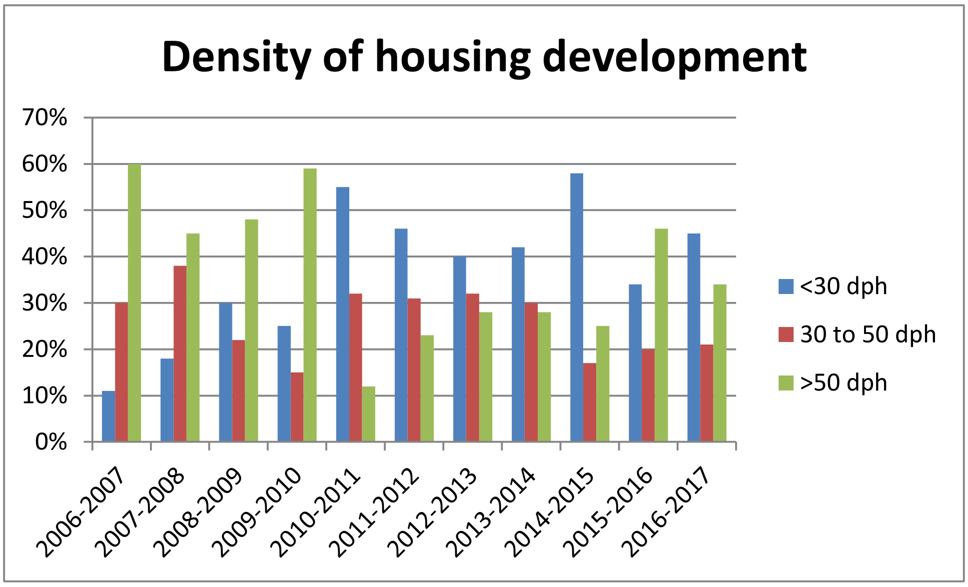
4.10 The following figures have been extracted from the Borough Council's single site housing spreadsheet which monitors the progress being made in house building across the Borough. The collection of this information allows analysis of the densities which are being achieved by housing developments throughout the Borough.

Figure 4j: Density of housing development by percentage of sites

Year	Percentage of sites completed at:		
	Less than 30 dwellings per hectare	Between 30 and 50 dwellings per hectare	More than 50 dwellings per hectare
2006-2007	11%	30%	60%
2007-2008	18%	38%	45%
2008-2009	30%	22%	48%
2009-2010	25%	15%	59%
2010-2011	55%	32%	12%
2011-2012	46%	31%	23%
2012-2013	40%	32%	28%
2013-2014	42%	30%	28%
2014-2015	58%	17%	25%
2015-2016	34%	20%	46%
2016-2017	45%	21%	34%

4.11 Figures 4j (above) and 4k (below) highlight the result of each housing summary return since 2006.

Figure 4k: Density of housing development by percentage of sites



Affordable Housing Provision

4.12 The widening of home ownership opportunities and ensuring the delivery of high quality housing for all, together with improving affordability across the housing market are key Government housing objectives. In line with this one of the Councils Corporate priorities is to "meet the housing needs of our residents both now and in the future". Therefore the Authority Monitoring Report is important in demonstrating the success the Borough Council has had in securing the delivery of affordable housing.

4.13 The monitoring of Section 106 agreements and close working relationships with Preferred Partner Registered Providers (RPs) allows for both more accurate monitoring and increased efficiency in the delivery of affordable housing.

4.14 Figure 4l shows the gross number of affordable dwellings delivered during the 2016-2017 monitoring period.

Figure 4l: Gross number of affordable dwellings delivered by type 2016-2017

Social rent homes provided	Intermediate homes provided	Affordable homes total
3	0	3

4.15 The information contained below within figure 4m is taken from the monitoring single site housing returns produced annually by Rugby Borough Council. It shows the delivery of 1176 affordable dwellings between 1st April 2006 and 31st March 2017.

Figure 4m: Affordable housing completions by tenure (2006-2017)

	2006/ 2007	2007/ 2008	2008/ 2009	2009/ 2010	2010/ 2011	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017
Local Authority	0	0	0	10	10	0	0	23	27	1	3
RSL - Rented	118	181	28	70	64	44	54	48	57	26	0
RSL – Shared Ownership	98	39	0	23	41	36	38	17	45	19	0
Discounted Market	4	3	19	21	0	0	0	9	0	0	0
TOTAL	220	223	47	124	115	80	92	97	129	46	3
Total housing completions	1429	701	360	412	420	328	334	430	425	534	381
% Affordable provision	15.4%	31.9%	13.05 %	30.09 %	27.3%	24.3%	27.5%	22.6%	30%	8.6%	0.8%

Self and Custom Build Register

4.16 2016-2017 is the first monitoring year where entries have been received for the Self and Custom Build Register. In the period 1st April 2016 – 31st March 2017 a total of 29 entries were made.

