This background paper has been prepared to explain:

1. The current position regarding housing delivery and supply within the urban areas, measured against the North Northamptonshire Joint Core Strategy (JCS) 2011-2031 (Local Plan Part 1) urban housing requirements;

2. Where additional strategic housing land allocations may be needed to ensure that the Local Plan Part 2 provides a positive approach to meeting the requirements of the JCS;

3. Approach to managing/monitoring housing delivery in the urban areas, for the remainder of the Local Plan period to 2031

1.0 Introduction

1.1 A critical aspect of the plan-making process for the Local Plan Part 2 involves calculating the quantum of housing that needs to be allocated to ensure that the minimum level of housing requirement set out in the JCS is met. Policy 29/ Table 5 of the JCS, specifies the quantum of housing numbers that are expected to be delivered during the Local Plan period (2011-31) for each of the six towns within the District.

<table>
<thead>
<tr>
<th>TABLE 1: North Northamptonshire Joint Core Strategy 2011-2031 (Table 5 extract)</th>
<th>Settlement</th>
<th>Housing Requirement (2011-31)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Growth Town</td>
<td>Rushden</td>
<td>3,285</td>
</tr>
<tr>
<td>Market Towns</td>
<td>Higham Ferrers</td>
<td>560</td>
</tr>
<tr>
<td></td>
<td>Irthlingborough</td>
<td>1,350</td>
</tr>
<tr>
<td></td>
<td>Raunds</td>
<td>1,060</td>
</tr>
<tr>
<td></td>
<td>Thrapston</td>
<td>680</td>
</tr>
<tr>
<td></td>
<td>Oundle</td>
<td>645</td>
</tr>
<tr>
<td><strong>East Northamptonshire urban areas total</strong></td>
<td><strong>7,580</strong></td>
<td></td>
</tr>
</tbody>
</table>

1.2 These requirements (with a 1 April 2011 start date), form the starting point by which individual housing sites will be allocated for each of the six urban areas. In identifying the actual quantum of development that will need to be provided for in the Local Plan Part 2, it is necessary to take into account the following deductions:
• **House completions** – Housing already delivered, 1 April 2011 – 31 March 2018

• **Existing commitments** –
  o Sites with extant (live) planning permission, as at 1 April 2018;
  o Sites having a resolution to grant planning permission, as at 1 April 2018 (e.g. Irthlingborough West);
  o Rushden East (principle of development established through JCS Policy 33; extent of development area to be confirmed through emerging Rushden East masterplan);
  o Remaining sites allocated in adopted development plan documents, as at 1 April 2018:
    ▪ Rural, North, Oundle and Thrapston Plan, adopted July 2011;
    ▪ East Northamptonshire District Local Plan, adopted November 1996.

1.3 For the JCS Examination Hearings (November 2015), the North Northamptonshire Joint Planning Unit (JPU) prepared an Assessment of Housing Land Supply relative to the Submission Joint Core Strategy (July 2015). This included a list of sites which were considered to be deliverable during the following five years (i.e. 2016-21). This data was reviewed and subsequently incorporated into the JCS (Annex A: North Northamptonshire Housing Land Supply, 2011-2031).

1.4 The JCS ‘Annex A’ housing land supply data has been updated to reflect the latest housing land supply position and trajectories. This was agreed by the Planning Policy Committee on 22 October 2018 (Item 6) and published by the North Northamptonshire Joint Planning and Delivery Unit (NNJPDU) in March 2019, for the 2018 AMR.

1.5 The October 2018 Assessment of Housing Land Supply also included the following categories of potential housing sites anticipated to come forward:

- Specific, unallocated brownfield sites; and
- Emergent development plan document sites (Local Plan Part 2/ Neighbourhood Plan proposals).

1.6 These emerging development proposals, some of which may have subsequently been granted planning permission or allocated in an adopted development plan document (since 1 April 2018), also need to be deducted from the Local Plan housing requirement. This approach is considered appropriate, given that these emerging sites are identified as a constituent part of the deliverable housing land supply.

