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# **Housing Land Supply Position**

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**December 2016**

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**RUGBY  
BOROUGH  
COUNCIL**

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## 1 INTRODUCTION

- 1.1 This report sets out the Council's assessment of its housing position as of December 2015. It seeks to establish the extent to which the Council can fulfill the requirement to identify and maintain a five year supply of deliverable land and its ability to deliver the Core Strategy housing target of 10,800 dwellings within the plan period of 2006-2026. The exercise will conclude whether or not housing policies contained within the Core Strategy are considered to be up to date in accordance with the National Planning Policy Framework.
- 1.2 This document presents an assessment for the five year period from 1st April 2015 to 31st March 2020 and includes the net number of dwellings built in the monitoring period 2014-15. Contained within this assessment are sites of 5 dwellings or more which are considered to be deliverable within this five year period and a windfall allowance (sites 4 dwellings and below).

## 2 POLICY CONTEXT

- 2.1 The National Planning Policy Framework (NPPF) was published by the Government on 27 March 2012. One of its core planning principles is to proactively drive and support sustainable economic development to deliver homes.
- 2.2 The NPPF states at paragraph 47 that local planning authorities should:
1. *use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;*
  2. *identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;*
  3. *identify a supply of specific sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;*
- 2.3 In determining land supply the NPPF states at paragraph 48 that local planning authorities: *“may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.”*

### **3 HOUSING TARGET FOR THE CORE STRATEGY PLAN PERIOD 2006-2026**

- 3.1 Under the previous planning system, housing requirements were set at the regional level, within the West Midlands Regional Spatial Strategy. In July 2010, the Government made an initial announcement that they intended to revoke these regional housing targets and that Local Planning Authorities would have powers to set their own, locally derived housing targets.
- 3.2 During the Examination in Public of the Core Strategy Development Plan Document Rugby Borough Council (RBC) produced a paper justifying the housing target of 10,800 based on a robust locally derived evidence base. The Core Strategy was found sound by the Inspector and was subsequently adopted by the Council on the 21<sup>st</sup> of June 2011.
- 3.3 The Core Strategy housing target equates to 540 dwellings per year for the plan period which covers 2006 - 2026. As of the 31<sup>st</sup> of March 2016 a total of 5,523 dwellings have been completed in Rugby Borough since the start of the Core Strategy plan period (April 1st 2006). To meet the Core Strategy requirement of 10,800 dwellings a further 5,277 dwellings are required over the remaining 10 years of the plan period, equating to an annualised requirement of 527.7 dwellings.

<b>A</b>	<b>Housing Target (2006-26)</b>	10800
<b>B</b>	<b>Annual requirement</b>	540
<b>C</b>	<b>Requirement to date (2006-14/15) (B*10)</b>	5400
<b>D</b>	<b>Completions (2006-2015/16)</b>	5523
<b>E</b>	<b>Oversupply (C-D)</b>	123
<b>F</b>	<b>Residual (A-D)</b>	5277
<b>J</b>	<b>Annualised requirement (F/10)</b>	527.7

#### 4 THE FIVE YEAR HOUSING REQUIREMENT BUFFER

- 4.1 As required by the NPPF the authority must demonstrate a 5 year land supply against its housing requirement with an additional buffer of 5%. Where there has been a record of persistent under delivery of housing this buffer should increase to 20%.
- 4.2 As mentioned the Core Strategy housing target for the plan period equates to 540 dwellings per annum. 5400 dwellings should therefore have been completed during the first 10 years of the plan period; 2006 - 2015. Figure 1 below highlights that to date Rugby Borough Council's housing delivery rates have exceeded this requirement by 123 dwellings.

