



## Planning Policy Committee – 29 September 2014

### North Northamptonshire Joint Core Strategy review: Distribution of the East Northamptonshire housing requirement

#### Purpose of report

The North Northamptonshire Joint Planning Unit (JPU) is working to finalise the Pre-Submission Draft North Northamptonshire Joint Core Strategy (JCS) review. To this end, the Council needs to agree an appropriate distribution of development across the District; i.e. the housing requirement for each of the six towns, together with the rural area.

#### Attachment(s)

Appendix 1: Summary housing land supply (major development sites anticipated to come forward, 2013-31)

#### 1.0 Background

- 1.1 The North Northamptonshire Joint Core Strategy (JCS) is progressing towards submission to the Secretary of State. The Rushden Lakes development was approved by the Secretary of State in June 2014. This decision has enabled the North Northamptonshire Joint Planning Unit (JPU) to make rapid progress with the preparation of the Pre-Submission Draft JCS review.
- 1.2 It is intended to publish the Pre-Submission Draft JCS for statutory consultation early next year, with submission to the Secretary of State by spring 2015 and adoption around autumn 2015. The distribution of development is a critical element of defining the overall spatial strategy for the District and it is proposed that Members agree this aspect of the JCS. This is necessary, to inform a formal decision at the forthcoming meeting of the North Northamptonshire Joint Planning Committee (JPC), on 2 October 2014.
- 1.3 Setting the distribution of development is a strategic issue as it provides certainty as to how the objectively assessed need (OAN) for housing will be met in line with the spatial strategy, providing the basis for infrastructure planning and subsequent 'Part 2' Local Plans (in this case, the Four Towns Plan) and Neighbourhood Plans. Setting the overall spatial development strategy for East Northamptonshire involves establishing housing requirements for each of the six towns within the District (Higham Ferrers, Irthlingborough, Oundle, Raunds, Rushden and Thrapston), together with the rural area. The draft spatial strategy was agreed by the North Northamptonshire Joint Planning Committee (JPC) on **4 September 2014**. This defines the spatial roles for each of the six towns and the rural areas (**Table 1**, below).

<b>Table 1</b>		
<b>Category</b>	<b>Location</b>	<b>Role</b>
Growth Towns	Rushden	To provide the focus for major co-ordinated regeneration and growth in employment, housing, retail and higher order facilities.
Market Towns	Higham Ferrers, Irthlingborough, Oundle, Raunds, Thrapston	To provide a strong service role for their local community and wider rural hinterland.  Higham Ferrers to provide a more localised convenience and service role, with growth pressures directed to the adjoining Growth Towns.
Villages	All villages other than settlements of a dispersed form, which may be designated as open countryside, outside the formal settlement hierarchy	To provide community infrastructure and services to meet day to day needs of residents and businesses in the rural areas. Focal points for development to meet locally identified needs, unless those needs can be met more sustainably at a nearby larger settlement
Open countryside		A living, working countryside providing the green setting for the network of settlements and supporting the area's self-reliance and resilience through food production; leisure and tourism; biodiversity resources; renewable energy; flood risk management and carbon capture.

1.3 On 4 September 2014 the JPC also agreed an overall housing requirement of **8,400 dwellings** over 20 years for East Northamptonshire Council, to cover the JCS Plan period (2011-31). Of this, 820 dwellings are anticipated for the rural area (i.e. villages and open countryside), leaving a net requirement of **7,580 dwellings** to be distributed between the six towns.

1.4 It was decided that the proposed distribution of development between the six towns within East Northamptonshire ought to be agreed by the Planning Policy Committee in the first instance. Accordingly, the relevant JPC report (4 September 2014, Agenda Item 4, Appendix E, Table 5) included a statement that the distribution of housing for East Northamptonshire (also for Kettering) was: "To be confirmed". This report considers the background to housing distribution and makes a recommendation accordingly.