4.17 All entries registered an interest in a site that could accommodate a 'detached' dwelling with 62% of the people registering 'detached' as their sole interest. Other entries indicated a flexibility in the type of dwelling sought, as set out in Fig 4n below:

Fig 4n: Development Type

Type of Dwelling Sought	Number of entries
Detached	18
Detached or Semi-detached	3
Detached or Detached Bungalow	4
Detached, Semi-Detached or Terraced	1
Detached , Semi-Detached, Detached Bungalow or Semi-Detached Bungalow	2
Detached, Semi-Detached, Detached Bungalow, Semi-Detached Bungalow or Terraced	1

4.18 The preferred preference of plot type in Rugby is 'self-build' with 41% solely registering an interest in this type of plot. Of the 29 entries only 10% stated that they are seeking a 'Kit Home' plot. The remaining entrants opted for a combination of plot types as detailed in Fig 4o below:

Fig4o Plot Type

Type of Plot	Number of entries
Self-Build	12
Developer Built One-Off/Group Project	1
Kit Home	3
Self-Build or Kit Home	7
Self-Build, Developer Built One Off or Group Project	1
Self-Build, Kit Home, Developer Built One-Off or Group Project	2
Self-Build, Kit Home, Independent Community Self-Build , Supported Community Self-Build, Developer Built One-Off or Group Project	3

4.19 The majority of entries indicate that they would intend to build out their plot within 6 months, with 17 respondents selecting this timescale making 59% of total entries. Fig 4p below shows the distribution of entries according to timescales:

Fig4p Timescale of Build Out

Timescale within (months)	Number of entries
6	17
12	5
24	6
36	1

4.20 The most common preferred location is Near to or at a Rural Settlement, which accounted for 48% of the entries. Following this, 24% of entries indicated 'any' area as their preferred location. The preferences are detailed in Table 4q below:

Fig4q Preferred Location

Approximate Location Sought	Number of entries
Urban Area	4
Near or at Rural Settlement	14
Outer Rural	4
Any	7

4.21 No permissions were granted in the 2016-2017 monitoring period to meet the demand of entries on the register.

Gypsy and Traveller Sites

4.22 Core Strategy Policy CS22 sets out the accommodation need for the Borough, this was based on the 2008 Gypsy and Traveller Accommodation Assessment.

4.23 An updated Gypsy and Traveller Accommodation Assessment (GTAA) was published in November 2014 with it identifying the following need:

Fig 4r Gypsy and Traveller Need

Phase	Timeframe	Total Pitches (minimum)	Annualised
1	2014/15 to 2018/19	23[1]	4.6
2	2019/20 to 2023/24	18[2]	3.6
3	2024/25 to 2028/29	15	3
4	2029/30 to 2033/34	8	1.6
	Total	65	3.25
	Transit Requirement	7	

[1] Within Phase 1 the identified need was initially for 24 pitches however it should be noted that an approved traveller site within the updated GTAA was shown as accommodating 1 pitch however this is an error as it accommodates 2 pitches thus reducing the need to 23 pitches within Phase 1 (annualised 4.6 pitches).

[2] It should be noted that the long term future requirements i.e. post 2019 is indicative with the GTAA basing the need using known household structure information. The study uses the age of children in the surveyed households as the 'likely emergence' of need making the assumption that they will remain in the Borough and that 50% of children will form household when they reach 18. The study recommends that the evidence base is updated in five years' time to review the situation.

4.24 It should also be noted that within Phase 1 a pitch turnover rate of 11 is included. The turnover rate is based on Council data for local planning authority site known as Woodside Park, which suggests that on average 2.25 pitches become available for occupancy each year. Without the turnover figure the need within Phase 1 would be for 34[3] pitches. Figure 4s below shows the annualised need for the next 5 years.

Fig 4s: Annualised Need

Year	Annualised Need
2016/17	4.6
2017/18	4.6
2018/19	4.6
2019/20	3.6
2020/21	3.6

4.25 Since the production of the GTAA permanent planning permission has been granted for 7 pitches (one site previously benefited from a temporary permission for 1 pitch, resulting in a net figure of 6 pitches).

4.26 As such, with consideration to the number of authorised pitches and unmet need, for the five year requirement (2016-17/2020-2021) there is an outstanding need of 27.8 pitches.

5. The new Local Plan

5.1 In the summer of 2017, following agreement by Cabinet, the new Rugby Borough Local Plan was submitted to the Planning Inspectorate. By December 2017 the Local Plan hearing dates had been scheduled and statements were being prepared by the Development Strategy Team in advance of the Stage 1 hearings.

5.2 The hearings were scheduled by the Planning Inspectorate and were later than had been anticipated in the Local Development Scheme (LP23). The LDS will be updated in 2018 with the adoption date for the Local Plan pushed back accordingly. This delay has impacted progress on other documents in the LDS. The dates for these documents will be updated accordingly.

5.3 In terms of the Duty to Cooperate, Rugby Borough Council has continued to work together with neighbouring authorities. The Examination Library contains a Housing and an Employment Memoranda of Understanding between Rugby and neighbouring authorities.

[3] Inclusive of the additional pitch at Greenbanks

5.4 The full suite of documents, including the submission version of the Local Plan can be viewed on the examination library pages of the Rugby Borough Council website at the link below:

https://www.rugby.gov.uk/info/20004/planning_strategy/348/local_plan_examination/3

6. Neighbourhood Plans

6.1 By December 2017 there was one made Neighbourhood Plan (Coton Forward) and a further eight Neighbourhood Areas had been designated with plans in varied stages. In line with the planning practice guidance Rugby Borough Council offers support to groups preparing Neighbourhood Plans throughout the process of creating their plan. Early engagement with Rugby Borough Council is encouraged.

6.2 The Neighbourhood Planning pages of the Rugby Borough Council website provide the latest updates on the Neighbourhood Plans currently in progress.

https://www.rugby.gov.uk/homepage/49/neighbourhood_planning

7. CIL

7.1 Work will begin in 2018 to decide whether a CIL would be viable for Rugby. If this is the case a charging schedule will be drafted and consulted on. Dates for this will be included in the updated 2018 LDS.