RUGBY BOROUGH COUNCIL

LOCAL DEVELOPMENT FRAMEWORK

AUTHORITY MONITORING REPORT

DECEMBER 2016

BOROUGH
RUGBY
COUNCIL

1: Introduction

1.1 This is the Twelfth 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 2015 to 31st March 2016.

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 103,400 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 44076 households being recorded. This is proportionately and 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 £208,363. This is more than the national average and in Nuneaton & Bedworth and Coventry, but less than Stratford upon Avon and Warwick. A semi-detached property costs nearly 6.7 times the (median) average wage for a fulltime worker in the Borough (just over 6 times the average wage for men, and nearly 8 times the average for women). Overall sold prices in Rugby over the last year were 3% up on the previous year and 15% 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. Between the period 2013-2031 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 development has been built out 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 (15.6%), Transportation and Storage (13.3%), Professional, Scientific and Technical (10%), Education (10%) and Manufacturing (8.9%).Human Health and Social Work, 10.6%, Education 10% and Transport and Storage (8.5%). Other main sectors of employment include Manufacturing (9.9%) and Construction (7%). The percentage of employees in construction is somewhat higher than regional and national averages, although overall the distribution amongst sectors is similar to regional and national trends.

2.12 Rugby has a total of 54,500 economically active residents. 82.7% of residents aged 16-64 are in employment, which is higher than regional and national averages (70.6% and 73.8% respectively). 1800 residents (3.3%) are unemployed, which is below regional and national averages.

2.13 Of the working population of Rugby, more people are higher qualified than comparable regional averages. Compared to national averages, Rugby is less qualified at levels up to level 3 (NVQ Level 3, A-Level, Key Skills 3 or equivalent), but is more qualified at level 4 and above (NVQ Level 4, Certificate of Higher Education, Key Skills 4 or equivalent).

2.14 Rugby Borough has a traditionally low rate of unemployment which is currently at 3.4% (of ages 16-64), which is lower than regional and national levels.

2.15 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

2.16 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

2.17 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

2.18 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 In order to accommodate future projected employment growth an indicative long term employment land development target of 108 hectares is required in the Borough between 2006 and 2026. Some of this allocation has already been accounted for and therefore approximately 67 hectares need to be delivered.

3.2 Figure 3a gives a clear indication of what has been permitted in the 2015-2016 monitoring period and the status of existing employment proposals.

Figure 3a: Employment Development as at 2015-2016

Application Ref.	Decision Date	Site Name / Address	Uses Permitted	Site Area (ha)	Floor space Permitted
Detailed Permissions (Full and Reserved Matters) Granted 2015/16*					
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	Land on west side of A5 Watling Street	B2/B8	3.2	41,010 sq ft
Sites Under Construction 2015/16					
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	B2 / B8	6.23	258,186 sq ft

		Park, Castle Mound Way			
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
Development Completed 2015/16					
R12/0190	21/03/14	MTC Academy, Zone 3/4 Ansty Park	B1	3	63,500 sq ft
R14/1703	27/10/14	RG-4 Rugby Gateway, Leicester Road	B8	4.14	237,000 sq ft

Out of Town Major Retail Units

3.3 There are currently five major out of town supermarkets in the Rugby Borough. These are listed in Figure 3b below. There are also a number of smaller supermarkets within the built up areas, such as Tesco Express, Sainsburys Local and Co-Op stores.

Figure 3b: Major out of town food supermarkets

Supermarket	Store Size (sq.m)
Tesco	4562
Sainsbury's	6779
LIDL, Bilton Road	1568
Aldi, Hillmorton	1048
Aldi, Central Park	1000
TOTAL	**14957 Sq.m**

3.4 Elliot's Field retail park is located approximately 1.3 miles from Rugby Town Centre, close to Junction 1 Retail and Leisure Park and the Tesco supermarket, highlighted in the above table. The park is accessed of the A456 Leicester Road which is one of the main transport corridors into Rugby. Figure 4e outlines the current occupiers of the site.

3.5 The redevelopment of Elliotts Field has now been completed providing 29214 sqm floorspace, anchored by a 5,500 sqm Debenhams department store.

The table below lists the new units that have been built at the new Elliot's Field Retail Park.