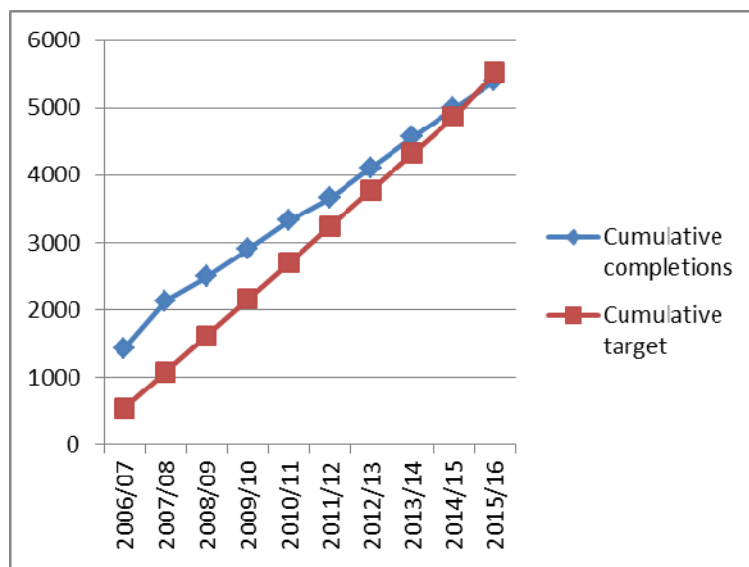


Figure 1 Cumulative housing completions against cumulative target

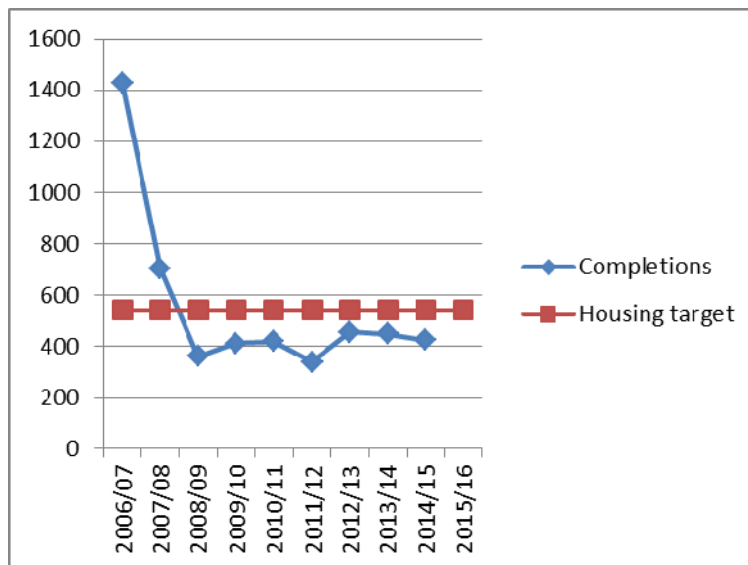


Figure 2 Annual completions against Core Strategy target

- 4.3 It is acknowledged that the completion of 1429 dwellings in 2006-07 is the key factor as to why the Borough has exceeded the cumulative target of the Core Strategy to date. Figure 2 shows that for the first 2 years of the plan period housing completions have exceeded the Core Strategy target however in the past 8 years housing completions have been below the target.
- 4.4 It is therefore considered that the authority's 5 year land supply figure should be based on a 20% buffer given the consistent under delivery against the housing target.

<b>A</b>	<b>Housing Target (2006-26)</b>	10800
<b>B</b>	<b>Annual requirement</b>	540
<b>C</b>	<b>Requirement to date (2006-15/16) (B*10)</b>	5400
<b>D</b>	<b>Completions (2006-2015/16)</b>	5523
<b>E</b>	<b>Oversupply</b>	123
<b>F</b>	<b>Residual (A-D)</b>	5277
<b>H</b>	<b>5 year requirement (F/10*5)</b>	2638.5
<b>I</b>	<b>5 year requirement +20% (H+20%)</b>	3166.2
<b>J</b>	<b>Annualised requirement (I/5)</b>	633.24

## 5 DELIVERABILITY OF SITES

- 5.1 In accordance with paragraph 47 of the NPPF all sites identified within the 5 year supply must be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable.
- 5.2 The National Planning Policy Guidance (NPPG) emphasises that planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the 5 year land supply. The NPPG (para31) states that sites with planning permission should be considered deliverable until permission expires, *'unless there is clear evidence that schemes will not be implemented within 5 years'*.
- 5.3 Specific sites that have been included are considered to be suitable, available and will make a significant contribution to the delivery of housing.
- 5.4 The following approach has therefore been taken when including sites within the assessment:
- Available – the schedule of sites includes those that are in the main benefit from planning permission (or benefit from committee resolution for approval subject to a signed S106), thereby the site is currently available for development.
  - Suitable – for sites to be considered suitable the NPPF indicates that they should offer a suitable location for development which would contribute to the creation of sustainable mixed communities. Sites with planning permission are therefore considered to be suitable.
  - Achievable – for sites to be considered achievable there should be a reasonable prospect that housing will be delivered on the site within the five years. Sites are considered achievable if:
    - there are no known ownership constraints; and
    - there are no known physical or environmental constraints; and
    - there are no conditions or section 106 agreements precluding or limiting development within the five year period.
  - Viable – RBC has contacted landowners/developers of sites contained within the housing trajectory to ensure that they remain deliverable, and therefore viable, within the five year period.
- 5.5 Whilst the delivery rates contained within this assessment have been informed by developers, to be conservative a 10% non delivery deduction has been applied to sites this allows for any slippage in delivery.

