

# **RUGBY BOROUGH COUNCIL**

## **Open Space, Playing Pitch and Sports Facilities Study**

### **Final report**

#### **PART 1: CHARACTERISTICS OF RUGBY AND POLICY BACKGROUND**

**November 2015**



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# INTRODUCTION

The brief for the Open Space, Playing Pitch and Sports Facilities Study requires a review of the current provision of facilities and open spaces, and the forecasting of the needs of the borough up to 2031. As the final location and housing numbers are yet to be confirmed for the period 2021-2031, this report provides an overview of the potential implications of the two housing scenarios currently being considered by the authority; 540 dwellings per year average, and 660 dwellings per year average.

The Study provides recommendations to inform long-term land use planning for sports facilities and open spaces, including Rugby Borough Council's approach to the new Local Plan. It will ensure that the policies of the Council are supported by robust and up-to-date information. The recommendations are based on a full assessment of the existing facilities and open spaces, theoretical modelling of supply and demand and feedback from consultation. New standards of provision are proposed, and site specific costed lists are provided to guide future investment priorities, with an indication as to whether these should be short, medium or longer term.

The Study will therefore help to inform the future investment decisions of the Council and its partners about the sports facility stock and open spaces and support funding applications. It will therefore support the delivery of the shared objective of improving health through raising levels of physical activity. Rugby Borough is facing substantial housing growth but the Council has limited direct formal interest in sports facilities or open spaces as a provider. It works with a wide range of partners to offer the community a range of opportunities. These partnerships will continue to be crucial in the long term in helping to ensure that Rugby, as a place to live and work, is the best it can be.

The Study report consists of four parts:

- Part 1: The Characteristics of Rugby and Policy Background
- Part 2: Built Facilities
- Part 3: Playing Pitch Strategy
- Part 4: Open Spaces

This Part 1 report provides the planning policy background, baseline population and projections as well as the participation in sport all of which are used to inform the following three parts (Built Facilities, Playing Pitch Strategy and Open Spaces).

## SECTION 1: PLANNING AND POLICY CONTEXT

### National Planning Policy Framework (2012)

- 1.1 The National Planning Policy Framework (NPPF), published in March 2012 brought in a fundamental change to the strategic planning system. The Framework is much simpler than the previous national policy and has policies which relate specifically to leisure, sport and recreation and open space.
- 1.2 The NPPF advises that new Local Plans produced by each planning authority should set the strategic priorities for the area which specifically includes leisure development and “the provision of health, security, community and cultural infrastructure and other local facilities”. The policies need to be based on an adequate, up-to-date and relevant evidence base, including in relation to housing and the environment (historic, health and well-being). This Study will form one part of the evidence base for the emerging Rugby Borough Local Plan.
- 1.3 Local planning authorities are encouraged to cooperate on planning issues that cross administrative boundaries, including specifically in relation to leisure and to community infrastructure. This report therefore also takes into consideration the cross-border implications of sport and recreation provision. In relation to Rugby, the boundary with Coventry is the most important because of its urban area being so close in proximity to Rugby’s boundary.
- 1.4 Under NPPF Para 73 it states that:

*“Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision are required”.*
- 1.5 Of particular importance at this time is the extent of the proposed growth in housing both within and around the authority. Some of this growth is reasonably well confirmed, but others are less certain, for example the growth around Coventry. The housing proposals are becoming clearer as the Local Plan process moves forwards, but the current uncertainties mean that the recommendations in this Study based on the lower housing rate may need to be reviewed in the future, once the scale and location of new housing is confirmed.
- 1.6 When developer contributions are being sought for individual applications, the Council will take into account the NPPF policy that planning obligations (including

developer contributions) should only be sought where they meet all 3 tests of NPPF para 204 (related to CIL Reg 122). These are:

- *Necessary to make the development acceptable in planning terms*

If the sport infrastructure is not provided, the impact of the proposal will be unacceptable as it will not meet the needs of the relevant policies, and will lead to increased pressure on the existing facilities, for example by taking them beyond their capacity.

- *Directly related to the development*

The amount of demand which will be generated by the development will be identified through estimating the number of residents living in the proposed dwellings and applying the local demographic profile. The impact on the local infrastructure will then be determined based on how the development relates to the catchment area for each particular facility, and the existing and future expected balance in the supply of that facility with the new demand.

The contributions sought for sport and recreation will therefore be directly related to the development.

- *Fairly and reasonably related in scale and kind to the development*

With a known demand for sport and recreation facilities directly related to the development, and an assessment of the impact of the development on the supply and demand balance caused by the development, the contributions sought can be both fairly and reasonably assessed to be in scale and kind to the development.

## National Planning Practice Guidance

- 1.7 National Planning Practice Guidance (PPG 003: Reference ID: 23b-003-20140306) states:

*“Policies for seeking obligations should be set out in a development plan document to enable fair and open testing of the policy at examination. Supplementary planning documents should not be used to add unnecessarily to the financial burdens on development and should not be used to set rates or charges which have not been established through development plan policy”.*

- 1.8 The Study provides a robust and up-to-date assessment of the needs for sports and recreation facilities and open space, and opportunities for new provision as required by NPPF para 73. The key policies/recommendations will however need to be set out as part of the new Local Plan, so as to enable fair and open testing of the policy at examination.

## Planning Practice Guidance

- 1.9 The Planning Practice Guidance reaffirms the importance of meeting the CIL tests. PPG (para 004) states:

*“Does the local planning authority have to justify its requirements for obligations?”*

*“In all cases, including where tariff style charges are sought, the local planning authority must ensure that the obligation meets the relevant tests for planning obligations in that they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind. Planning obligations should not be sought – on for instance, public art – which are clearly not necessary to make a development acceptable in planning terms. The Government is clear that obligations must be fully justified and evidenced...”*

- 1.10 It is therefore clear that the emerging Local Plan will need to specifically include policies relating to developer contributions for sport, recreation and open space, and to link them to this Study, as the evidence base.

## CIL and Pooled Developer Contributions

- 1.11 With effect from 6 April 2015, the CIL regulations (Reg 123) restrict the use of section 106 agreements by prohibiting the pooling of contributions from five or more sources. This change will come into effect regardless of whether a local planning authority has an adopted CIL charging schedule. If five or more previous agreements have been completed it will be unlawful for the local planning authority to enter into a sixth section 106 obligation to fund the particular piece of infrastructure. Specific sites (e.g. a “named swimming pool”) count as different from general infrastructure (e.g. “indoor sport”). Local planning authorities will therefore need to audit all s106 agreements since April 2010, so as to be clear on what contributions have been secured.

## Rugby Borough Core Strategy (June 2011)

- 1.12 The Core Strategy was adopted by the Council in June 2011 and plans for the growth of 10,800 homes within the borough in the plan period 2006 – 2026. The Core Strategy directs 9,800 of the total 10,800 houses to Rugby town, which was a figure contained within the former emerging Regional Spatial Strategy, since revoked.
- 1.13 To meet the above housing requirement the Core Strategy allocates two significant urban extensions of 1,300 (The Gateway) and between 5,000 - 6,200 (Rugby Radio Station) homes within this plan period. The Core Strategy is also accompanied by a housing trajectory for the full extent of the plan period, which detailed all sites to deliver the 10,800 requirement.
- 1.14 A settlement hierarchy was set out in the adopted Core Strategy of 2011, and summarised in The Housing Needs Supplementary Planning Document of March 2012. These settlements are primarily used in this Study in the assessment of open space needs.

### **Main Rural Settlements**

- Binley Woods
- Brinklow
- Clifton on Dunsmore
- Dunchurch
- Long Lawford
- Ryton on Dunsmore
- Stretton on Dunsmore
- Wolston
- Wolvey

### **Local Needs Settlements**

- Ansty
- Barnacle
- Birdingbury
- Bourton on Dunsmore
- Brandon
- Broadwell
- Burton Hastings
- Church Lawford
- Churchover
- Easenhall
- Flecknoe
- Frankton
- Grandborough
- Harborough Magna

- Leamington Hastings
- Marton
- Monks Kirby
- Newton
- Pailton
- Princethorpe
- Shilton
- Stretton under Fosse
- Thurlaston
- Willey
- Willoughby

## Rugby Borough Council Local Plan Discussion Paper (Summer 2014)

- 1.15 The paper asked consultees whether the Local Plan should form a separate DPD alongside the Core Strategy, or whether the two documents should be merged into one development plan document. On the basis of responses received and advice contained within the NPPF, the council determined that the Core Strategy and Local Plan should become one composite document in directing development within the borough.

## Rugby BC Saved Local Plan Policies (Post Core Strategy Adoption) June 2011

### Policy H11 – Open space provision in residential developments in the urban area

In the Rugby urban area planning permission will be granted for residential development on sites of 0.2 hectares or more and/or capable of accommodating 6 or more dwellings, where appropriate open space provision is made in accordance with the standards set out in Policy LR1. All such developments will be expected to provide adequate amenity greenspace in accordance with Policy LR1.

### Policy H12 – Open space provision in residential developments in the rural area

Outside the Rugby urban area planning permission will be granted for residential developments on sites of 0.2 hectares or more and/or capable of accommodating 6 or more dwellings, where appropriate open space provision is made in accordance with the standards set out in Policy LR1. All such developments will be expected to provide adequate amenity greenspace in accordance with Policy LR1.

*Para 7.47* The standards set out in Policies H11 & H12 are based on an average household size in Rugby of 2.35, and are calculated as follows: Average household size in Rugby was 2.35 persons in 2001 and the housing density adopted in this Local Plan is 30 dwellings per hectare; Therefore for every hectare developed it is estimated that there will be a minimum of 71 residents (2.35 x 30).