2.0 Deduction of housing completions (2011-18) and existing commitments
2.1 For each of the urban areas; completions (2011-18), outstanding planning permissions and site allocations from the adopted Local Plan and “made” Neighbourhood Plans need to be deducted from the housing requirement. Calculations of the outstanding/residual requirement are set out in Table 2 (below).

<table>
<thead>
<tr>
<th>TABLE 2- Housing supply position (1 April 2018)</th>
<th>Housing requirement (2011-31)</th>
<th>Completions 2011-18</th>
<th>% housing requirement delivered, as at 31 March 2018</th>
<th>Commitments (planning permissions) as at 1 April 2018</th>
<th>Commitments (resolutions to grant, Development Plan allocations, Rushden East) as at 1 April 2018</th>
<th>Residual requirement as at 1 April 2018 (committed sites)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Growth Town</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rushden</td>
<td>3,285</td>
<td>953</td>
<td>29.0%</td>
<td>138</td>
<td>1,300¹</td>
<td>894</td>
</tr>
<tr>
<td>Market Towns</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Higham Ferrers</td>
<td>560</td>
<td>358</td>
<td>63.9%</td>
<td>13</td>
<td>300</td>
<td>-111</td>
</tr>
<tr>
<td>Irthlingborough</td>
<td>1,350</td>
<td>283</td>
<td>21.0%</td>
<td>109</td>
<td>395²</td>
<td>563</td>
</tr>
<tr>
<td>Raunds</td>
<td>1,060</td>
<td>387</td>
<td>36.5%</td>
<td>734</td>
<td>0</td>
<td>-61</td>
</tr>
<tr>
<td>Thrapston</td>
<td>680</td>
<td>190</td>
<td>27.9%</td>
<td>531</td>
<td>10</td>
<td>-51</td>
</tr>
<tr>
<td>Oundle</td>
<td>645</td>
<td>384</td>
<td>59.5%</td>
<td>19</td>
<td>70</td>
<td>172</td>
</tr>
<tr>
<td>TOTAL</td>
<td>7,580</td>
<td>2,555</td>
<td>33.7%</td>
<td>1,544</td>
<td>1,995</td>
<td>1,406</td>
</tr>
</tbody>
</table>

2.2 Table 2 reveals that housing commitments and existing commitments are already exceeded at Higham Ferrers (by 111 dwellings) Raunds (by 61 dwellings) and Thrapston (by 51 dwellings). This reflects the recently consented major development schemes at Raunds and Thrapston (now under construction), together with the “making” (adoption) of the Higham Ferrers Neighbourhood Plan in 2016:

- Land east of Ferrers School (adopted Higham Ferrers Neighbourhood Plan (HFNP) allocation, HF.H4);
- Northdale End (Raunds North East) – under construction;
- West End (Raunds North) – under construction/ mostly complete;
- Darsdale Farm (Raunds South) – under construction;
- Thrapston South (adopted Rural North, Oundle and Thrapston Plan (RNOTP) allocation, THR5) – under construction.

¹ 1,300 dwellings anticipated to be delivered during the current Local Plan period (2011-2031), with the remainder of Rushden East coming forward beyond 2031
² Figure shown in 2018 housing land supply for Irthlingborough omitted 80 dwellings at Land off Addington Road (1996 District Local Plan, Policy IR1-A). This has been rectified at Table 2 above, which has the effect of reducing the Irthlingborough residual requirement (2018-2031) from 643 to 563.
2.3 Given the quantum of housing land already committed at Higham Ferrers, Raunds and Thrapston there is no need to allocate additional strategic housing land allocations at these towns through the Local Plan Part 2.