## 6 WINDFALL ALLOWANCE

- 6.1 The NPPF specifically states that an allowance may be made for windfall sites where there is compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply.
- 6.2 The table below sets out the contributions that windfall developments<sup>1</sup> have made per annum. The table does not include developments on residential gardens.

<b>2006-07</b>	38
<b>2007-08</b>	50
<b>2008-09</b>	54
<b>2009-10</b>	23
<b>2010-11</b>	42
<b>2011-12</b>	36
<b>2012-13</b>	73
<b>2013-14</b>	23
<b>2014-15</b>	35
<b>2015-16</b>	60
<b>Total</b>	434
<b>Average</b>	43.4

- 6.3 Over the plan period to date 434 dwellings have been delivered on windfall sites giving an average of 43 dwellings. Windfalls developments have contributed to 7.85% of the dwellings delivered within the plan period to date.
- 6.4 It is considered that windfall sites will continue to contribute to the Borough's housing supply for the following reasons:
- The NPPF allows for market dwellings to cross subsidise affordable dwellings outside settlement boundaries;
  - The Core Strategy allows for development within main rural settlements with sites no longer restricted to being on previously developed land of less than 0.2ha and/or capable of accommodating no more than 6 dwellings which was previously contained within the Local Plan 2006;
  - The Core Strategy contains no brownfield first policy as previous contained within the Local Plan 2006 reducing controls on developments sites within the urban area;

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<sup>1</sup> 4 dwellings or below



- Unlike the previous Development Plan ( Rugby Borough Local Plan 2006), the Core Strategy allows for open market housing within Main Rural Settlements boundaries where there is no local need identified; and
- Permitted development rights allowing changes from office, retail and agricultural to residential dwellings.

6.5 On this basis it is considered windfall sites will continue to consistently contribute towards the Borough's housing supply at the rates previously achieved.

## **7 UPDATED: 5 YEAR LAND SUPPLY TABLE**

- 7.1 This 5 year land supply assessment has been updated to take account of:
- Housing completions for the monitoring period April 2015 – March 2016;
  - Correction to housing completions figures previously reported for years 2011-12, 2012-13 and 2013-14 resulting in an additional 150 dwellings completions.
  - An update of sites following correspondence with landowners/developers of the respective sites;
  - Additional sites that have been granted planning permission; and
  - A windfall allowance that has been calculated in accordance with guidance contained within the NPPF.
- 7.2 The table below sets out the sites which will contribute towards the authority's 5 year supply.

	2015/16	2016/17	2017/18	2018/19	2019/20
<b>Development Commenced (sites 5 dwellings or more)</b>					
Land at Leicester Road (R12/1884 101 dwellings + R13/1609 87 dwellings)	49	47	40		
Land at Leicester Road (R12/1610 87 dwellings)	2				
Technology Drive Zone C Phase 2 (40 Dwellings)	28				
Technology Drive Zone C Phase 3(75 Dwellings)	35	40			
Ambulance Station, Brownsover Lane	2				
Coton Park East	42				
Gateway R1 (244 dwellings)	17				
Lime Tree Village (C2 units)	15	19	10	3	
Priory Road, Wolston	50	9			
Cawston Grange	28	33	22		
Former Warwickshire College Site	15	40	40	36	
Coton House		15	40	19	
Upper Floors, 9 North Street, Rugby		35			
Former New Bilton Conservative Club		10			
Land rear of 263- 273B Hillmorton Road	5				
Spiritual Centre, 5 Newbold Road.	6				
Former Works Site, Willow Lane, Rugby	3				
Avenue Road	8				
1 Park Road	6				
Church Lawford Garden Centre, Kings Newham Road.	9				
Ivy Grange	7				
Land rear of 69a to 89 Hillmorton Road		12			
Webb Ellis Business Park		67			
95 Clifton Road	6				
<b>Developments not commenced</b>					
Gateway (remaining site 924 dwellings)		30	70	70	70
Gateway R4 (132 dwellings)		27	40	40	25
Coton Park East Phase B1 & B2		30	50	50	20
Bilton Grange		25	25		
Cawston Lane				20	40
Rugby Radio Station		20	50	115	190
Grange Cottage Farm Coventry Road		10			
Ridgeway Farm			30	40	26
Newbold Farm			13		
Former Ballast Pits			16	30	30
<b>Subject to signed section 106/dead of variation</b>					
Dipbar fields			26	30	30
Land East of Newton Lane				20	20
Back Lane South		15	40	40	17
Land at Leicester Road (231 dwellings)		20	40	40	40
Windfall Allowance (sites 4 dwellings or less)	42	42	42	42	42
<b>Total</b>	<b>375</b>	<b>546</b>	<b>594</b>	<b>595</b>	<b>550</b>