### Policy LR1 – Open Space Standards

Planning permission will be granted for the provision of open space, which contributes to the attainment of the Council’s Open Space Standards. The Open Space Standards, which are minimum figures, are as follows:

Open Space Category	Urban	Rural
1. Parks and gardens	1.5 ha per 1000 pop.	10 ha per 1000 pop.
2. Natural and semi natural green spaces	2.5 ha per 1000 pop.	10 ha per 1000 pop.
3. Green corridors	0.4km per 1000 pop	13km per 1000 pop
4. Outdoor sports facilities	3.5 ha per 1000 pop.	5 ha per 1000 pop.
5. Amenity green space	1.1 ha per 1000 pop.	0.5 ha per 1000 pop.
6. Provision for children and young people	0.2 ha per 1000 pop.	0.2 ha per 1000 pop.
7. Allotments and community gardens	0.65 ha per 1000 pop.	0.8 ha per 1000 pop.
8. Cemeteries and churchyards	0.5 ha per 1000 pop.	1.1 ha per 1000 pop.
9. Civic spaces.	None set	None set

*Para 10.6* This (LR1) Policy is intended to facilitate development, which contributes to meeting current deficiencies in the provision of open space, or those, which may emerge over the period of the Plan, including a better distribution of such facilities. In identifying and addressing deficiencies regard will be had to the standards set out in the Policy. However, it should be noted that these are minimum figures and the distribution of population and open space and the practicalities of provision, may result in a need for a higher ‘pro rata’ scale of provision, where for example a village, or distinct neighbourhood, has a population of less than 1000 and provision can be justified and reasonably achieved.

*(Author’s note- the Planning Obligations SPD March 2012 identifies the costs and methodology for calculating contributions).*

### Policy LR3 – Quality and accessibility of open space

Planning permission will only be granted for the provision of open space, which would comprise a high quality and accessible facility, and which ensures that open space:

- Is appropriately maintained, if necessary through the use of developer contributions
- Is secure and safe,
- Is attractive in appearance,
- Enhances the natural and cultural environment,
- Provides appropriate ancillary facilities and equipment,
- Is conveniently accessed and facilitates access to other areas of open space, including the countryside, and
- Facilitates access by a choice of transport.

- Avoids any significant loss of amenity to residents, neighbouring uses or biodiversity.

Planning permission will be granted for development, which enhances the quality and accessibility of existing open space, provided it accords with Policy LR4

*Para 10.12* It is important to ensure new open space is of high quality with good accessibility and that improvements are undertaken where needed to existing sites, particularly those that are not well used, to encourage greater and sustainable usage. This could, for example, include the provision of:

- buildings to store maintenance equipment,
- fencing for security and screening,
- high quality design and landscaping of facilities,
- measures to retain and enhance sites of value for nature conservation and the cultural heritage,
- toilets, changing rooms, shelters and parking facilities,
- specific facilities for sport and recreation eg. pitches laid out to appropriate standards and skate board areas,
- convenient access to, from and within the facility, and
- facilities to enhance access for pedestrians, cyclists, and public transport and infrastructure, including drainage.

*Para 10.13* It will be particularly important in formulating and considering proposals for development, entailing the provision of open space and/or housing, to ensure as many dwellings as possible have safe and convenient access to open space, providing it does not detract from the environment and amenity. The Borough Council will seek to locate housing wherever practically possible within 1000m of the various types of Open Space referred to.

#### **Policy LR4 – Safeguarding open space**

Planning permission for the development of Open Space shown on the Proposals Map for non-sport and recreation uses will be granted provided that:

- The open space is no longer needed or of value for its current or other open space use now and in the foreseeable future; or
- The development would result in the enhancement of sport and recreation facilities sufficient to outweigh any loss of the existing facilities; or
- In the case of school playing fields, the development is purposes that outweigh the loss of the existing facilities.

*Para 10.14* The safeguarding of existing and proposed open space is important, in order to ensure that appropriate facilities are available to meet the needs of the whole area. Therefore, development that involves the loss or reduction of such facilities will only be acceptable where it is clearly demonstrated that the existing use, or any potential open space use, is not required, or the proposed development would result in enhanced sport and recreational facilities sufficient to outweigh such loss. In determining proposals the Council will have regard to the findings of the Open Space Audit and Open Space Strategy, together with any additional or updated information relating to the adequacy of provision in the area. The minimum standards of open space provision set out in policy LR1 will need to be achieved or exceeded.

*Para 10.15* There is an overall deficiency of open space within the urban area, but provision is not distributed evenly. Some areas are fairly well provided for, while others are significantly deficient. Provision throughout the rural areas is also inconsistent. Therefore, proposals that would result in the loss of any open space will need to assess the continuing availability of open space facilities serving the local area, together with the findings of the Open Space Audit, updated as appropriate.

*Para 10.16* Open spaces that are poorly managed and maintained and which consequently become unattractive and underused, clearly do not serve the public interest. Poor use of a facility, however, should not be taken as necessarily indicating an absence of need in the area. Consideration will be given to the quality and accessibility of existing facilities and how any under use and degradation may be remedied by improved management so as to increase the levels of use and therefore the value of the open space to the local community in accordance with PPG17.

## Rugby BC Local Development Framework: Final version Core Strategy June 2011

### Policy CS13: Local Services and Community Facilities

Existing local services and community facilities should be retained unless it can be demonstrated that:

- there is no realistic prospect of the existing use continuing for commercial and/or operational reasons
- the site has been actively marketed for a similar or alternative type of service or facility that would benefit the local community; and
- the existing service or facility can be provided in an alternative manner or on a different site in the local area

New local services and community facilities to meet the needs of local communities will be permitted in the following locations:

- as an integral part of a planned new development
- in identified areas of deprivation where the provision would contribute towards addressing the deprivation
- in existing residential areas within the urban area and defined rural village boundary settlements; and
- when a provision is identified in a Parish Plan adjacent to the settlement boundary
- when it cannot be met within the settlement boundary

Provided that:

- it is readily accessible by a choice of means of transport, including by foot and cycle
- the nature and the scale of the development would be commensurate with its function to provide facilities for the local resident population
- the nature and scale of service provision will reflect and relate to the size and function of the individual settlement; and

- the development would not adversely affect the vitality and viability of the Town Centre or any planned town centre development

Where new developments are proposed the implications on existing services need to be taken into account. This may result in contributions to existing services or new provisions being accrued.

New community services and facilities should be provided in Gateway Rugby and Rugby Radio Station Sustainable Urban Extensions in order to create a focus for new communities. These services and facilities should be provided at walkable distances in order to reduce reliance on car journeys.

#### Policy CS14: Enhancing the Strategic Green Infrastructure Network

The Council will work with partners towards the creation of a comprehensive Borough wide strategic GI Network which is inclusive of the Princethorpe Woodland Biodiversity Opportunity Areas as shown indicatively on the Proposals Map. This will be achieved through the following:

- The protection, restoration and enhancement of existing GI assets within the network as shown on the Proposals Map;
- The introduction of appropriate multi functional linkages between existing GI assets
- Where appropriate new developments must provide suitable GI linkages throughout the development and link into adjacent strategic and local GI networks or assets, where present.

#### Policy CS15: Green Infrastructure Allocations

The following indicative areas, as shown on the Proposals Map are allocated as multi functional GI. The allocations must balance appropriate public access with sufficient protection and enhancement of existing GI assets and provide appropriate linkages to safeguarded GI assets contained within the adjacent urban extensions:

- GI1: Gateway Rugby - focus for wetland habitat creation with provision for managed public access;
- GI2: Rugby Radio Station - focus for wetland and grassland habitats with provision for managed public access;
- GI3: Cawston / Bilton - focus for habitat conservation with provision for managed public access.
- GI4: Cawston / Bilton - focus for habitat creation and provision of public access

The extent of the indicative GI area will be determined through planning applications or management plans which seek to contribute to the overall achievements of the multi functional strategic GI network.

#### Policy CS10: Developer Contributions

Where it is necessary to mitigate against the impact of a development proposal; planning permission will only be granted when a legal agreement, or planning obligation is entered into with the Council, in line with the requirements of Circular 05/2005 and the Community Infrastructure Levy Regulations 2010. In the first instance infrastructure contributions will

be sought “on site”. However where this is not possible an offsite (commuted) contribution will be negotiated.

The type, amount and phasing of contributions sought from developers will be related to the form and scale of the development, its potential impact on the site and surrounding area and the levels of existing infrastructure and community facilities. The financial viability of the development will also be a consideration.

Where relevant, contributions may be made to a wider ‘pot’ of funds where multiple developments have cumulative impacts and require combined comprehensive mitigating measures.

Where appropriate, infrastructure should be delivered in advance of development.

The Planning Obligations SPD outlines the procedures of Rugby Borough Council in the negotiation of planning contributions which should be read in conjunction with this policy.

## Rugby BC Local Development Framework Planning Obligations SPD March 2012

This SPD identifies the costs and methodology for calculating developer contributions. As required by policies H11 and H12 developments will need to provide adequate amenity green space in accordance with the relevant standard. It is important that the Sports and Recreation department and the Parks and Grounds department are contacted at an early stage to ensure that the types of open space and costs are correct and the most up to date.

*Para 4.20* Planning conditions and legal agreements will then be used to secure the implementation of the applied open space provision in accordance with a timetable to be agreed with the Local Planning Authority.

Core Strategy Policy CS10 highlights the need to mitigate the likely impact of new developments on local infrastructure, facilities and services. The Council commissioned a Sports Facility Strategy (2011) covering the period up to 2026 to enable Rugby Borough Council to effectively deliver leisure services to meet the Borough’s current and future population.

*Para 5.5* The Sports Facility Strategy (SFS) reflects work carried out by Sport England on the level of provision that an area should have ensuring that a strategic network of facilities is in place to cater for the needs of the population in 2026.

*Para 5.6* The SFS applies information on facility participation and projecting the future population profile to identify the future additional need by comparing this to what already exists.

## Rugby BC Community Infrastructure Levy: Preliminary Draft Charging Schedule (Sept 2012)

The PDCS has been prepared in accordance with the Community Infrastructure Levy Regulations 2010 (as amended), and statutory guidance. This document is the Borough Council's first step in preparing a CIL Charging Schedule.