Figure 3c: New units at Elliot's Field, Rugby

Unit	Occupier	Floor area
A1	**TK Maxx**	1398 sq.m (ground) 969 sq.m (mez)
A2	**Home Sense**	790 sq.m (ground) 632 sq.m (mez)
A3	**Marks & Spencer**	2323 sq.m (ground) 2323 sq.m (mez)
1	**Next**	1394 sq.m (ground) 1114 sq.m (mez)
2	**H & M**	929 sq.m (ground) 743 sq.m (mez)
3	**Mothercare**	929 sq.m (ground) 743 sq.m (mez)
4	**Fat Face**	581 sq.m (ground) 465 sq.m (mez)
5	**River Island**	581 sq.m (ground) 465 sq.m (mez)
6	**Outfit**	947 sq.m (ground) 758 sq.m (mez)
7	**New Look**	688 sq.m (ground) 551 sq.m (mez)
8	**Superdrug**	688 sq.m (ground) 551 sq.m (mez)
9	**Clarks**	465 sq.m (ground) 372 sq.m (mez)
10	**Nike**	465 sq.m (ground) 372 sq.m (mez)
11	**Nike**	465 sq.m (ground) 372 sq.m (mez)
Anchor Store	**Debenhams**	2815 sq.m (ground) 2787 sq.m (mez)
C1	**Nandos**	325 sq.m
Cafe	**Eds**	232 sq.m
Cafe	**Caffé Nero**	139 sq.m
	Halfords	680 sq.m

3.6 Construction has been completed on land at Technology Drive which includes the following units:

Figure 3d: Land at Technology Drive

Unit number	Occupier	Unit size
1	Homebase	4529 sq.m
2	Wickes	2471 sq.m
3	Pets at Homes	924 sq.m
4	Bensons for Beds	893 sq.m

3.7 At Junction 1 retail park, works have commenced on the construction of 3 units, with a total of 4275sqm A1 retail floorspace (granted permission in the previous monitoring year).

3.8 Planning permission has been granted to allow occupation of units by B & M Bargains on this site.

Town Centre Survey

3.9 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 3g shows the current results compared to the previous year.

Figure 3e: Primary Shopping Area Results

Use Class	2014-2015 Count	% of total in 2014-2015	2015-2016 Count	% of total in 2015-2016
A1	186	53.0	185	52.0
A2	45	12.8	47	13.2
A3	29	8.3	35	9.8
A4	17	4.8	15	4.2
A5	14	4.0	11	3.1
B1	4	1.1	4	1.1
B2	0	0.0	0	0.0
B8	0	0.0	0	0.0
C1	2	0.6	2	0.6
C2	0	0.0	0	0.0
C3	1	0.3	2	0.6
D1	4	1.1	4	1.1
D2	2	0.6	4	1.1
SUI GENERIS	5	1.4	7	2.0
Vacant	42	12.0	40	11.2
TOTAL	**353**	**100%**	**356**	**100%**

3.10 There has been a slight increase in the total number of units in the Town Centre since last year. Types of use have broadly stayed the same, although there has been a notable increase in A3 uses.

3.11 The Town Centre has a vacancy rate of 11.2% of its units. This is slightly below the national average of 12.3%.

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. The forthcoming Local Plan is still in its consultation stages however and will be 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 2016, 5523 dwellings (net) have been completed within Rugby Borough at an average annual rate of 552. 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 2006-2016