2.4 Excluding emerging proposals from the calculations (considered below), additional provision will need to be made for the following towns:

- Rushden – 894 dwellings
- Irthlingborough – 563 dwellings
- Oundle – 172 dwellings

3.0 Major/strategic committed sites

3.1 The JCS proposes the development of a 2,500 dwellings sustainable urban extension at Rushden East (Policy 33), anticipated to increase to 2,700 dwellings in the draft Local Plan Part 2; of which 1,300 dwellings are currently expected to be delivered by 2031. For the purposes of plan monitoring, this is considered to be a “commitment”, given that the principle of development is established in the JCS.

3.2 In addition to Rushden East, two other major committed development sites are expected to deliver a significant quantum of housing during the Plan period. In November 2014 Irthlingborough West was granted permission for 700 dwellings, subject to s106. As at April 2019, the s106 agreement has not, as yet, been finalised. It is currently anticipated that 315 dwellings (out of 700) could be delivered by 2031.

3.3 The third major site, land east of Ferrers School, Higham Ferrers, is allocated in the Higham Ferrers Neighbourhood Plan 2011-2031 (HF.H4). A planning application for the development of this site (reference 18/01648/OUT) was recommended for approval by the Planning Management Committee on 8 May 2019, subject to s106 agreement. **Table 3** (below) sets out the current position (as at April 2019) regarding the three committed major/strategic development sites.

<table>
<thead>
<tr>
<th>Location</th>
<th>Site name</th>
<th>Total Capacity</th>
<th>No of units, 2018-2031</th>
<th>Delivery beyond 2031</th>
<th>Development Plan Document</th>
<th>Current status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rushden</td>
<td>Rushden East</td>
<td>2,700</td>
<td>1,300</td>
<td>1,400</td>
<td>JCS Policy 33</td>
<td>Strategic site</td>
</tr>
</tbody>
</table>
### TABLE 3
**Current position re site commitments**

<table>
<thead>
<tr>
<th>Location</th>
<th>Site name</th>
<th>Total Capacity</th>
<th>No of units, 2018-2031</th>
<th>Delivery beyond 2031</th>
<th>Development Plan Document</th>
<th>Current status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Higham Ferrers</td>
<td>Land East of Ferrers School</td>
<td>300</td>
<td>300</td>
<td>0</td>
<td>Higham Ferrers Neighbourhood Plan</td>
<td>Approved subject to S106</td>
</tr>
<tr>
<td>Irthlingborough</td>
<td>West of Huxlow School/Irthlingborough West</td>
<td>700</td>
<td>315</td>
<td>385</td>
<td>JCS Annex A</td>
<td>Strategic site</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>3,700</strong></td>
<td><strong>1,915</strong></td>
<td><strong>1,785</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 4.0 Deduction of emerging development proposals

4.1 In establishing residual requirements, emerging development proposals should be taken into account. These proposed schemes for previously developed sites, former employment land allocations or emerging Neighbourhood Plan proposals should also be taken into account in identifying the quantum of housing land to be allocated in the Local Plan Part 2.

4.2 **Table 4** (below) identifies further emerging site specific proposals that are considered to form part of the deliverable housing land supply for the remainder of the Local Plan period (2018-31). These sites are identified in the 2018 Authorities Monitoring Report (AMR) Housing Site Schedule, approved by the Planning Policy Committee on 22 October 2018, (Item 6, Appendix 2³).

### TABLE 4: Emerging site specific proposals, 2018-31

<table>
<thead>
<tr>
<th>Growth Town</th>
<th>Residual requirement as at 1 April 2018 (committed sites deducted)</th>
<th>Emerging proposals (Development Plan Documents), 1 April 2018</th>
<th>Specific brownfield sites, 1 April 2018</th>
<th>Outstanding requirement (excluding emerging proposals)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rushden</td>
<td>894</td>
<td>610</td>
<td>171</td>
<td>113</td>
</tr>
<tr>
<td>Market Towns</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Higham Ferrers</td>
<td>-111</td>
<td>120</td>
<td>0</td>
<td>-231</td>
</tr>
<tr>
<td>Irthlingborough</td>
<td>563</td>
<td>105</td>
<td>170</td>
<td>288</td>
</tr>
<tr>
<td>Raunds</td>
<td>-61</td>
<td>0</td>
<td>31</td>
<td>-92</td>
</tr>
<tr>
<td>Thrapston</td>
<td>-51</td>
<td>0</td>
<td>26</td>
<td>-77</td>
</tr>
</tbody>
</table>