The estimated total cost of infrastructure for Open Space was £13,052,552 with no expected funding or secured developer contributions, thus a funding gap of £12,736,364.

The estimated total cost of infrastructure for Leisure Facilities was £1,413,532 with £63,677 expected funding or secured developer contributions thus a funding gap of £1,349,855.

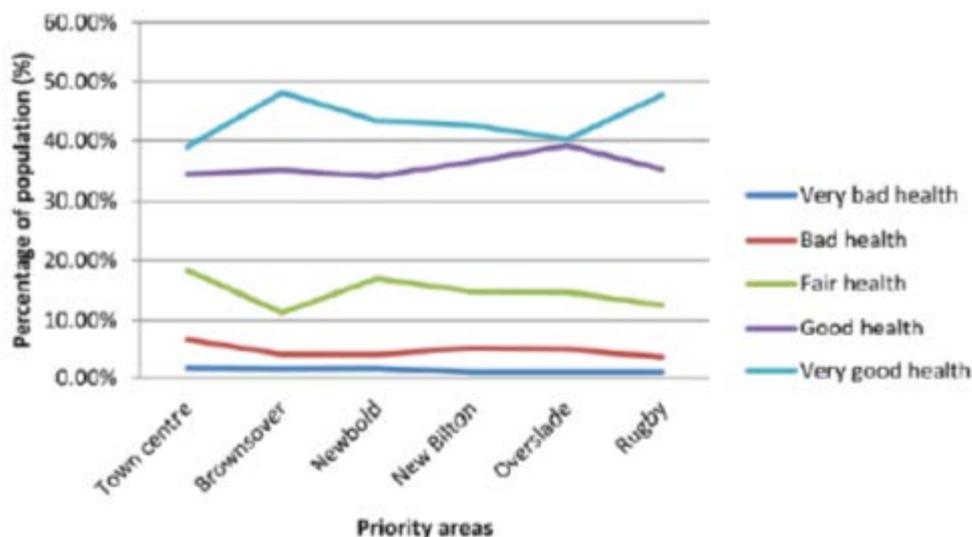
## Rugby Regeneration Strategy 2014-2015 (LSP 2014)

### Health

People's well-being is a useful indicator of deprivation because it can be linked to income, employment, education, skills, living conditions, access to services and community cohesion. The below points can be noted based on resident's own perception of their general health:

- The percentage of people with 'very good' health is generally lower in the priority areas compared to Rugby on the whole, with the exception of Brownsover.
- However, in contrast, the percentage of people with 'fair health' is lower in Brownsover than the other priority areas and Rugby on the whole. This could suggest there are notable inequalities in this neighbourhood when using health as an indicator of deprivation.
- In the town centre, the percentage of people with 'very good' health is notably lower than the other priority areas.
- In Overslade, the low percentage of people with 'very bad' health can be accounted for by a higher percentage of people with 'good' health compared the other priority areas and Rugby on the whole.
- There is no significant difference in the percentage of people with 'very bad' health and 'bad' health between the priority areas.

**Figure 2: General health in the Regeneration Strategy priority areas**



Source: Officer for National Statistics, 2011 Census

## Policies and strategies of neighbouring authorities

- 1.16 It is important to set Rugby within the context of the wider regional sub-area. This is because the larger or more specialist sports facilities often draw users from a wide area. Some residents of the borough may travel elsewhere to take part in their sport, whilst facilities within the borough may draw users from over the borders, for example to playing fields on the edge of Coventry. Both housing growth and proposals for changes to the sports facility network outside of the borough, therefore need to be considered.
- 1.17 The planning situation in Coventry is still in progress (see below) and so the locations of new housing sites are not yet known.

## The Joint Coventry and Warwickshire Strategic Housing Market Assessment

- 1.18 At Coventry City Council's Core Strategy Examination in Public the Inspector's advice was that a joint Strategic Housing Market Assessment (SHMA) should be produced for the whole of the Coventry and Warwickshire area. The main outputs of the study include the housing needs for the future. The minimum need is the housing need required to meet the rise in households by 2031, for Rugby Borough this was identified as 575 per annum, which is 11,500 in total, up to 2031. The SHMA also identified an 'assessed need'. This took a midpoint figure in between the 2008 and the 2011 Interim Household Projections to identify a robust likely household formation rate. In addition to the housing need originating from

population projections, it also considered the impacts of economy, including job creation and the affordability of housing. For Rugby Borough, this was identified as 660 homes per annum, which is 13,200 in total. At that point in time Coventry City Council consulted on its local plan and indicated that it did not have sufficient capacity to accommodate its own housing need within its boundary.

- 1.19 Since the time of this study being commissioned and subsequent work being undertaken, a further update of the SHMA was undertaken in September 2015, this indicated an objectively assessed need of 480 dwellings for Rugby Borough Council. The SHMA update further increased Coventry's objectively assessed need, therefore increased the level of unmet need.
- 1.20 Following the initial indication of Coventry's capacity issue, the Coventry and Warwickshire planning authorities have worked together to identify a distribution of housing that will meet the full objectives assessed needs identified within the SHMA 2015 update, and address the capacity issue demonstrated by Coventry City Council. This work culminated in a Memorandum of Understanding between the Coventry and Warwickshire authorities in redistributing the unmet need from Coventry City Council, which was formally endorsed by Rugby Borough Council on October 27<sup>th</sup> 2015. The agreed redistribution methodology set out in the Memorandum of Understanding results in 2,800 of these dwellings being provided within Rugby Borough during the 2011-2031 plan period. The Borough Council will therefore, on an annual basis, need to plan for 620 dwellings.

## SECTION 2: POPULATION CHARACTERISTICS AND CHANGE

- 2.1 This section of the report provides an overview of the demographics of Rugby, and proposals for future growth. It looks at the characteristics of the existing community and identifies the sports and activities that people in Rugby are most likely to be attracted to.

### Current population

- 2.2 The current population for the authority which is considered to be the most accurate is the ONS population information. This is estimated to be 103,200 for 2015, with more than 80% of the total population of the borough living in or close to the town of Rugby.

### Future population projections

#### Modelling the future

- 2.3 The ONS population forecasts are only available at the whole authority level, and although some growth is built into the numbers, they do not fully reflect the potential housing growth in Rugby Borough.
- 2.4 To inform the future planning of the authority, the Borough Council needs to have an understanding of how the housing locations will impact upon the populations in each area of the authority, and what the demographics might be, particularly in relation to age. The following approach was therefore agreed to underpin the strategy work.
- 2.5 The modelling is based on Rugby Borough Council's commitment to achieving a minimum target of 540 dwellings per year as contained within the Core Strategy 2011. The housing trajectory provides the location and size of the committed development sites, with some sites delivering beyond 2031.
- 2.6 The authority has commenced work on a new Local Plan which will replace the Core Strategy and saved Local Plan 2006 planning policies. The emerging Local Plan has a plan period covering 2011-2031, which is an additional 5 years on top of the current Core Strategy plan period. The emerging Local Plan will revisit the Core Strategy housing target based upon an up to date Strategic Housing Market Assessment (SHMA), Strategic Housing Land Availability Assessment (SHLAA) and the outcome of the duty to cooperate process.
- 2.7 Current evidence suggests that the starting point for the housing target could range from 453-660 dwellings per annum, therefore it has been assumed that for the

purpose of the modelling 540 dwellings per annum will continue until the end of 2031.

2.8 At present the authority's housing trajectory to 2031, falls short of meeting the 540 dwellings per annum by:

- Pre 2015: 807 dwellings
- 2015-2021: 208 dwellings
- 2021-2026: 353 dwellings
- 2026-2031: 681 dwellings

2.9 These unallocated housing numbers have been assumed to be delivered in the urban area of Rugby town, or close to the existing urban area, as set down in the Core Strategy: Policy CS1, which states that the growth will be focussed upon Rugby urban area. It is not known where or how large the new housing sites would be which could deliver the unallocated housing, so for the purposes of this Study, it is assumed that the housing will be met 50% on sites of less than 400 dwellings, and 50% on sites larger than 400 dwellings.

2.10 The starting point for the current population information is the ONS estimate of population for the whole authority for 2015 (2012 base), and the percentage distribution between the sub areas of the population, based on the ONS Super Output Area populations for 2012.

2.11 The future population forecasts at both whole authority and sub area level have been developed for 2021, 2026 and 2031. These are based on the September 2014 housing trajectory plus the additional housing to be allocated to the urban areas equally, using the housing multiplier of 2.34.

2.12 The population structure for each sub area within the Study Playing Pitch Strategy is based on a combination of:

- The authority wide ONS population structures for 2021, 2026 and 2031 for the existing population plus those sites under 400 dwellings and the unallocated dwellings.
- For those sites which are greater than 400 dwellings, the application of the Milton Keynes model population structure for new estates (this is based on a known population structure of a major urban extension and how the population changes over time).
- Those completed during each milestone period have been "aged" by 5 years for each subsequent period. This is to reflect the fact that the new large housing areas tend to attract young families, who then generally age in situ. The number of babies is assumed to be the same as the number of babies born in the previous 5 years.

2.13 A sensitivity analysis has been undertaken should the housing target be increased beyond 540 dwellings per annum utilising 660 dwellings which is derived from the

SHMA November 2013. However, as it is not possible to identify the geographical locations of the increased number of dwellings of 120 dwellings per year or 1,920 dwellings in total from 2015-2031, no sub area demographic modelling has been undertaken for the 660 housing option. Instead the demographic structure is assumed to model that of the authority with the 540 dwelling option, and applied to the authority as a whole. This analysis assumes that there has been an undersupply of 120 dwellings per year since 2011.

- 2.14 The housing target has now been identified (see paras 1.19-1.20) however it was not available in time to influence this strategy. Further work could be undertaken to ensure the recommendations remain robust.