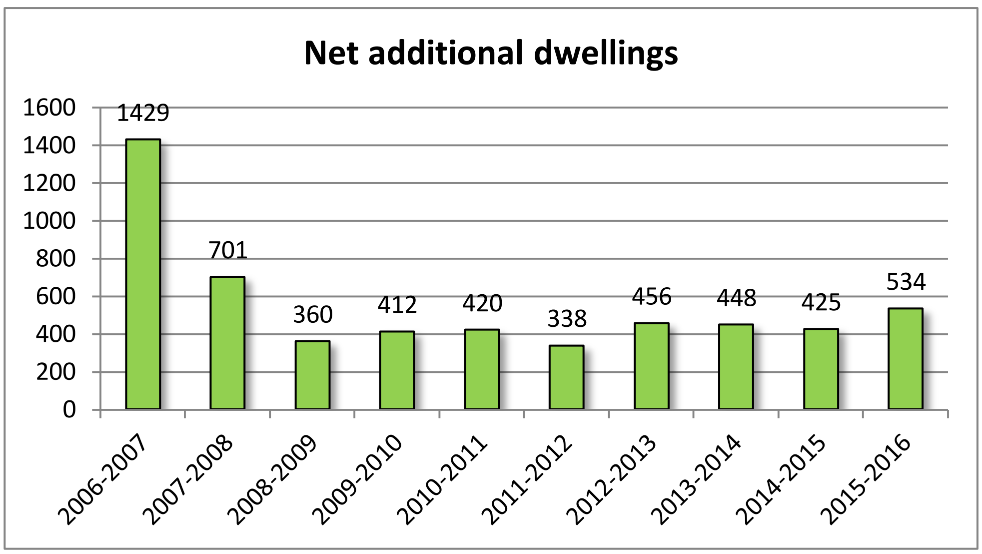
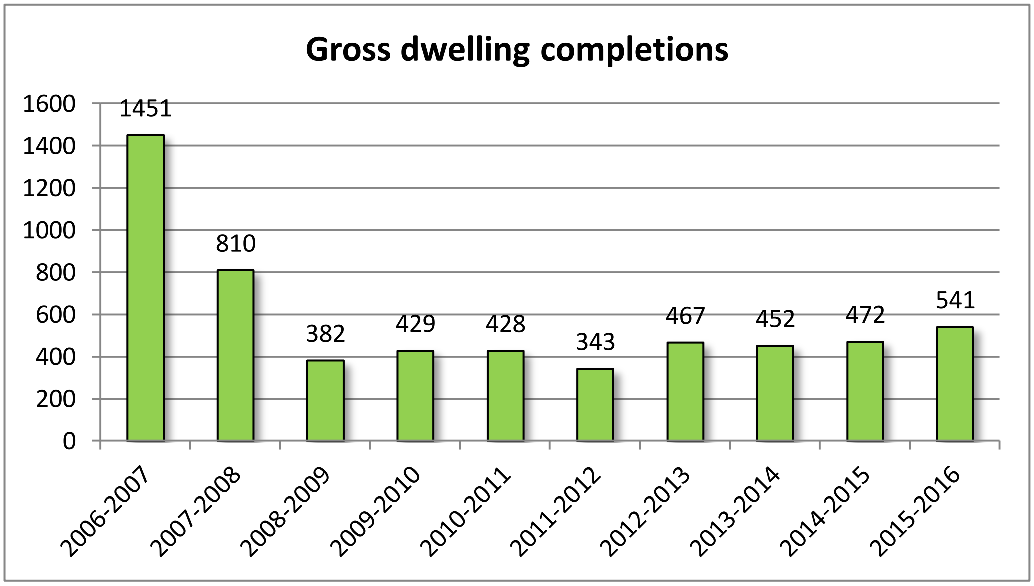


Figure 4c: Gross dwelling completions in Rugby Borough 2006-2016



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.

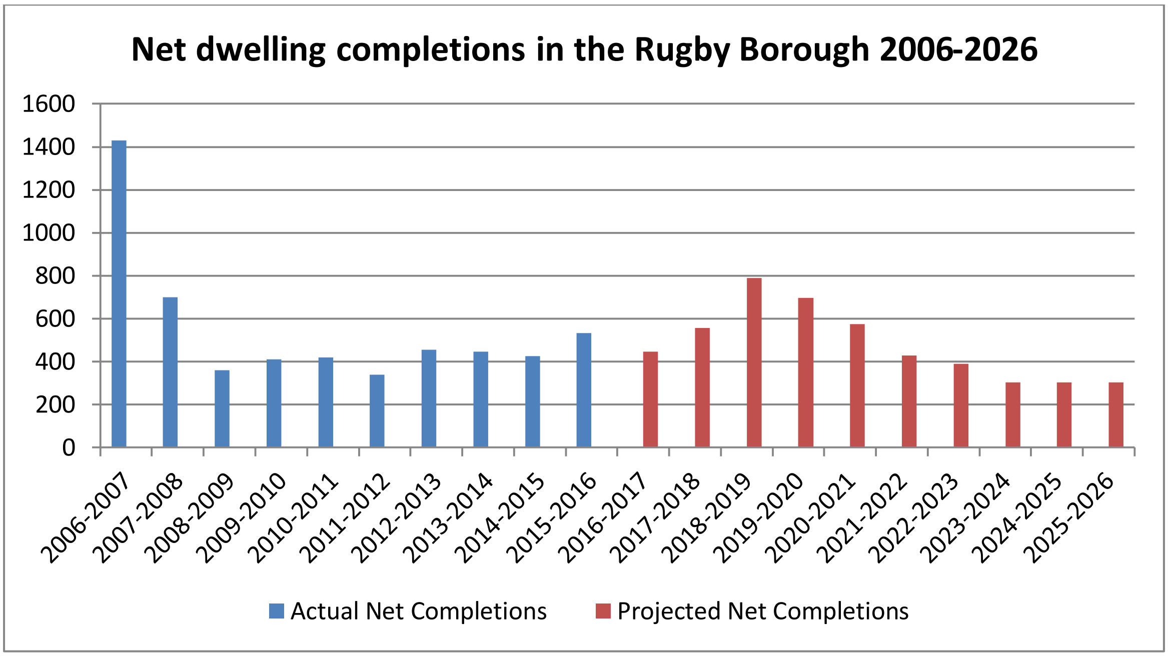
4.5 In order to determine future completion rates a realistic delivery forecast table has been produced and is available on request. This forecast table comprises of sites (over 5 dwellings) with permission, sites with committee resolution subject to a signed s106 and a windfall allowance (sites below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