**5 year land supply + 20%**

	2015/16	2016/17	2017/18	2018/19	2019/20
<b>Annualised Requirement</b>	634	634	634	634	634
<b>Projected supply</b>	375	546	594	595	550
<b>Projected supply - 10% non delivery</b>					

**Total**

<b>3169</b>	<b>Years Supply</b>	<b>Undersupply (dwellings)</b>
<b>2660</b>	<b>4.20</b>	<b>509</b>
<b>2394</b>	<b>3.78</b>	<b>775</b>

7.3 As highlighted above the Council can only demonstrate 3.78 years land supply with a shortfall of 775 dwellings.

## 8 UPDATED HOUSING TRAJECTORY

	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	Plan Period
	PHASE 1					PHASE 2				PHASE 3					PHASE 4					Total	
Past Completions (Net)	1429	701	360	412	420	338	456	448	425												4989
<b>Development Commenced</b>																					
Land at Leicester Road (R12/1884 101 dwellings + R13/1609 87 dwellings)										49	47	40									136
Land at Leicester Road (R12/1610 87 dwellings)										2											2
Technology Drive Zone C Phase 2 (40 Dwellings)										28											28
Technology Drive Zone C Phase 3(75 Dwellings)										35	40										75
Ambulance Station, Brownsover Lane										2											2
Coton Park East										42											42
Gateway R1 (244 dwellings)										17											17
Lime Tree Village (C2 units)										15	19	10	3								47
Priory Road, Wolston										50	9										59
Cawston Grange										28	33	22									83
Former Warwickshire College Site										15	40	40	36								131
Coton House											15	40	19								74
Upper Floors, 9 North Street, Rugby											35										35
Former New Bilton Conservative Club											10										10
Land rear of 263- 273B Hillmorton Road										5											5
Spiritual Centre, 5 Newbold Road.										6											6
Former Works Site, Willow Lane, Rugby										3											3
Avenue Road										8											8
1 Park Road										6											6
Church Lawford Garden Centre, Kings Newham Road.										9											9
Ivy Grange										7											7
Land rear of 69a to 89 Hillmorton Road											12										12
Webb Ellis Business Park											67										67
95 Clifton Road										6											6
<b>Developments not commenced</b>																					
Gateway (remaining site 924 dwellings)											30	70	70	70	70	70	70	70	70	70	660
Gateway R4 (132 dwellings)											27	40	40	25							132
Coton Park East Phase B1 & B2											30	50	50	20							150
Bilton Grange											25	25									50
Cawston Lane													20	40							250
Rugby Radio Station											20	50	115	190		40	40	40	40	30	1515
Grange Cottage Farm Coventry Road											10										10
Ridgeway Farm													30	40	26						96
Newbold Farm												13									13
Former Ballast Pits												16	30	30							76
<b>Subject to signed/variation of section 106</b>																					
Dipbar fields												26	30	30							86
Land East of Newton Lane													20	20							40
Back Lane South											15	40	40	17							112
Land at Leicester Road (231 dwellings)											20	40	40	40	40	40	40	11			231
Windfalls										42	42	42	42	42	42	42	42	42	42	42	462
<b>TOTAL DELIVERY</b>	1429	701	360	412	420	338	456	448	425	375	546	594	595	550	382	382	353	342	332	302	9742

The updated housing trajectory contains the delivery rates of sites that are considered to be developed within the Core Strategy plan period. The trajectory highlights that the housing target of 10,800 dwellings will not be met by 1058 dwellings.