



# **5 YEAR HOUSING LAND SUPPLY POSITION STATEMENT 2025-2030**

## 1. INTRODUCTION

This statement sets out Rugby Borough Council's 5 Year Housing Land Supply (5YHLS) as at 1 April 2025. The statement explains the calculation, before summarising the result. Appendix 1 sets out the detailed calculation, and Appendix 2 the list of sites.

The Rugby Borough Local Plan 2011-2031 was adopted on 4 June 2019.

Because the Local Plan is more than five years after adoption, 5YHLS is required by the National Planning Policy Framework (NPPF) to be calculated against local housing need rather than the plan requirement. As of the end of May 2025, local housing need calculated in accordance with the standard method is 636 homes per year.

## 2. PAST DELIVERY RECORD

The Local Plan 2011-2031 identified a need of 12,400 dwellings to be provided in the borough over the plan period at a rate of 540 per annum between 2011/12 to 2017/18 and 663 per annum between 2018/19 to 2030/31.

Between 1<sup>st</sup> April 2011 and 31<sup>st</sup> March 2025 there has been a sizable over-delivery against the Local Plan annual requirement as detailed in the table below:

Year	Annual Requirement	Actual net dwellings
2011/2012	540	338
2012/2013	540	456
2013/2014	540	448
2014/2015	540	425
2015/2016	540	534
2016/2017	540	376
2017/2018	540	596
2018/2019	663	939
2019/2020	663	859
2020/2021	663	832
2021/2022	663	939
2022/2023	663	1,349
2023/2024	663	873
2024/2025	663	675
Total	8,421	9,639
Over-delivery		1,218

Rugby Borough Council's most recent published housing delivery test measurement (2023) covering the period 2020-2023 was 180%. No 5yhls consequences flow from this.

Based on the above, it has been determined that a 5% buffer should be applied to the 5YHLS calculation in accordance with paragraph 78 of the National Planning Policy Framework.

Using ONS Live Table 125 (Dwelling stock estimates by local authority district) it is possible to calculate that the cumulative annual growth rate (CAGR) in the number of dwellings in Rugby Borough between 2014 and 2024 was 1.65%. This compares to a CAGR for England over the same

period of 0.91% and for the West Midlands region of 0.84%. Over the twenty year period 2004-2024 the respective growth rates were 0.84% for England, 0.73% for the West Midlands and 1.48% for Rugby Borough.

Because of local government reorganisations in the past 10 years, it is not possible to calculate CAGR for a 10 and 20 year period for every local authority. Nonetheless, of the 285 lower tier local authorities for which it is possible to obtain the data, Rugby Borough had the 17<sup>th</sup> highest ten year CAGR. Rugby Borough's CAGR for the 20 year period 2004-2024 is 11<sup>th</sup> highest among the 276 lower tier local authorities for which this data is available. This places Rugby Borough in the top 10% of local authorities for 10 year housing delivery and the top 5% for 20 year housing delivery.

These numbers illustrate Rugby Borough's very strong track record of housing delivery.

However, as the Local Plan is more than five years post adoption, past over-delivery is required to be disregarded in calculating the housing land requirement going forward. This is confirmed by Planning Practice Guidance Paragraph: 031 Reference ID: 68-031-20190722: "...Where the standard method for assessing local housing need is used as the starting point in forming the planned requirement for housing, Step 2 of the standard method factors in past under-delivery as part of the affordability ratio, so there is no requirement to specifically address under-delivery separately when establishing the minimum annual local housing need figure.". Although this statement relates to past under-delivery, it would logically apply equally to past over-delivery.

It is relevant to note that, were five year land supply to continue to be calculated against the Local Plan requirement factoring in delivery in the plan period from 2011 to date, then the council would be able to demonstrate 6.35 years' supply.

### 3. SUPPLY

In calculating the 5YHLS it is necessary to identify deliverable sites as required in Paragraph 78 of the NPPF.

Annex 2 of the NPPF defines a deliverable site as follows:

***Deliverable:*** *To be considered deliverable, sites for housing should 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.*

*In particular: a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).*

*b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.*

Applying this, all sites with detailed permission (i.e. full or reserved matters) have been considered deliverable unless there is clear evidence that the site will not proceed.

The judgements about the deliverability of sites made in this statement have been supported by site assessment and (where possible) consultation with site owners and/or their agents.

A delivery rate of 40 dwellings per sales outlet per annum has been used as a baseline unless there is evidence, for example from the developer, to suggest a different assumption. For sites of more than 500 units Lichfields' *Start to Finish* research supports higher build out rates.