Figure 4d: Actual net additional dwellings and projected net additional dwellings required to meet the Borough Council's strategic housing target (taken from RBC's Five Year Land Supply calculation (December 2016)

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	26/27
Actual net additional dwellings	1429	701	360	412	420	338	456	448	425												
2015-16 net additional dwellings.										534											
Projected net additional dwellings											448	558	790	696	574	430	391	303	303	303	303
Required annual rate 2011-2026*											528	528	528	528	528	528	528	528	528	528	526

*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



Five Year Housing Land Supply

4.6 The National Planning Policy Framework requires Local Planning Authorities to maintain a 5 year supply of deliverable sites for housing through their Local Development Frameworks. Paragraph 47 of the NPPF states that local planning authorities should:

"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."

The Council has prepared a statement of five year housing land supply (December 2016). A copy of the statement is attached in Appendix A.

Housing Development on Previously Developed Land

4.7 This section of the housing chapter focuses on the use of Previously Developed Land (PDL) for residential development. Figure 4f shows that 51% 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 2015-2016	% of additional dwellings on PDL
541	51%

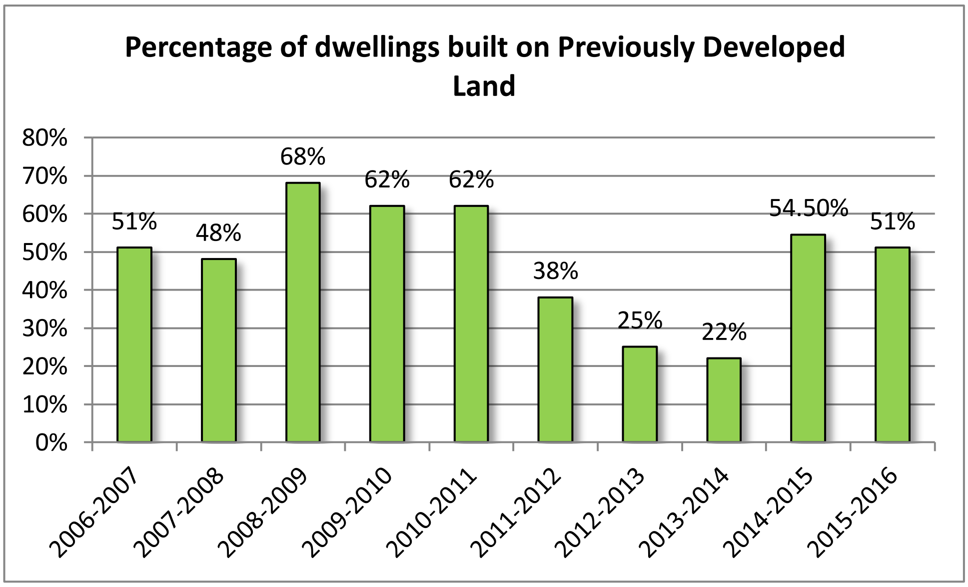
4.7 One of the Core principles of planning as stated in the NPPF is to encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value. The following figure presents the annually reported statistics showing 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%

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 2015/16 monitoring period relating to the number of new dwellings permitted on PDL.

Figure 4i: Number of dwellings granted planning permission on PDL 2015-2016

Planning Permission Category	Number of dwellings permitted
Dwellings granted P/P on PDL	272
Dwellings granted P/P not on PDL	720
Total number of dwellings granted P/P	992