## **2.0 Distribution of development in the adopted (2008) North Northamptonshire Core Spatial Strategy**

2.1 The current Core Spatial Strategy (CSS) sets out a distribution of development for East Northamptonshire for the period 2001-21. This includes a combined requirement (5,090 dwellings) for the "smaller towns" – Rushden, Higham and Irthlingborough. Discrete targets are also defined for the "Rural Services Centres" – Oundle (610 dwellings), Raunds (1,100 dwellings) and Thrapston (1,140 dwellings).

2.2 The adopted CSS provides further direction, insofar as the most significant development schemes are proposed to take the form of "sustainable urban extensions" at Irthlingborough and Raunds (CSS paragraphs 3.80/ 4.31). Accordingly, significant development proposals have been put forward at Irthlingborough West, Raunds (Raunds North – two sites and Raunds South – two sites); also at Thrapston South. Major development schemes already "in the pipeline" will have significant implications for the future distribution of development in the emerging JCS review.

2.3 The approach to setting the distribution of development in the 2008 CSS started with

setting an “apportioned share” of development for each town, based on the 2001 Census. This then considered adjustments in light of policy criteria (role of settlement, regeneration, accessibility, environmental sensitivity and infrastructure capacity), applying local knowledge of existing commitments (planning permissions and Local Plan allocations), local constraints and development opportunities.

2.4 A previous consultation, regarding the emerging draft North Northamptonshire JCS 2011-2031 (August 2012) applied a similar approach. This reflected the new role for Rushden as a Growth Town and the extent of commitments/ opportunities elsewhere. Excluding rural windfall, the previously agreed emerging JCS distribution (strategic opportunity) for the six towns, totalling 7,760 dwellings, was:

- Rushden 3,040
- Higham Ferrers 560
- Irthlingborough 1,260
- Raunds 1,130
- Thrapston 900
- Oundle 870

### 3.0 Reviewing the distribution of housing between the six towns

3.1 The emerging JCS review sets a requirement for the distribution of 7,580 dwellings between the six towns. Firstly, it is necessary to define an appropriate starting point (“baseline”) housing requirement for each urban area. The proposed approach is to apportion the overall urban area requirement (7,580 dwellings), in accordance with the population (2011 Census) for each of the six towns. **Table 2** (below) sets out this apportioned “baseline” requirement for each town.

<b>Table 2</b>	<b>Population (2011 Census)</b>	<b>% total population for the urban areas (66,505)</b>	<b>Apportioned requirement, 2011-31 ((7580) x % Total urban population)</b>
<b>Higham Ferrers</b>	8,083	12.15%	921
<b>Irthlingborough</b>	8,535	12.83%	973
<b>Oundle</b>	5,735	8.62%	654
<b>Raunds</b>	8,641	12.99%	985
<b>Rushden</b>	29,272	44.01%	3,336
<b>Thrapston</b>	6,239	9.38%	711
	<b>66,505</b>		<b>7,580</b>

3.2 The most significant factor in determining the ultimate distribution are existing commitments (i.e. sites with planning permission or allocated for development) and emerging proposals such as pending planning applications. In the first instance, therefore, it is necessary to consider the existing housing land supply for each of the six towns. The identified supply consists of the following, to be deducted from the overall 2011-31 requirement (7,580 dwellings):

- Housing completions, 1 April 2011 – 31 March 2013
- Existing commitments – Significant planning permissions/ resolutions to grant (sites >30 dwellings) or Local Plan/ RNOTP allocations), as at 1 April 2013
- Other emerging sites – Not existing commitments, but likely to come forward within the JCS period to 2031

3.3 As stated, the supply figure includes significant emerging development schemes which, subject to receiving planning permission, are likely to come forward during the JCS Plan period, i.e.:

- **Ferrers School, Higham Ferrers** – Land between Ferrers School and the A6 Higham Ferrers Bypass owned by the Duchy of Lancaster previously allocated for industrial and commercial development in the 1996 District Local Plan (Policy HF2), subject to safeguarding links with the proposed Rushden East urban extension including access across the A6 and links to the East Northamptonshire Greenway (linking Higham Ferrers/ Rushden with Irthlingborough and Wellingborough);
- **Irthlingborough West** – Proposed sustainable urban extension being brought forward under policy provisions within the adopted CSS (Policy 9 and paragraphs 3.80/ 4.31), currently the subject of an outline application;
- **Attley Way, Irthlingborough East** – Proposed mixed use development scheme (retail, leisure, care home and housing) of site with longstanding consent for industrial and business development;
- **Rushden East** – Proposed new sustainable urban extension (SUE), being promoted as part of emerging JCS “Growth Town” agenda for Rushden.