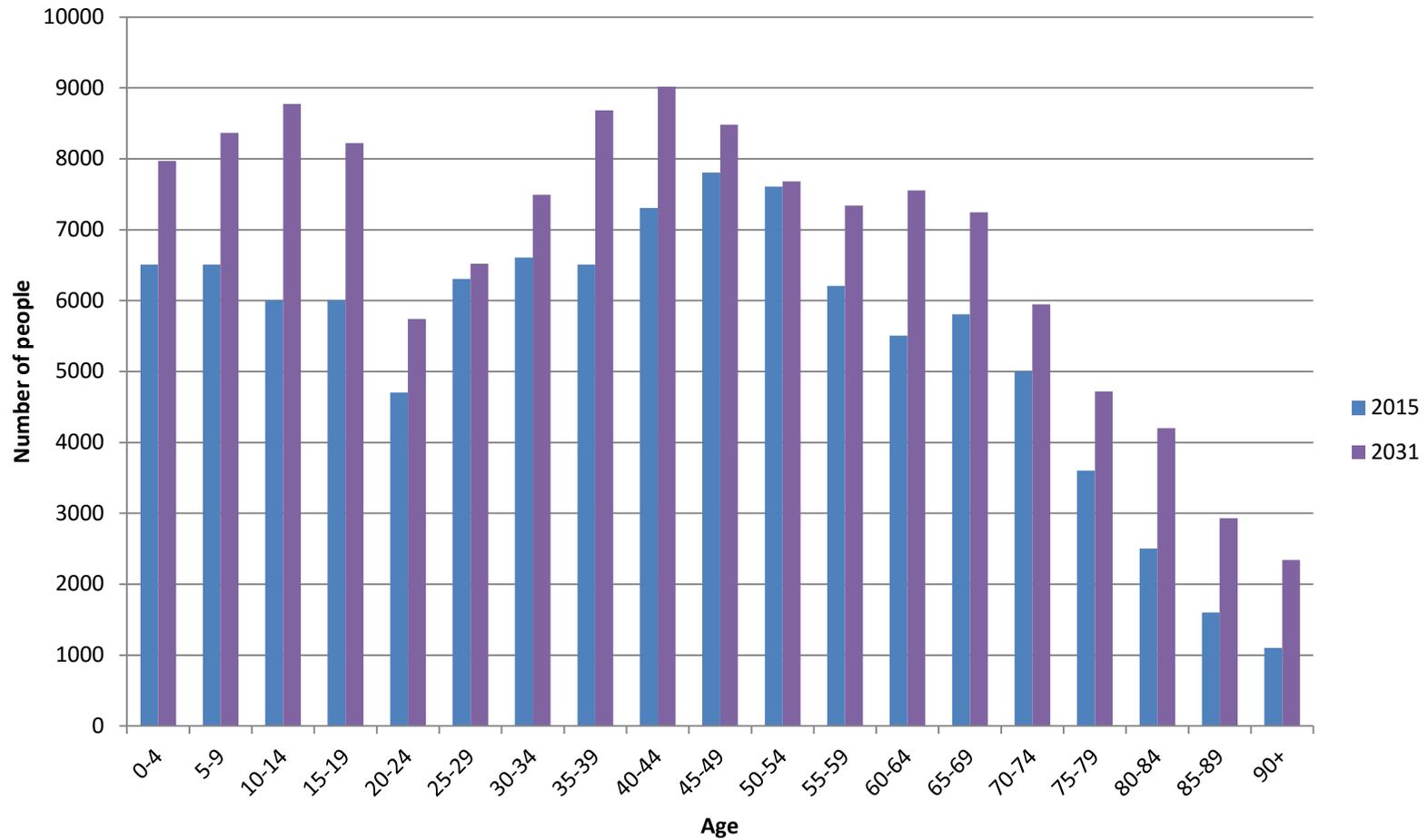
### Future population at 2021, 2026 and 2031

- 2.15 Employing the population modelling above, a new whole authority population projection has been developed. This suggests that the population will grow from the current 103,200 to 129,229 by 2031 if the authority had 540 dwellings per year, or to 132,435 with 660 dwellings per year. This is compared to the ONS projection at 2031 which is 116,200. The whole authority population projections are given in Figure 1.
- 2.16 The impact on the overall age structure of the authority is illustrated by Figure 2 which is based on the 540 dwellings per year. Unusually compared to many authorities, this now sees population growth in every age group, but there are particularly high increases in the numbers of children and young people up to 19 years, and from 55 years plus. The 660 option would see a similar pattern, with further growth in every age group.

Figure 1: Population projections to 2031

	2015	2021		2026		2031	
		540 dwellings	660 dwellings	540 dwellings	660 dwellings	540 dwellings	660 dwellings
0-4	6500	6991	7164	7692	7883	7971	8169
5-9	6500	7408	7592	7873	8068	8367	8574
10-14	6000	7539	7726	8292	8498	8775	8993
15-19	6000	6325	6482	7598	7786	8222	8426
20-24	4700	4519	4631	4834	4954	5740	5882
25-29	6300	6530	6692	6320	6477	6518	6680
30-34	6600	7506	7693	7729	7921	7492	7678
35-39	6500	7594	7783	8476	8686	8683	8898
40-44	7300	7269	7449	8219	8423	9018	9242
45-49	7800	7364	7547	7567	7755	8483	8693
50-54	7600	7887	8082	7380	7563	7680	7871
55-59	6200	7722	7914	7690	7881	7338	7520
60-64	5500	6453	6614	7447	7632	7555	7743
65-69	5800	5488	5624	6224	6379	7243	7423
70-74	5000	5580	5718	5183	5312	5947	6095
75-79	3600	4669	4785	5055	5180	4721	4838
80-84	2500	2969	3043	3860	3956	4201	4305
85-89	1600	1876	1922	2205	2260	2932	3005
90+	1100	1481	1518	1816	1861	2342	2400
<b>All ages</b>	<b>103200</b>	<b>113171</b>	<b>115979</b>	<b>121461</b>	<b>124475</b>	<b>129229</b>	<b>132435</b>

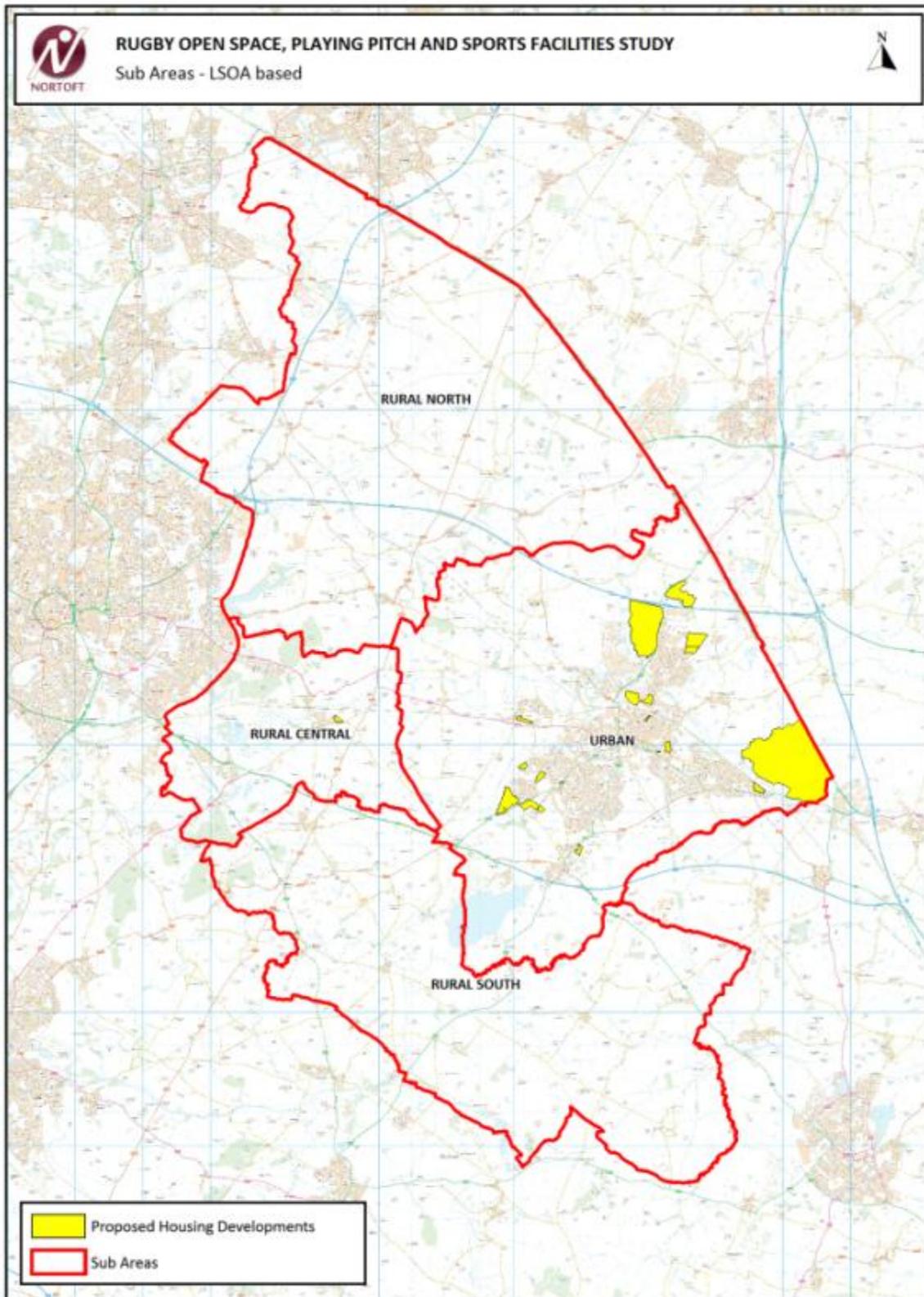
Figure 2: Population structure 2015 and 2031  
(540 dwellings per year)



## Sub areas approach for the Study

- 2.17 In this Study, there is no requirement to consider the borough at a sub-area level for the larger built sports facilities, since it is relatively compact, and it is possible to travel from one side of the authority to the other by car in less than 30 minutes. The entire borough is within a 20 minute drive time of the main sports facilities in the town. For ease of reference and consistency however, the sub-area boundaries are mapped on the built facility maps contained in the report.
- 2.18 The travel time for the sports of football and cricket tend to be less than 20 minutes, particularly for the junior game. A sub area approach has therefore been adopted for the Playing Pitch Strategy. The sub areas were agreed with Sport England and the National Governing Bodies for football, cricket and rugby as part of the strategy development process. The primary reason for this sub-area approach is to clearly identify the specific needs arising from the new housing developments in and around Rugby town, whilst recognising that players from the rural extremities of the borough are unlikely to travel to the opposite side of the authority to their home club.
- 2.19 In relation to the smaller, local sports facilities such as village tennis courts, Multi Use Games Areas, and open space, the key factors are accessibility. This is primarily on foot or by cycle, though car travel is relevant for the larger tennis and bowls clubs. The open space and local sports facility assessment in relation to the main settlements is therefore based primarily on accessibility, although sub area population sizes are used to assess the quantity per 1000 of the various open space types.
- 2.20 A map showing the sub areas used for the Study which also shows the main locations of the planned housing developments is given in Figure 3.