³ [https://www.east-northamptonshire.gov.uk/meetings/meeting/817/planning_policy_committee](https://www.east-northamptonshire.gov.uk/meetings/meeting/817/planning_policy_committee)
<table>
<thead>
<tr>
<th>TABLE 4: Emerging site specific proposals, 2018-31</th>
<th>Residual requirement as at 1 April 2018 (committed sites deducted)</th>
<th>Emerging proposals (Development Plan Documents), 1 April 2018</th>
<th>Specific brownfield sites, 1 April 2018</th>
<th>Outstanding requirement (excluding emerging proposals)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oundle</td>
<td>172</td>
<td>300</td>
<td>0(^4)</td>
<td>-128</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1,406</td>
<td>1,135</td>
<td>398</td>
<td>-127</td>
</tr>
</tbody>
</table>

4.3 Further details regarding emerging site specific proposals are set out as follows:

- **Rushden** – Rushden Neighbourhood Plan site allocations and specific brownfield or other windfall sites within existing urban area (781 dwellings);
- **Irthlingborough** – specific brownfield or other windfall sites in/around the urban area (275 dwellings; including partial redevelopment of Whitworths and Nene Business Park sites – 70 and 100 dwellings respectively);
- **Raunds** – specific brownfield or other windfall sites within existing urban area (31 dwellings);
- **Thrapston** – specific brownfield or other windfall sites within existing urban area (26 dwellings); and
- **Oundle** – emerging Local Plan Part 2 allocations (300 dwellings).

4.4 With reference to Table 4 above, on the basis of the 2018 AMR Housing Site Schedule it can be demonstrated that committed sites, together with emerging sites as at 1 April 2018, exceed the respective JCS requirements for Higham Ferrers, Oundle, Raunds and Thrapston.

4.5 However, for Rushden, Irthlingborough and Oundle, the numbers for emerging site proposals are significant. For Rushden, 610 (out of 781) dwellings were subsequently allocated in the Neighbourhood Plan. Furthermore, in many cases, specific brownfield/ windfall sites will have been granted planning permission since 1 April 2018.

4.6 For Higham Ferrers, Raunds and Thrapston, the JCS requirement has been exceeded by completions and existing commitments, as at 1 April 2018 (Table 2 above). With the addition of emerging proposals, the overall JCS requirement across all six urban areas would be exceeded, by over 130 dwellings.

4.7 Inclusive of emerging proposals, minimum additional provision will need to be made for the following towns in order to address the outstanding residual housing requirements for each:

- **Rushden** – 113 dwellings

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\(^4\) 5 dwellings at Land adjacent to Oundle CE Primary School, Cotterstock Road was included within the 2018 AMR Housing Site Schedule. This has now been discounted as it can no longer be regarded as deliverable.
4.8 Overall, further housing land allocations may be required at Rushden, Irthlingborough and Oundle, in order to meet these residual JCS requirements. Further assessment of potential approaches to fulfilling the outstanding requirements for these three urban areas are set out below.

5.0 Rushden

5.1 The JCS (Policy 33) makes provision for the development of around 2,500 dwellings at Rushden East, (the emerging Masterplan provides for 2,700 dwellings, allowing for development to continue beyond the end of the Plan period). In order to ensure a realistic delivery trajectory for Rushden East, the JCS (Annex A) assumed that around 1,600 dwellings could be delivered by 2031. The delivery trajectory has subsequently been revised; down to 1,300 dwellings by 2031.