3.4 **Table 3** (below) summarises the current housing land supply for each of the six towns. This excludes smaller scale planning permissions (i.e. windfall sites) of less than 30 dwellings, although in reality urban windfalls will continue to come forward and form part of the overall housing land supply.

<b>Table 3</b>		<b>No of dwellings</b>	<b>Commentary</b>
<b>Higham Ferrers</b>	Significant commitments, as at 1 April 2013 (planning permissions >30 dwellings; Local Plan allocations)	287	
	Other emerging sites	273	Ferrers School
	<b>Total</b>	<b>560</b>	
<b>Irthlingborough [excluding Crow Hill]</b>	Significant commitments, as at 1 April 2013	463	
	Other emerging sites	890	Irthlingborough West and Attley Way (Irthlingborough East)
	<b>Total</b>	<b>1353</b>	
<b>Oundle</b>	Significant commitments, as at 1 April 2013 (planning permissions >30 dwellings; RNOTP allocations)	362	
	Other emerging sites	0	
	<b>Total</b>	<b>362</b>	
<b>Raunds</b>	Significant commitments, as at 1 April 2013	1058	Commitments calculated on the basis of outline permission for 460 dwellings at Darsdale Farm (Raunds South). Recent changes include granting reserved matters for 381 dwellings at Darsdale Farm (79 dwellings reduction); mostly offset by emerging development proposals at Manor Farm, Raunds East (50 dwellings).
	Other emerging sites	0	
	<b>Total</b>	<b>1058</b>	
<b>Rushden</b>	Significant commitments, as at 1 April 2013	574	
	Other emerging sites	1600	Rushden East - 1600 dwellings anticipated by 2031, with a further 900 dwellings to be delivered after 2031
	<b>Total</b>	<b>2174</b>	

<b>Thrapston</b>	Significant commitments, as at 1 April 2013	681	
	Other emerging sites	0	
	<b>Total</b>	<b>681</b>	
<b>Completions, 1 April 2011 - 31 March 2013</b>	(Urban areas)	<b>323</b>	
<b>Total</b>	<b>Supply + Completions</b>	<b>6511</b>	
<b>Requirement</b>	<b>(Urban areas)</b>	<b>7580</b>	
<b>Residual (Outstanding requirement)</b>	<b>Requirement 2013-31 - Total (completions + supply)</b>	<b>1069</b>	

3.5 A comparison of the existing housing land supply with the apportioned requirement (Table 2, above) has revealed that Irthlingborough, Raunds and Thrapston all have a current supply that equals or exceeds the apportioned baseline requirement. On this basis, rounded housing requirements for Irthlingborough, Raunds and Thrapston may be defined (**1350, 1060 and 680 dwellings** respectively, to be delivered over 18 years (2013-31)) based upon the 2013 housing land supply figure; 323 dwellings having been delivered across the six urban areas during the 2011-13 monitoring period. There is therefore no requirement for additional sites unless any of those identified does not come forward.