Figure 3: Sub areas map



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## Sub area projections

- 2.21 The projected sub area demographic structure as at 2031 is illustrated by Figure 5. Both the total number of people in each sub area and the balance in age groups is significantly affected by the decision to include all except one of the main housing developments and all of the unallocated housing to date into the urban sub area.
- 2.22 With this distribution of the housing, the balance in population between the sub areas is as follows, see Figure 4.

*Figure 4: Percentage population across the sub areas*

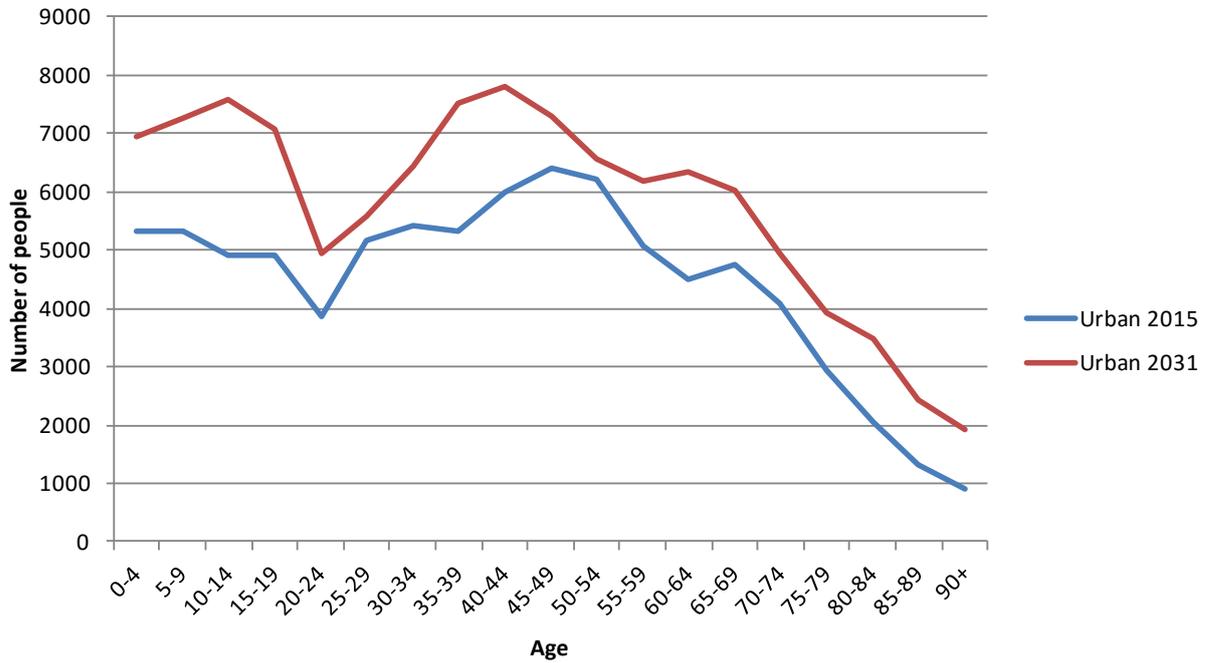
Sub Area	Urban	Rural Central	Rural North	Rural South
2015	81.9	7.5	6.1	4.6
2031	85.3	6.1	4.9	3.7

- 2.23 The new population structure (Figure 5) still sees a significant dip in the number of people aged 20-30 years. The rural sub areas have stable populations and remain small in population. This contrasts with the urban sub area which sees a significant growth in all age groups, though the dip in those aged in their early 20s continues (see Figure 6).

*Figure 5: Population across the sub areas 2031  
(540 dwellings)*

	Urban 2031	Rural Central 2031	Rural North 2031	Rural South 2031	TOTAL WHOLE AUTHORITY
0-4	6942	430	341	257	7971
5-9	7257	464	368	278	8367
10-14	7567	505	401	302	8775
15-19	7063	484	385	290	8222
20-24	4956	327	260	196	5740
25-29	5588	389	309	233	6518
30-34	6447	437	347	261	7492
35-39	7507	491	390	294	8683
40-44	7793	512	406	306	9018
45-49	7291	498	395	298	8483
50-54	6554	471	374	282	7680
55-59	6195	478	379	286	7338
60-64	6331	512	406	306	7555
65-69	6035	505	401	302	7243
70-74	4951	416	330	249	5947
75-79	3921	334	265	200	4721
80-84	3482	300	238	180	4201
85-89	2426	211	168	127	2932
90+	1933	171	135	102	2342
<b>ALL AGES</b>	<b>110243</b>	<b>7934</b>	<b>6301</b>	<b>4751</b>	<b>129229</b>

Figure 6: Growth in Urban sub area 2015 -2031



2.24 Although these population figures are based on the 540 dwellings per year, a 660 option would see a similar pattern, but with even higher numbers in the Urban area.

## SECTION 3: PARTICIPATION IN SPORT

3.1 Sport England has recently released its latest statistics for the Active People Survey 8, which is based on the period October 2013 to October 2014. This shows that the overall rates of participation in sport and physical activity in Rugby have largely stayed the same since the original survey in 2005-2006. This rate is above that achieved by the CIPFA compactors and is well above the national and regional rates, however it is slightly lower than Warwickshire as a whole. The number of people not doing any activity is slightly lower than most of the comparators, but these are all much better than the national average rate (Figure 7).

Figure 7: Percentage rates of participation in sport and active recreation

	Adult participation (16+ years) in 30 minutes, moderate intensity sport and active recreation		
	% 1 x 30 minutes per week APS 8 (Oct 13-Oct 14) And change from APS 1 (Oct 05-Oct 06)	% 3 x 30 minutes per week (Oct 12-Oct 14) And change from APS 1 (Oct 05-Oct 06)	% no activity in last 28 days (Oct 12-Oct 14)
<b>Rugby</b>	37.3% [No change]	25.4% [No change]	47.3%
National	35.8	*	58.0%
West Midlands	33.5 [Increase]	*	*
<b>East Northamptonshire</b>	35.1% [No change]	25.7% [No change]	49.5%
<b>East Staffordshire</b>	34.1% [No change]	22.7% [No change]	49.5%
<b>High Peak</b>	37.1% [No change]	26.2% [Increase]	42.1%
<b>Kettering</b>	33.0% [No change]	22.9% [No change]	49.3%
Warwickshire	37.5% [Increase]	25.0% [Increase]	48.0%

\* Statistics not available

*Note: These statistics do not include recreational walking or infrequent recreational cycling but do include cycling if done at least once a week at moderate intensity and for at least 30 minutes. It also includes more intense/strenuous walking activities such as power walking, hill trekking, cliff walking and gorge walking.*

*Please note that the latest results now include moderate intensity participation in a full range of keepfit classes amongst people aged 14-65 years. Previously for some keepfit classes, results had only included participation amongst people aged 65 years or over. For comparison purposes, this change has been consistently applied to results for the entire time series.*

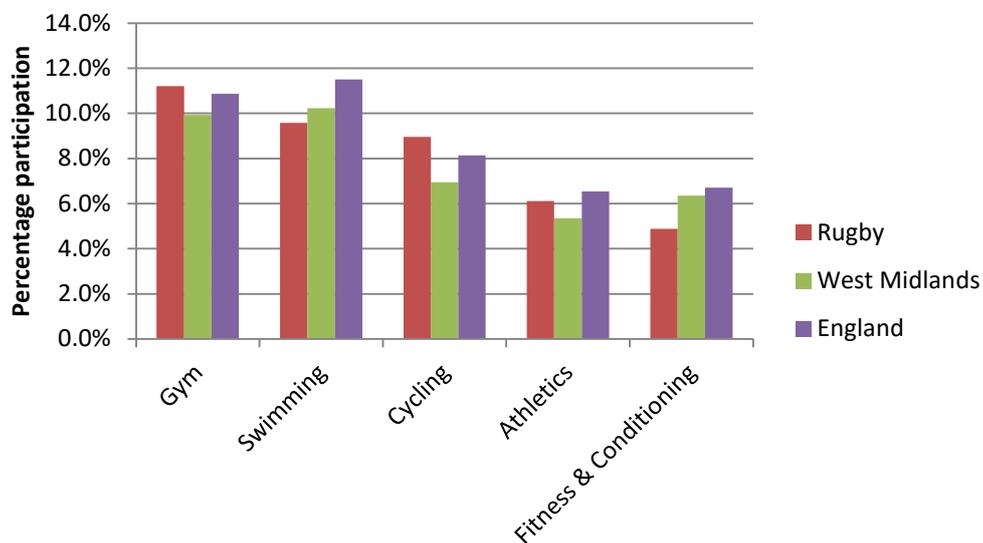
3.2 The APS for the period October 2013-October 2014 provides some indication of the demographics behind participation in Rugby:

- males are more active than females, with 29% of males active, and 22% of females.
- increasing age reduces participation: 16-34 years (33%); 35-54 years (28%) and 55+ years (17%).
- The highest socio economic group is more active (26%) than the lowest (23%).