At Houlton, the site is underway and progressing swiftly with numerous housebuilders on site. There have been rolling submissions of reserved matters for individual parcels within the defined key phases. Construction began at Houlton in the 2017-18 monitoring year. There have been completions in the past eight monitoring years from 2017-18 to 2024-25 at an average annual rate of 239 dwellings per annum. The delivery rate for the remaining dwellings, outside of existing reserved matters applications, has been supplied by the master developer Urban & Civic.

On the South West Rugby allocation, at Ashlawn Road one of the Barratt sites has now been completed and completion is projected on another Barratt site and the David Wilson Homes site in the next 2 years.

Additionally, at South West Rugby, completions are projected on the 'Land South of Coventry Road and Cawston Lane' parcel for 210 units within the five-year period. This site gained outline planning permission on 23 December 2022, and a Reserved Matters application was approved on 12 September 2025. The first completions are expected in 2026-27.

The Tritax Symmetry parcel at Cawston Farm, South West Rugby for 275 units is subject to an outline planning application which was submitted in May 2019 and was reported to planning committee in February 2025 and gained a resolution to grant planning permission subject to a S106 agreement. The trajectory applied by the council assumes two years between the grant of permission in 2025-26 and first completions in 2027-28. An outline planning application for Cawston Farm 2 (350 units), which is also promoted by Tritax Symmetry, was submitted in August 2022 and is also awaiting determination. This application has not been determined to date as it is intrinsically interlinked with the 275 unit application. Now this scheme has a resolution to grant planning permission the developer is seeking to progress the 350 unit application. First completions on this site are currently projected for 2028-29.

Three further outline applications for South West Rugby totalling 2,880 dwellings were received in May and June 2025 and are awaiting determination.

A windfall allowance for dwellings delivered on small sites of 50 dwellings per annum has been applied. A windfall site has been defined as being a site for fewer than 5 dwellings which is not built on garden land. This figure is based on data showing there has been an average of 56 dwellings per annum delivered on windfall sites between 2015/16 - 2024/25, and an average of 51 dwellings per annum between 2020/21 – 2024/5. The allowance has been rounded down to 50 rather than up to 55 as the number of completions has been under 50 for the past 4 financial years and, in general, the amount has trended downwards for the past 10 years. The data shows there is a consistent supply of small windfall sites in the borough and that not to include an allowance would under-estimate the delivery of housing in the borough.

The data for windfall completions in past years is set out in the table below:

Financial Year	Number of Windfall Units Completed
2024/25	41
2023/24	41
2022/23	45
2021/22	49
2020/21	79
<b>5 Year Average</b>	<b>51</b>
2019/20	41
2018/19	62
2017/18	69
2016/17	55
2015/16	73
<b>10 Year Average</b>	<b>56</b>

Individual assessment of sites has been undertaken for all site allocations under the Local Plan 2011-2031. Those allocations that are not coming forward (Coton Park East and Leamington Road, Ryton-on-Dunsmore) are excluded from the supply. Similarly Plott Lane, Stretton on Dunsmore and Linden Tree Bungalow, Wolston are not included in the supply. All other rural settlement allocations are either already completed, under construction or have detailed permission and specific assessment of their deliverability has been undertaken. It is, therefore, not appropriate to apply a generic lapse rate to these sites.

In the table below a further supply of 486 units is identified on other sites with full planning permission.

194 of these units are on two sites: land north of Projects Drive and Dipbar Fields. Dipbar Fields is being developed by Charles Church with houses already being sold: <https://www.charleschurch.com/new-homes/central/dunchurch-fields>. Projects Drive recently secured planning permission for housebuilder Morro Partnerships and the West Midlands Combined Authority has approved the provision of gap funding: <https://governance.wmca.org.uk/ieDecisionDetails.aspx?Id=2352>. It is considered highly unlikely that either of these sites will lapse and so it is inappropriate to apply a lapse rate to them.

That leaves 292 units on sites with full planning permission. Of these, 59 are under construction and so cannot lapse. A further 21 units have developer confirmed trajectories and therefore, with site specific information available, it is inappropriate to apply a lapse rate.

That leaves 212 units on sites with detailed planning permission which are not under construction and do not have a developer confirmed trajectory.

The National Planning Policy Framework requires an additional 5% supply buffer to be applied and there is no reference in either the NPPF or the Planning Practice Guidance to a requirement to apply generic assumed 'lapse rates' in calculating five year housing land supply. In an appeal decision dated 27 September 2024 (PINS ref APP/P4605/W/24/3342499) Inspector H Nicholls commented at para 82 "My view is that it would not be reasonable to take a step beyond the Framework and PPG requirements and apply a lapse rate to the deliverable supply". Therefore, no lapse rate is applied.