3.6 In the case of Higham Ferrers, this assessment has revealed a shortfall of 361 dwellings (~360) against the apportioned baseline requirement. However, significant further development within the current Higham Ferrers urban area, over and above the existing supply, is greatly restricted by physical constraints: A45/ Nene Valley (north west), A6 Bypass (east) and Rushden (south). Furthermore, the emerging spatial strategy proposes Rushden (rather than Higham Ferrers) as the “Growth Town”; i.e. the focal point for new development. In this regard, it is anticipated that the proposed Rushden East urban extension could also fulfil any additional housing needs for Higham Ferrers. This is borne out in the draft “Delivering Homes” section of the emerging JCS, agreed by the JPC on 4 September 2014, which states that: “...plans may assess higher levels of housing provision at individual settlements where this meets identified local needs and aspirations or, in the case of Growth Towns and Market Towns, would meet a shortfall in deliverable sites at another settlement within the same plan area” (Agenda Item 4, Appendix E, paragraph 4.116).

3.7 For Oundle and Rushden, a shortfall in housing land supply has been identified, compared to the apportioned requirement (292 dwellings and 1162 dwellings respectively). Table 2 has revealed a net outstanding requirement of 1,069 dwellings (to be delivered over 18 years of the plan period; i.e. 2013-31) for the six urban areas. As stated, Irthlingborough, Raunds and Thrapston have a current housing land supply in excess of the apportioned baseline requirement; while further growth at Higham Ferrers is physically restricted.

#### **4.0 Distribution of the outstanding residual housing requirement for the urban areas (1,069 dwellings) between Oundle and Rushden**

4.1 The assessment of the current housing land supply (as at 1 April 2013) has revealed that further housing land allocations will be required at Oundle and Rushden, taking the apportioned requirement as the baseline/ starting point for setting the JCS requirement. On this basis, it is proposed that this outstanding residual requirement (1,069 dwellings) ought to be divided between Oundle and Rushden.

4.2 The emerging JCS proposes that Rushden, as the Growth Town, should be the focal point for new development. It must therefore be expected that the majority of the outstanding residual housing requirement (1,069 dwellings) should be delivered at Rushden.

- 4.3 **Rushden** – Rushden’s current housing land supply equates to 2,174 dwellings; including 1,600 dwellings at Rushden East. The proposed Rushden East urban extension is expected to deliver approximately 2,500 dwellings, of which 1,600 dwellings could be delivered by 2031, assuming 4-5 years’ lead in time and delivery of up to 150 dwellings per year, with three developers on site. While the Four Towns Plan (the “Part 2 Local Plan” for Rushden) would allocate land for 2,500 dwellings at Rushden, it may be that further site allocations would be required around the town in order to meet any shortfall, during the JCS period, against the identified local housing need.
- 4.4 **Oundle** – The housing land supply assessment has revealed that Oundle’s current supply is 362 dwellings; requiring the allocation of approximately a further 290 dwellings to deliver the baseline apportioned requirement for that town (654 dwellings). This shortfall is due to the fact that the Rural North, Oundle and Thrapston Plan, the current site specific plan for Oundle, only runs to 2021. However, the emerging Oundle Neighbourhood Plan is seeking to allocate further sites to cover the plan period beyond 2021.
- 4.5 The 2008 CSS set a housing requirement for Oundle based on its proportionate share (size in 2001), given that it has an important role to play as a rural service centre, but that it should not accommodate significantly more due to the paramount importance of conserving the historic character of the town. This approach remains relevant in defining the distribution of development for the JCS review.
- 4.6 Apportionment of the outstanding residual requirement and housing land supply over a 20 year period between Oundle and Rushden has revealed a requirement for 645 and 3,285 dwellings respectively (existing housing land supply plus outstanding residual requirement; distributed over the Plan period (20 years)). **Table 4** (below) summarises these findings.

	<b>Oundle</b>	<b>Rushden</b>	<b>Total</b>
Population (2011 Census)	5,735	29,272	35,007
% total population for Oundle and Rushden (35,007)	16.38%	83.62%	100.00%
<b>Total requirement (Oundle and Rushden)</b>	<b>645</b>	<b>3,285</b>	<b>3,930</b>
<b>Total requirement (Oundle and Rushden, plus Higham Ferrers, Irthlingborough, Raunds and Thrapston))</b>			<b>7,580</b>

## 5.0 Setting an overall requirement

- 5.1 **Table 5** (below) provides a summary for the proposed breakdown of the overall urban areas JCS requirement (7,580 dwellings) for the six towns. In each case, the proposed housing requirement has been rounded. Table 5 also incorporates a comparison of the proposed requirement against the previous (August 2012) draft proposals. These differences reflect the slight reduction to the urban area requirement, of which 180 dwellings is now included within the rural requirement, together with the latest published housing land supply data (2013 AMR). This Committee report will support the JPU’s overall evidence base for setting the housing requirements across North Northamptonshire, as a whole.