Density of housing development

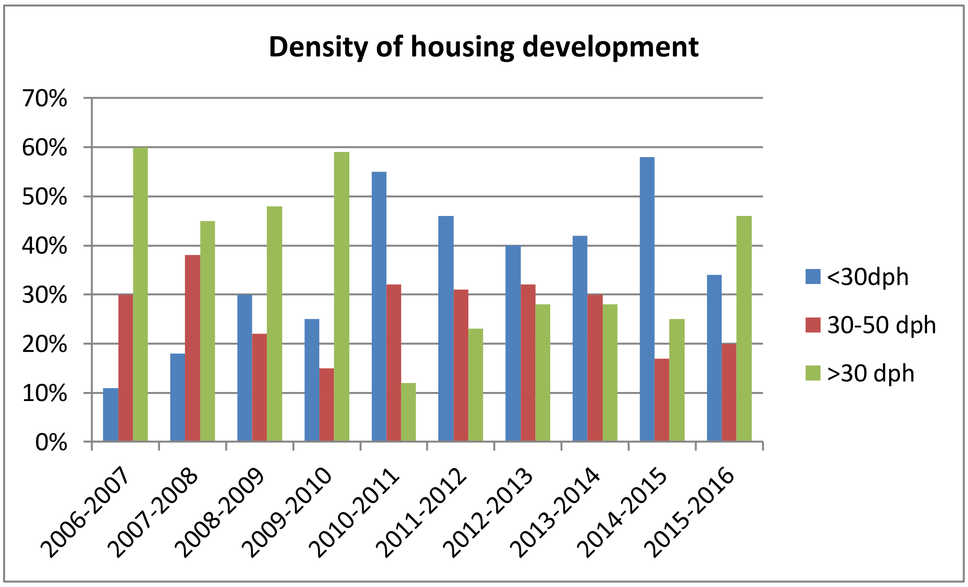
4.10 The following figures have been extracted from the Borough Council's single site housing spreadsheet which monitors the progress being made in house building across the Borough. The collection of this information allows analysis of the densities which are being achieved by housing developments throughout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

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



4.12 Figure 4l below shows the density of houses built based on number of dwellings.

Figure 4l: Density of housing development by percentage of houses built 2015-2016

<30 dph	30-50 dph	>50dph
38%	**46%**	**16%**

Affordable Housing Provision

4.13 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 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.

4.14 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.

4.15 Figure 4m shows the gross number of affordable dwellings delivered during the 2015-2016 monitoring period.

Figure 4m: Gross number of affordable dwellings delivered by type 2015-2016

Social rent homes provided	Intermediate homes provided	Affordable homes total
27	**19**	**46**

4.16 The information contained below within figure 4n is taken from the monitoring single site housing returns produced annually by Rugby Borough Council. It shows the delivery of 1173 affordable dwellings between 1st April 2006 and 31st March 2016.

Figure 4n: Affordable housing completions by tenure (2006-2016)

	2006/ 2007	2007/ 2008	2008/ 2009	2009/ 2010	2010/ 2011	2011/ 2012	2012/ 2013	2013/20 14	2014/20 15	2015/20 16
Local Authority	0	0	0	10	10	0	0	23	27	1
RSL - Rented	118	181	28	70	64	44	54	48	57	26
RSL – Shared Ownership	98	39	0	23	41	36	38	17	45	19
Discounted Market	4	3	19	21	0	0	0	9	0	0
TOTAL	220	223	47	124	115	80	92	97	129	46
Total housing completion s	1429	701	360	412	420	328	334	430	425	534
% Affordable provision	15.4%	31.9%	13.05%	30.09%	27.3%	24.3%	27.5%	22.6%	30%	8.6%

Gypsy and Traveller Sites

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

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

Fig 4o Gypsy and Traveller Need

Phase	Timeframe	Total Pitches (minimum)	Annualised
1	2014/15 to 2018/19	24	4.8
2	2019/20 to 2023/24	18[1]	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	

4.19 Within Phase 1 the identified need was for 24 pitches however it should be noted that the approved traveller site known as Greenbanks was identified within the updated GTAA as accommodating 1 pitch however this is an error as it accommodates 2 pitches (as reflected within the Greenbanks planning application) thus reducing the need to 23 pitches within Phase 1.

4.20 Since the production of the GTAA, permanent planning approval for 2 pitches (one of which is a new pitch) has been granted at the Evergreens Site, Wood Lane, Shilton (22/04/2015). Permission has also been granted for a further two pitches at the Greenbanks site (R14/1266) 30/12/2015.

[1] 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.

4.21 The permanent permissions granted within the 2014/15 were taken account of as part of the GTAA update, though the number of pitches at the Greenbanks was reported to be one this should in fact had been two pitches (as reflected within the planning application). Therefore the five year requirement (2015-16 / 2019-2020) there is an outstanding need of 26.2 pitches.

Year	Annualised Need
2015/16	4.6
2016/17	4.6
2017/18	4.6
2018/19	4.6
2019/20	3.6
2020/21	3.6