3.3 Unfortunately however there was too limited data within the APS survey for Rugby to enable the assessment of some other factors impacting upon activity, for example BME or disability.

3.4 Figure 8 shows the level of participation based on Active People Survey 7 (2012-2013) in the top five sports in Rugby Borough: gym, swimming, cycling, athletics (including all running), fitness and conditioning. Only for gym and cycling are the rates of participation higher than the national and regional averages. The lower rates for swimming and fitness/conditioning may in part reflect the fact that the leisure centre was being rebuilt at the time, so may have been less attractive and accessible for some people.

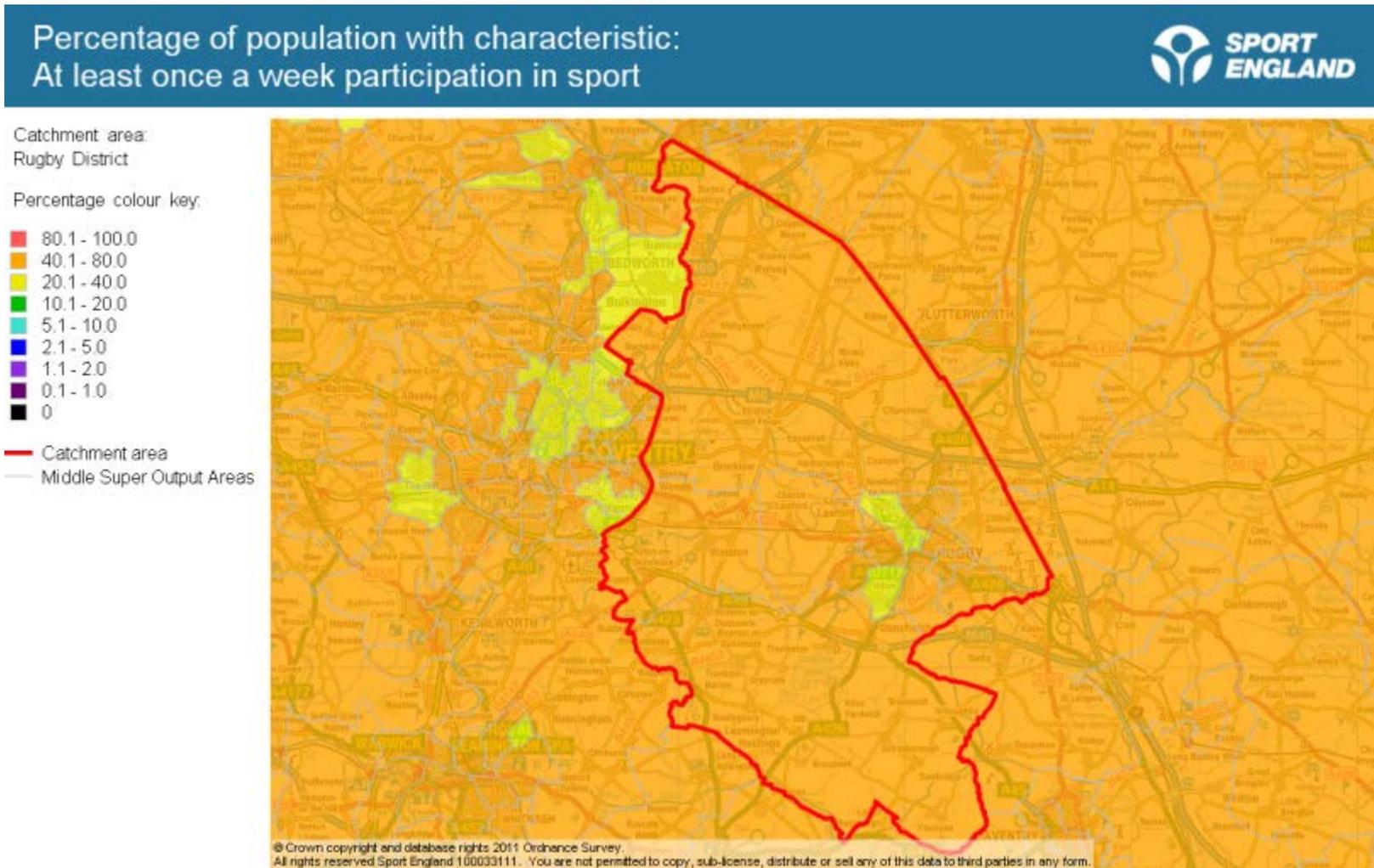
*Figure 8: Top five sports in Rugby  
(Participation at least once a month)*



*Note: in this Sport England tool analysis, the definition of “fitness/conditioning” includes weight training, running machines, cross training and circuit training, and the term “gym” includes any other activities which people take part in including fitness classes. Athletics includes all jogging etc, not simply activities on an athletics track.*

3.5 The map in Figure 9 is also drawn from Sport England’s Active People Survey information, and it illustrates that for most of Rugby Borough, the rate of participation on average is reasonably high. The areas with lower participation are the north west area of Rugby Town and parts of Bilton.

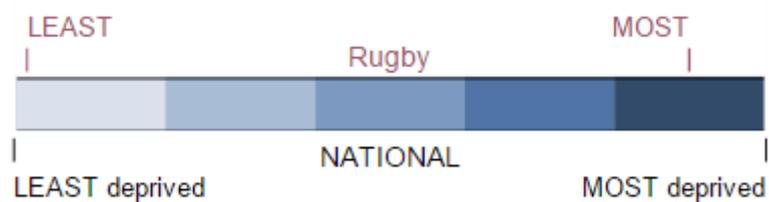
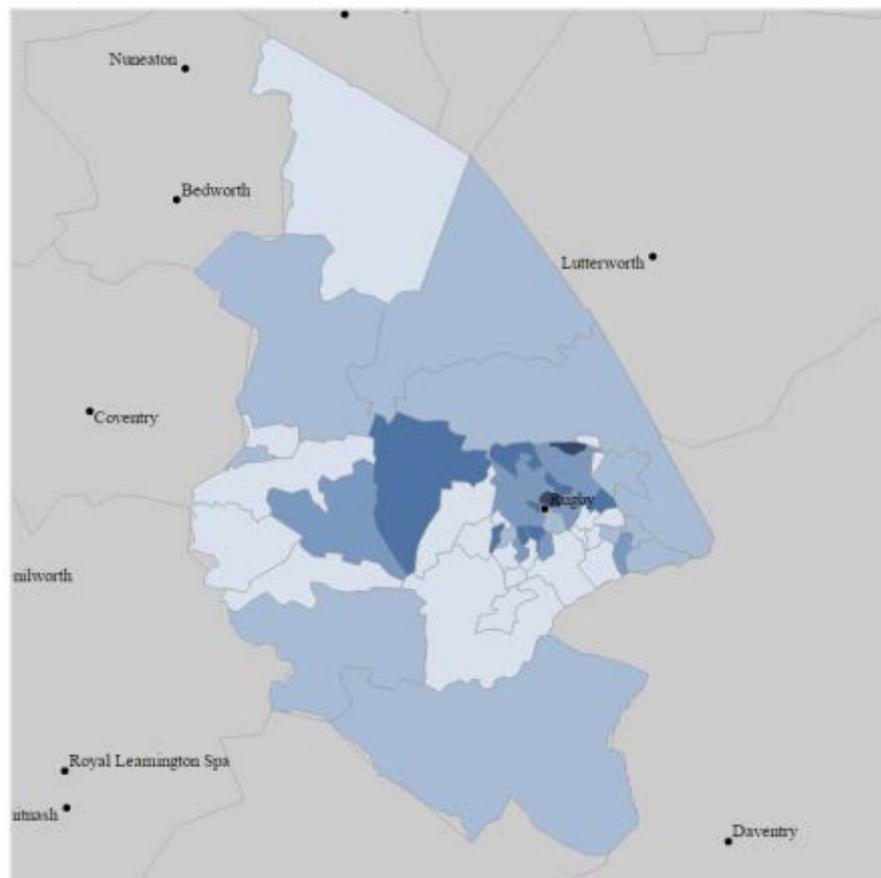
Figure 9: Rates of participation in sport



3.6 Figure 10 is from the national Neighbourhood Statistics web site and is based on 2010 data. This shows that the north east corner of Rugby Town is amongst the most deprived areas in the country, but that there are also some other areas of significant deprivation in the town and to the west. These have not really been reflected in the Sport England map of participation above, but will be significant at the local level.

*Figure 10: Deprivation in Rugby*  
(source: Neighbourhood Statistics)

**Atlas of the Indices of Deprivation 2010 for England**  
Lower Layer Super Output Areas (LSOAs) by Local Authority  
Rugby: Index of Multiple Deprivation



## Local Profile

3.7 Sport England has a web based tool which provides a wide range of background information about an authority. Some of the key findings are bulleted below.

### *Health*

- The percentage of overweight adults in Rugby is in line with the West Midlands region and is slightly worse than England as a whole.
- Childhood obesity in Rugby is however better than both the rates for the West Midlands and England as a whole.
- The estimated health costs of physical inactivity per 100,000 people in Rugby is lower than either the regional or national averages, but still amounts to around £1,603,328 per annum (estimate based on 2009/10 figures).