<b>Table 5</b>	<b>Proposed requirement (rounded)</b>	<b>Previous proposal (emerging draft JCS, August 2012)</b>	<b>Difference (Proposed requirement minus previous proposal)</b>	<b>Source for proposed requirement</b>
<b>Higham Ferrers</b>	<b>560</b>	<b>560</b>	<b>0</b>	Existing housing land supply
<b>Irthlingborough</b>	<b>1,350</b>	<b>1,260</b>	<b>+90</b>	Existing housing land supply
<b>Oundle</b>	<b>645</b>	<b>870</b>	<b>-225</b>	Existing housing land supply + residual requirement
<b>Raunds</b>	<b>1,060</b>	<b>1,130</b>	<b>-70</b>	Existing housing land supply
<b>Rushden</b>	<b>3,285</b>	<b>3,040</b>	<b>+245</b>	Existing housing land supply + residual requirement
<b>Thrapston</b>	<b>680</b>	<b>900</b>	<b>-220</b>	Existing housing land supply
<b>Total</b>	<b>7,580</b>	<b>7,760</b>	<b>-180</b>	

## **6.0 Equality and Diversity Implications**

6.1 There are no equality and diversity implications arising from this report.

## **7.0 Legal Implications**

7.1 There are no legal implications arising from this report.

## **8.0 Risk Management**

8.1 The setting of robust and defensible requirements distribution of housing is one of the critical elements of the statutory Local Plan. These figures which will be contained within the North Northamptonshire JCS review (the "Part 1", strategic part of the Local Plan) and will define how the Plan is expected to be implemented to 2031. The distribution of housing will almost certainly be a major topic for discussion at the forthcoming JCS independent examination (anticipated during 2015), so it is essential that Members understand the need to be able to justify the distribution of housing development.

8.2 The final decision regarding the distribution of housing will be taken by the JPC. However, it is considered important that the Planning Policy Committee gives a view in advance of the JPC, in order to inform the final decision. Otherwise there is a potential risk that East Northamptonshire Members could feel excluded from this critical element of the Plan making process.

8.3 Otherwise, there are no other significant risks arising from the proposed recommendations in this report.

## **9.0 Resource and Financial Implications**

9.1 There are no resource or financial implications arising from this report.

## **10.0 Constitutional Implications**

10.1 There are no constitutional implications arising from this report.

## 11.0 Corporate Outcomes

11.1 The relevant Corporate Outcomes are:

- Good Quality of Life – delivery of regeneration, economic development, sustainable development, strong communities and improved housing for the District
- Effective Partnership Working – effective joint working with other North Northamptonshire partners; i.e. Corby Borough Council, Kettering Borough Council and the Borough Council of Wellingborough
- Effective Management – ensuring managed delivery of future housing requirements through the emerging JCS review (Part 1 Local Plan)
- Strong Community Leadership – setting a robust housing requirement through the emerging JCS review, reflecting the objectively assessed need for housing, is an important aspect of delivering effective local leadership

## 12.0 Recommendation

12.1 The Committee is recommended to endorse the draft distribution of housing for the emerging North Northamptonshire Joint Core Strategy review (Part 1 Local Plan) set out in Table 5 (section 5.0, above).