The list of all sites considered as part of the 5YHLS and the trajectories used in the calculation are included in *Appendix 2*.

#### **4. FIVE YEAR HOUSING LAND SUPPLY AS AT 1 APRIL 2025**

Based on analysis of deliverable sites for the five-year period 1 April 2025 to 31 March 2030 the Council can identify a housing land supply of **4.16 years** against the standard method requirement.

The calculations are presented in Appendix 1.

APPENDIX 1: 5YHLS POSITION 2025-2030

Requirement

A	Standard method requirement (annual)	636
B	5 year target (636*5)	3180
C	plus 5% buffer	3339
D	5 Year annualised Requirement (C/5)	668

Supply

Year 1 of 5 year Supply is 2025/26
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	2025/26	2026/27	2027/28	2028/29	2029/30	Total
Annualised requirement	668	668	668	668	668	3339
Projected Supply	567	422	479	600	729	2797

	Total projected supply	5 year Supply	
5YHLS with 5% buffer for period 2025-2030	2797	4.16	

## Appendix 2 - List of identified 5YHLS sites for 2025-2030

= not deliverable

Site name	Status	Application/permission date	2024-25	Gross to date	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	Post 2032	TOTAL (from 2025/26)	Notes
Coton Park East														
Coton Park East (Remainder)	Application not yet received - 100 Units	N/A											0	Site not being progressed
Coton Park East (North site- AC Lloyd)	Current Application - outline - R20/0787 - 475 Units	permission 26/04/2023											0	Site not being progressed
South West Rugby														
Land North of Ashlawn Road, (David Wilson)	Detailed - R20/0124 - 206 Units	Permission 21/12/2021	18	124	45	37							82	Under construction.
Land North of Ashlawn Road (Barratt)	Detailed R21/0689 (Outline R13/2102) - 216 Units	Permission 23/03/2022	53	186	20	10							30	Under construction. Developer confirmed trajectory 02/09/2025.
Coventry Road (Miller Homes)	Outline- R18/0936 - 210 Units reserved matters R24/0971	Permission 23/12/2022, reserved matters 12/09/2025				35	45	45	40	45			210	Detailed planning permission.
Cawston Farm 1 (Tritax Symmetry)	Current Application- Outline- R18/0995- 275 Units	Submitted 16/05/2019					20	40	40	40	40	95	275	Outline planning application gained resolution to grant planning permission February 2025 subject to section 106 agreement.
Cawston Farm 2 (Tritax Symmetry)	Outline application R22/0853 - 350 units	Submitted 26/08/2022						40	40	40	40	190	350	Outline planning application awaiting determination.
Land South West of Cawston Lane (Catesby Estates)	Current Application- Outline Application R25/0487 (Awaiting determination) - 470 Units	Submitted 02/06/2025						25	50	50	50	295	470	Outline planning application awaiting determination. Developer confirmed trajectory
Land to the North East of Cawston Lane & Land to the East of Alwyn Road (Taylor Wimpey)	Current Application- Outline Application R25/0407 (Awaiting determination) - Up to 800 Units	Submitted 01/05/2025						20	52	68	68	592	800	Outline planning application awaiting determination. Confirmation of trajectory with submitted planning application with two delivery outlets for the site.
Land East and West of Cawston Lane, North of Coventry Road and Land East of Alwyn Road (Homes England)	Current Application- Outline Application R25/0491 (Awaiting determination) - Up to 1600 Units	Submitted 05/06/2025									100	1500	1600	Outline planning application awaiting determination.
Taylor Wimpey remaining land	Application not yet received								20	40	40	95	195	Application not yet received however Taylor Wimpey have confirmed they are progressing towards target submission this financial year.
Eden Park														
Eden Park Phase R3 (Bloor Homes)	Detailed - R19/0976- 146 Units	20/08/2020	57	94	52								52	Under construction. Developer confirmed trajectory 04/09/2025.
Eden Park Phases R5, R6, and R7 (Bloor Homes)	Detailed - R23/0453- 550 units	Permission 15/01/2025				10	55	55	55	55	55	265	550	Full planning permission. Pre-commencement conditions submitted for discharge.
Houlton														
Key Phase Two - Parcel A (Francis Jackson Homes)	Detailed - R21/1099 - 31 units	Permission 12/09/2022	11	22	9								9	Under construction



[illegible]