### *Involvement in sport*

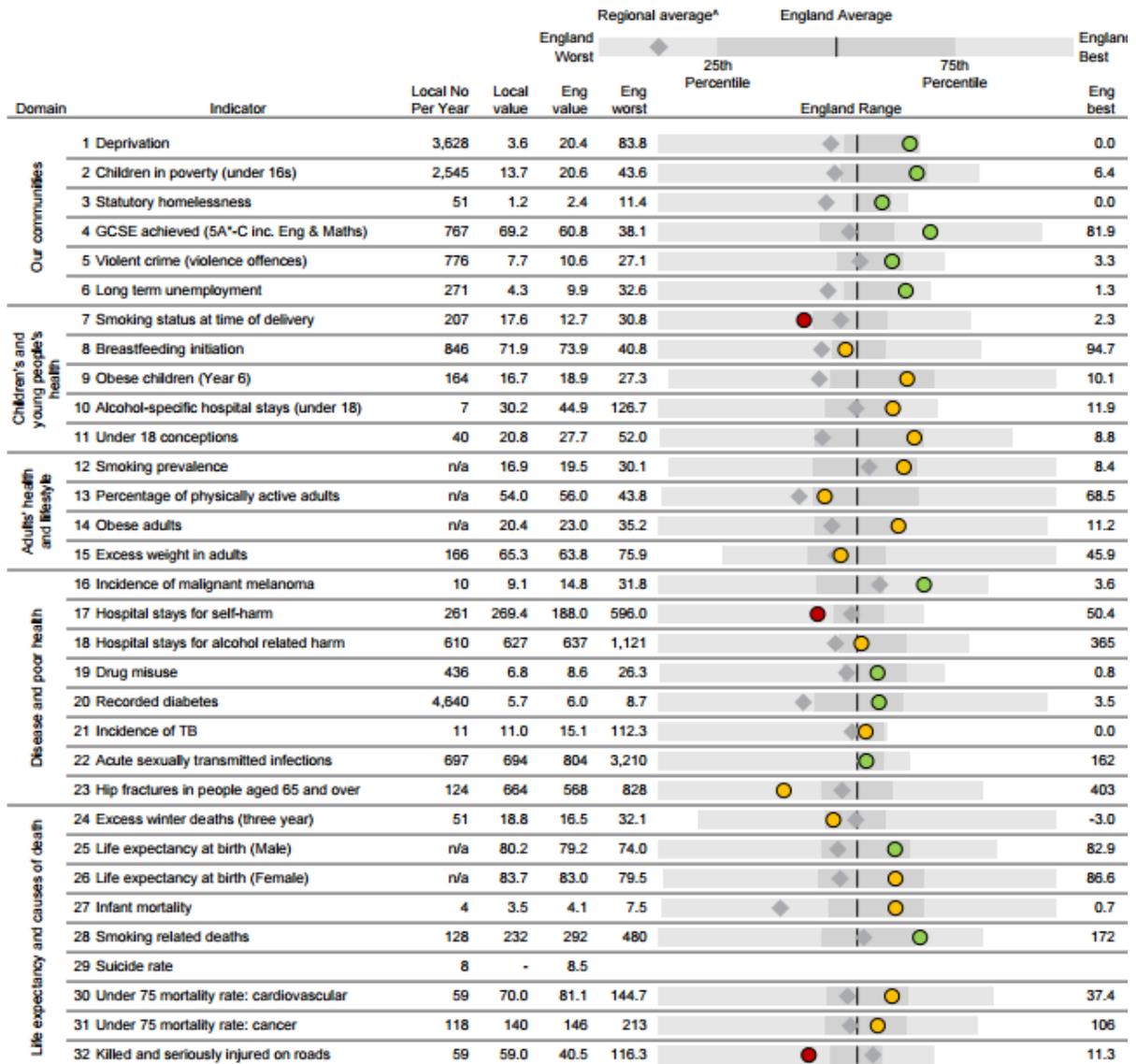
- The rates for receiving tuition/ coaching are higher than either the region or England as a whole.
- Rates of volunteering, club membership rates, and the taking part in competition are all lower for Rugby than the West Midlands or national averages.

## Health

3.8 Public Health England's 2014 Health Profile for Rugby summary (Figure 11) shows that the most serious issues for the borough are smoking at the time of delivery for babies, hospital stays for self-harm, and road traffic accidents.

Figure 11: Health profile for Rugby

The chart below shows how the health of people in this area compares with the rest of England. This area's result for each indicator is shown as a circle. The average rate for England is shown by the black line, which is always at the centre of the chart. The range of results for all local areas in England is shown as a grey bar. A red circle means that this area is significantly worse than England for that indicator; however, a green circle may still indicate an important public health problem.



**Indicator Notes**

1 % people in this area living in 20% most deprived areas in England, 2010 2 % children (under 16) in families receiving means-tested benefits & low income, 2011 3 Crude rate per 1,000 households, 2012/13 4 % key stage 4, 2012/13 5 Recorded violence against the person crimes, crude rate per 1,000 population, 2012/13 6 Crude rate per 1,000 population aged 16-64, 2013 7 % of women who smoke at time of delivery, 2012/13 8 % of all mothers who breastfeed their babies in the first 48hrs after delivery, 2012/13 9 % school children in Year 6 (age 10-11), 2012/13 10 Persons under 18 admitted to hospital due to alcohol-specific conditions, crude rate per 100,000 population, 2010/11 to 2012/13 (pooled) 11 Under-18 conception rate per 1,000 females aged 15-17 (crude rate) 2012 12 % adults aged 18 and over, 2012 13 % adults achieving at least 150 mins physical activity per week, 2012 14 % adults classified as obese, Active People Survey 2012 15 % adults classified as overweight or obese, Active People Survey 2012 16 Directly age standardised rate per 100,000 population, aged under 75, 2009-2011 17 Directly age sex standardised rate per 100,000 population, 2012/13 18 The number of admissions involving an alcohol-related primary diagnosis or an alcohol-related external cause, directly age standardised rate per 100,000 population, 2012/13 19 Estimated users of opiate and/or crack cocaine aged 15-64, crude rate per 1,000 population, 2010/11 20 % people on GP registers with a recorded diagnosis of diabetes 2012/13 21 Crude rate per 100,000 population, 2010-2012 22 Crude rate per 100,000 population, 2012 (chlamydia screening coverage may influence rate) 23 Directly age and sex standardised rate of emergency admissions, per 100,000 population aged 65 and over, 2012/13 24 Ratio of excess winter deaths (observed winter deaths minus expected deaths based on non-winter deaths) to average non-winter deaths 1.08.09-31.07.12 25 At birth, 2010-2012 26 At birth, 2010-2012 27 Rate per 1,000 live births, 2010-2012 28 Directly age standardised rate per 100,000 population aged 35 and over, 2010-2012 29 Directly age standardised mortality rate from suicide and injury of undetermined intent per 100,000 population, 2010-2012 30 Directly age standardised rate per 100,000 population aged under 75, 2010-2012 31 Directly age standardised rate per 100,000 population aged under 75, 2010-2012 32 Rate per 100,000 population, 2010-2012 <sup>a</sup> "Regional" refers to the former government regions.

## Market Segmentation

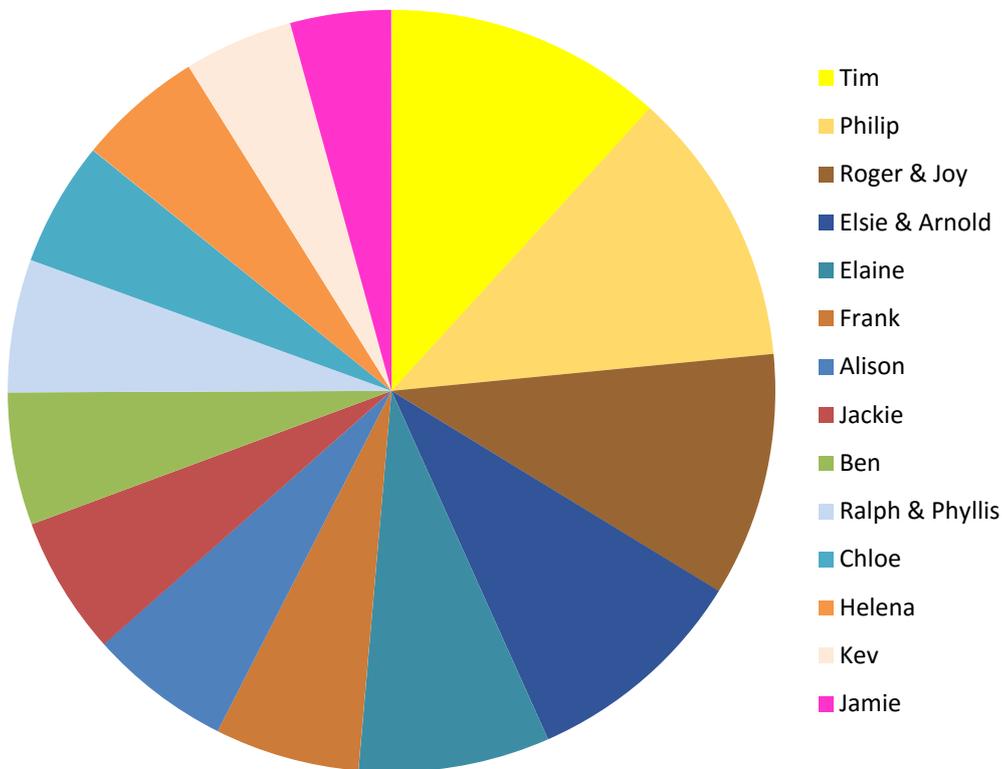
### *Introduction to the tool*

- 3.9 Sport England has developed market segmentation to help understand the life stages and attitudes of different population groups and the sporting interventions most likely to engage them. The market segmentation data builds on the results of Sport England's Active People survey; the Department of Culture, Media and Sport's Taking Part Survey; and the Mosaic tool from Experian. It presents a picture of the dominant social groups in each area, and puts people's sporting behaviour in the context of complex lives.
- 3.10 Propensity modelling – a statistical technique that matches the probability of displaying a particular behaviour or attitude to each demographic category – was used to link the survey data to wider population groups. This created a tool with two key elements: a Sport England segment for every adult in England; and the ability to count market segment profiles for any region or community, down to postcode level.
- 3.11 Sport England encourages the use of market segmentation to help guide local decisions about sport and active recreation priorities, and the following analysis reports the results of the market segmentation for Rugby.