*(Reason – to ensure that the emerging Local Plan includes a robust and defensible distribution of housing development)*

<b>Legal</b>	Power: <b>Planning and Compulsory Purchase Act 2004 (as amended); The Town and Country Planning (Local Planning) (England) Regulations 2012</b>				
	Other considerations: National Planning Policy Framework, paragraph 47				
<b>Background Papers:</b> North Northamptonshire Joint Planning Committee, 4 September 2014, Agenda Item 4; North Northamptonshire Core Spatial Strategy (adopted June 2008)					
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<b>Date: 22 September 2014</b>					
<b>CFO</b>		<b>MO</b>		<b>CX</b>	

**Appendix 1: Summary housing land supply (major development sites anticipated to come forward, 2013-31)**

	<b>Major sites (significant commitments: planning permissions &gt;30 dwellings; Local Plan/ RNOTP allocations)</b>	<b>Delivery 2013-16</b>	<b>Delivery 2016-31</b>	<b>TOTAL 2013-31</b>	<b>Commentary</b>
<b>Higham Ferrers</b>					
	Wharf Road	30	136	166	
	Midland Business Centre	33		33	
	Station Road/ A6 Bypass	58	30	88	
	Ferrers School		273	273	
<b>TOTAL</b>		<b>121</b>	<b>439</b>	<b>560</b>	
<b>Irthlingborough</b>	<b>[Excluding Crow Hill]</b>				
	Former Sunseekers factory site	65		65	
	Whitworth's Site		258	258	
	Irthlingborough West		700	700	
	Addington Road (Irthlingborough East)		80	80	
	Attley Way (Irthlingborough East)		190	190	
	Land rear of Green Close	30	30	60	
<b>TOTAL</b>		<b>95</b>	<b>1,258</b>	<b>1,353</b>	
<b>Oundle</b>					
	Ashton Road/ Herne Road	80	55	135	
	Creed Road	100	45	145	
	Dairy Farm		20	20	
	Glaphorn Road	62		62	
<b>TOTAL</b>		<b>242</b>	<b>120</b>	<b>362</b>	
<b>Raunds</b>					
	Darsdale Farm (Raunds South)	40	420	460	Commitments calculated on the basis of outline permission for 460 dwellings at Darsdale Farm (Raunds South). Recent changes include granting reserved matters for 381 dwellings at Darsdale Farm (79 dwellings reduction); mostly offset by emerging development proposals at Manor Farm, Raunds East (50 dwellings).
	Northdale End (Raunds North East)	45	265	310	
	RPC site, Grove Street	58		58	
	West End (Raunds North)	40	190	230	
<b>TOTAL</b>		<b>183</b>	<b>875</b>	<b>1,058</b>	
<b>Rushden</b>					
	Land off Windsor Road	185	50	235	
	Rushden Hospital	35	90	125	
	Goulsbra Road	20	53	73	
	Land adjacent to Pevensey Close, Barrington Road	75	35	110	

**Appendix 1: Summary housing land supply (major development sites anticipated to come forward, 2013-31)**

	Former Garage Site, Station Road	31		31	
	Rushden East		1,600	1,600	A further 900 dwellings are anticipated to be delivered at Rushden East, post 2031.
<b>TOTAL</b>		<b>346</b>	<b>1,828</b>	<b>2,174</b>	
<b>Thrapston</b>					
	Thrapston South (Phases 1 & 2)	50	106	156	
	Thrapston South (Phase 3)		75	75	
	Thrapston South (Phase 4)		450	450	
<b>TOTAL</b>		<b>50</b>	<b>631</b>	<b>681</b>	
	<b>TOTAL COMPLETIONS 2011-13</b>			<b>323</b>	
	<b>TOTAL SUPPLY 2011-31</b>	<b>1,037</b>	<b>5,151</b>	<b>6,188</b>	
	<b>TOTAL (COMPLETIONS + SUPPLY) 2011-31</b>			<b>6,511</b>	
	<b>TOTAL REQUIREMENT (URBAN AREAS) 2011-31</b>			<b>7,580</b>	
	<b>RESIDUAL (TOTAL REQUIREMENT 2011-31 - TOTAL (COMPLETIONS + SUPPLY))</b>			<b>1,069</b>	