Site name	Status	Application/permission date	2024-25	Gross to date	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	Post 2032	TOTAL (from 2025/26)	Notes
Yum Yum World Ltd, 4 High Street, Rugby, CV21 3BG	Detailed- R17/0967- 21 Units	Permission 03/04/2019		5	16								16	Under construction
Land South East of Brownsover Lane, Brownsover Lane (Jelson Homes)	Detailed - R14/1941, R22/0449- 14 Units	Permission 08/04/2020	5	5	9								9	Full planning permission, development has been commenced.
Development Land at Pailton Radio Station, Montilo Lane, Pailton, CV23 0HD	Detailed - R21/0937 - 10 Units	Permission 08/11/2021			10								10	Full planning permission.
Elms Farm, Oxford Road, Marton, CV23 9RQ	Detailed - R21/0469 - 11 units	Permission 12/07/2023			11								11	Full planning permission. Developer confirmed trajectory 02/09/2025.
16-20 Lawford Road, Rugby, CV21 2DY	Detailed - R15/1520, R21/0930 - 10 units	Permission 12/05/2022			10								10	Full planning permission, development has been commenced.
First Floor 7-8 Church Street, Rugby, CV21 3PH	Detailed - R22/0479 - 10 Units	Permission 09/11/2022			10								10	Full planning permission.
32 High Street, Rugby, CV21 3BW	Detailed - R21/0894 - 27 Units	Permission 13/12/2022			27								27	Full planning permission. Under construction.
Wolston Allotments, Stretton Road, Wolston (Spitfire Homes)	Detailed - R22/0201 and R19/1411 - 48 units	Permission 31/03/2023	44	44	4								4	Under construction
Land West Side of Heritage Close, Rugby	Detailed - R22/0383 - 10 units	Permission 06/12/2023				10							10	Full planning permission. Developer confirmed trajectory 02/09/2025.
Former Inwoods House, Ashlawn Road, Dunchurch	Detailed - R23/0491 - 25 units	Permission 20/03/2024			20	5							25	Full planning permission.
Current Permissions & Prior Approvals- 5-9 dwellings														
76 Buchanan Road, Bilton	Detailed- R18/0830, 21/0963 - 8 Units	Permission 22/11/2018			8								8	Under construction
7 & 8, St Matthews Street, Rugby, CV21 3BY	Detailed - R20/1092 - 7 Units	Permission 19/02/2021		3	4								4	Under construction
15 Bilton Lane, Rugby	Detailed - R19/1309 (R21/0353, R21/0451, R22/0125) - 5 Units	Permission 17/05/2021	1	3	2								2	Under construction
Land at Manor Farm, Hinckley Road, Burton Hastings. CV11 6RG	Detailed R22/0260 - 6 units	Permission 22/12/2022			6								6	Full planning permission
The Malthouse, Main Street, Thurlaston	Detailed R21/0477 - 6 units	Permission 30/06/2022			6								6	Under construction
11-12 Sheep Street, Rugby, CV21 3BU	Detailed R22/0979 - 5 units	Permission 03/07/2023			5								5	Full planning permission
Cawston House, Thurlaston Drive, Rugby, CV22 7SE	Detailed R23/0235 - 5 units	Permission 14/07/2023			5								5	Full planning permission
2-3 High Street, Rugby, CV21 3BG	Detailed R23/0722 - 6 units	Permission 27/03/2024			6								6	Full planning permission
Rugby Business Centre, 21-23 Clifton Road, Rugby, CV21 3PY	Detailed R23/0812 - 6 units	Permission 12/07/2024			6								6	Full planning permission

Site name	Status	Application/permission date	2024-25	Gross to date	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	Post 2032	TOTAL (from 2025/26)	Notes
140 Railway Terrace, Rugby, CV21 3HN	Detailed R24/0533 - 5 units	Permission 14/02/2025			5								5	Full planning permission
Rugby Business Centre, 21-23 Clifton Road, Rugby, CV21 3PY	Detailed R24/0829 - 8 units	Permission 19/12/2024			8								8	Full planning permission
Submitted Applications 10+ dwellings														
Myson House, Railway Terrace, Rugby, CV21 3LS	Current application - Outline R22/1035 - 96 units	Submitted 27/09/2022											0	Outline planning application awaiting determination
Former Nursery, Rugby Road, Brandon, CV8 3GJ	Current application - Outline R24/0716 - 43 dwellings	Submitted 29/07/2024											0	Outline planning application awaiting determination
90, RUGBY GYM CLUB, LOWER HILLMORTON ROAD, RUGBY, CV21 3TF	Current application - Outline R24/0986 - 34 dwellings	Submitted 21/10/2024											0	Outline planning application awaiting determination
Windfalls for sites of <5 dwellings					50	50	50	50	50	50	50		350	
TOTAL TRAJECTORY					567	422	479	600	729	795	760	5823	10175	