### *Results for Rugby*

- 3.12 The following pie chart, Figure 12 suggests that there is a mix of market segments in Rugby, with a high proportion of persons who are middle aged or older, and reasonable levels of affluence. The map in Figure 13 suggests that different areas of the borough have somewhat different characteristics. Much of the rural area to the north is mainly middle-aged, whilst a large area to the south and much of the town has an older population. There is one area of younger people, shown by the pink colour on the map, known as "Jamie".
- 3.13 It is important to note that there are a large number of market segments which appear in the pie chart which do not appear on the map. This is because, although they are distributed widely across the authority, they do not dominate in any one area.

Figure 12: Market segmentation pie chart



3.14 Figure 14 provides more details about the adult market segment ages, characteristics and the sports that they do, and which others may appeal to them. This chart confirms the importance of swimming, cycling and gym/keep fit in Rugby, but also underpins the need to retain opportunities for “athletics” including jogging and running, golf, football, tennis, and bowls. It should be noted that this Sport England tool combines all types of gym and fitness activities together including such things as weight training and fitness classes.

3.15 All of these sports and activities will be addressed within the full strategy, although some such as cycling and jogging will be impacted more by other council policies, including in relation to sustainable transport, green infrastructure and open spaces. The market segmentation findings will help to prioritise the future investment in sport and active recreation in Rugby.

Figure 13: Market segmentation for Rugby  
(based on Lower Super Output Areas)

# Dominant market segment by population



- Catchment area:  
Rugby District
- Ben - 1
  - Jamie - 2
  - Chloe - 3
  - Leanne - 4
  - Helena - 5
  - Tim - 6
  - Alison - 7
  - Jackie - 8
  - Key - 9
  - Paula - 10
  - Philip - 11
  - Elaine - 12
  - Roger & Joy - 13
  - Brenda - 14
  - Terry - 15
  - Norma - 16
  - Ralph & Phyllis - 17
  - Frank - 18
  - Elsie & Arnold - 19
- Catchment area  
— Middle Super Output Areas

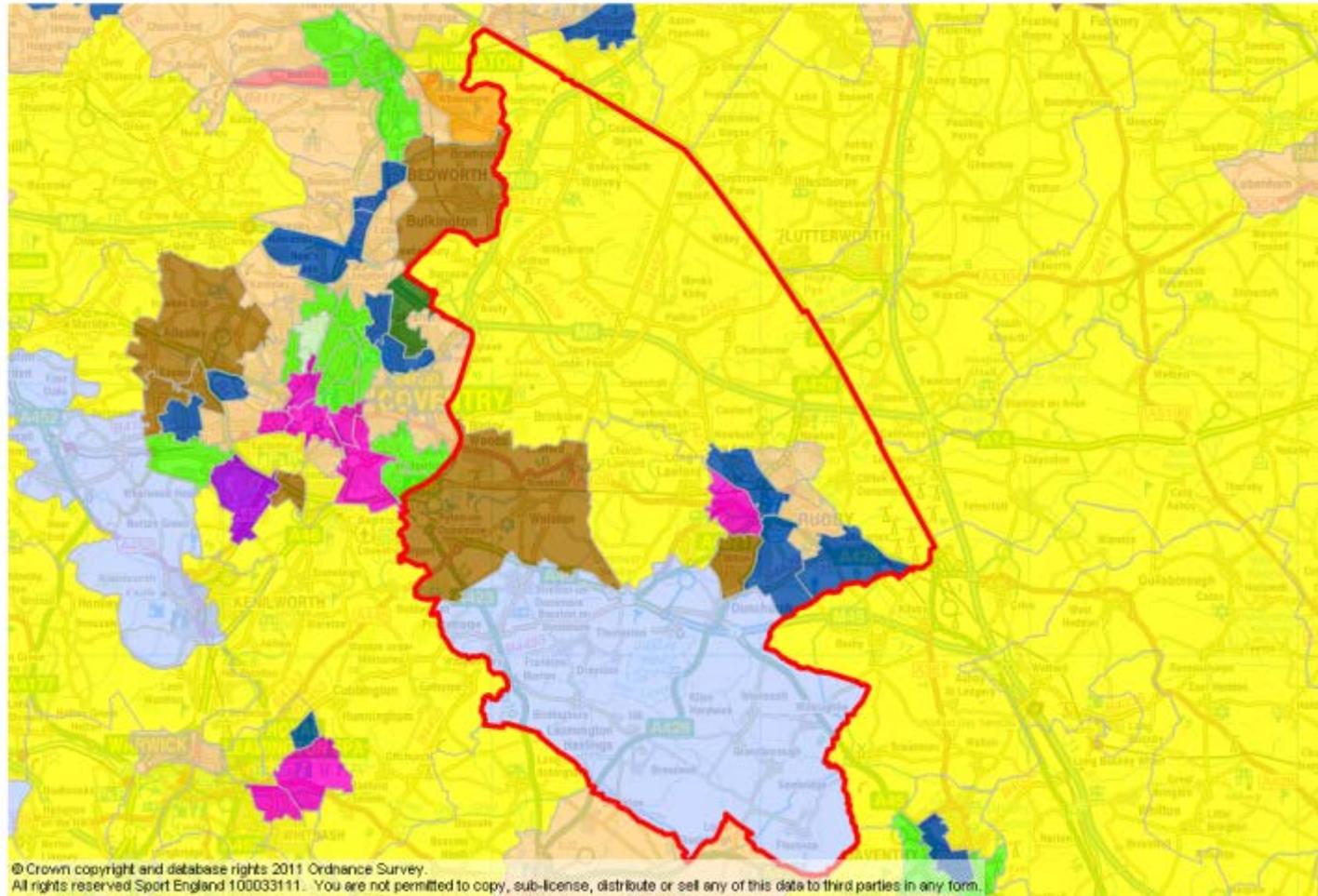


Figure 14: Who does what in Rugby?

Segment	Characteristic	Age	Marital status	Work type	Sports do now, decreasing order top 5					Sports would like to do more of, decreasing order top 5				
					1st	2nd	3rd	4th	5th	1st	2nd	3rd	4th	5th
Tim	Settling Down Male	26-45	Married or single. May have children	Professional	Cycling	Keep fit/gym	Swimming	Football	Athletics	Cycling	Swimming	Keep fit/gym	Athletics	Golf
Philip	Comfortable Mid Life Male	45-55	Married with children	Full time employment and owner occupier	Cycling	Keep fit/gym	Swimming	Football	Golf	Swimming	Cycling	Keep fit/gym	Golf	Athletics
Roger & Joy	Early Retirement Couples	56-65	Married	Full time employment or retired	Keep fit/gym	Swimming	Cycling	Golf	Angling	Swimming	Keep fit/gym	Cycling	Golf	Athletics
Elsie & Arnold	Retirement Home Singles	66+	Widowed	Retired	Keep fit/gym	Swimming	Bowls	Golf	Cycling	Swimming	Keep fit/gym	Cycling	Tennis	Bowls
Elaine	Empty Nest Career Ladies	46-55	Married	Full time employment and owner occupier	Keep fit/gym	Swimming	Cycling	Athletics	Tennis	Swimming	Keep fit/gym	Cycling	Badminton	Tennis
Frank	Twilight Year Gents	66+	Married/single	Retired	Golf	Keep fit/gym	Bowls	Swimming	Cycling	Swimming	Cycling	Golf	Keep fit/gym	Bowls
Alison	Stay-at-home mum	36-45	Married with children	Stay-at-home mum	Keep fit/gym	Swimming	Cycling	Athletics	Equestrian	Swimming	Keep fit/gym	Cycling	Athletics	Tennis
Jackie	Middle England Mum	36-45	Married	Part time skilled worker or stay-at-home mum	Keep fit/gym	Swimming	Cycling	Athletics	Badminton	Swimming	Keep fit/gym	Cycling	Athletics	Tennis
Ben	Competative Male Urbanites	18-25	Single	Graduate professional	Football	Keep fit/gym	Cycling	Athletics	Swimming	Swimming	Football	Cycling	Tennis	Athletics
Ralph & Phyllis	Comfortable Retired Couples	66+	Married/single	Retired	Keep fit/gym	Swimming	Golf	Bowls	Cycling	Swimming	Keep fit/gym	Golf	Cycling	Tennis
Chloe	Fitness Class Friends	18-25	Single	Graduate professional	Keep fit/gym	Swimming	Athletics	Cycling	Equestrian	Swimming	Keep fit/gym	Cycling	Athletics	Tennis
Helena	Career Focussed Females	26-45	Single	Full time professional	Keep fit/gym	Swimming	Cycling	Athletics	Equestrian	Swimming	Keep fit/gym	Cycling	Athletics	Tennis
Kev	Pub League Team Mates	36-45	Married/single	Vocational job	Keep fit/gym	Football	Cycling	Swimming	Athletics	Swimming	Cycling	Keep fit/gym	Athletics	Football
Jamie	Sports Team Lads	18-25	Single	Vocational student	Football	Keep fit/gym	Athletics	Cycling	Swimming	Swimming	Cycling	Football	Keep fit/gym	Athletics

## The challenge for increasing levels of physical activity

- 3.16 The challenge is therefore to provide for the wide range of communities in Rugby, but particularly those who are least active, mainly females and those from the older age groups in the community, but also younger people and those without access to a car. Sport England has identified young people (14-25 years) as a key priority as it is hoped that by retaining young people in sport and activity, this will in turn address the significant falls in participation seen in later years.