5.2 The outstanding requirement for 894 dwellings (Table 1, above) is largely covered by allocations in the Neighbourhood Plan, which was made on 4 June 2018; shortly after the most recent housing land supply baseline monitoring date (1 April 2018). The delivery of other specific brownfield sites within the urban area covers much of the remaining requirement.

5.3 In light of the above, there is now a minimal residual requirement for 113 dwellings. However, if Rushden East is still assumed to deliver 1,600 dwellings by 2031 (JCS trajectory), then the requirement would be exceeded by 187 dwellings. In practice therefore, the small residual shortfall at Rushden (approximately 100 dwellings) is not considered to be significant over the remaining duration of the Plan period.

6.0 Irthlingborough

6.1 For Irthlingborough, over 50% of the gross Local Plan requirement (700, out of 1,350 dwellings) was anticipated to be delivered at Irthlingborough West within the Plan period (JCS, Annex A). The trajectory for Irthlingborough West has been reviewed and updated through subsequent annual monitoring reviews.

6.2 A resolution to grant permission for Irthlingborough West was agreed by the Development Control Committee on 24 November 2014 subject to s106. Since then, ongoing and protracted s106 negotiations have not, as yet, been concluded.

6.3 In view of the ongoing uncertainties regarding development viability (underpinning the s106 negotiations), Irthlingborough West was removed from the deliverable (five year) land supply (2018-23) in the latest assessment of housing land supply (2018 AMR). A 2026-27 start date is anticipated for the

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5 172 dwellings is the outstanding requirement for Oundle, if the proposed Local Plan Part 2 site allocations (300 dwellings) are discounted/ excluded from the housing land supply calculations
site, equating to delivery of 315 dwellings within the current Local Plan period, with the remainder coming forward beyond 2031.

6.4 The revised Irthlingborough West trajectory and other significant changes to the town's housing land supply such as decision by Whitworths to retain their main operation at the current site in the town will significantly affect the anticipated housing land supply. This has the effect of reducing the capacity of the Whitworths site from 361 dwellings (261 within the current Local Plan period) gross (2017 AMR) to 70 dwellings (2018 AMR).

6.5 The changes highlighted to the housing land supply for Irthlingborough between 2017 and 2018 indicate a current shortfall for 288 dwellings at the town. Notwithstanding, it should also be noted that if the gross supply figure for Irthlingborough West (+385) is taken into account then it would actually exceed the requirement by 97 dwellings.

7.0 Oundle

7.1 In the case of Oundle, land is already committed through the adopted Local Plan Part 2; the Rural North, Oundle and Thrapston Plan (RNOTP). This allocated sufficient land to meet the previous Local Plan housing requirement (the now superseded 2008 North Northamptonshire Core Spatial Strategy) for the town, to 2021. Tables 2 and 4 (above) reveal that there is a need to allocate additional housing land to cover the latter part of the new Local Plan period (beyond 2020-21).

7.2 Table 1 (above) identifies a need to make provision for a minimum of 172 dwellings at Oundle to meet the 2031 JCS requirement. It is anticipated that this additional requirement should be met through the proposed Local Plan Part 2 site allocations (300 dwellings), which provides for additional development beyond the minimum requirements, as explained below.

<p>| TABLE 5 |</p>
<table>
<thead>
<tr>
<th>Location</th>
<th>Site name</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oundle North</td>
<td>Land off Cotterstock Road/ St Peter's Road</td>
<td>130</td>
</tr>
<tr>
<td>Oundle South West</td>
<td>Land to the rear of the Cemetery, Stoke Doyle Road</td>
<td>70</td>
</tr>
<tr>
<td>Oundle East</td>
<td>Land between St Christopher's Drive and A605</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>Oundle Bypass</td>
<td></td>
</tr>
<tr>
<td>TOTAL CAPACITY</td>
<td></td>
<td>300</td>
</tr>
</tbody>
</table>

7.3 The Local Plan Part 2 has taken into account the potential implication of the non-delivery of the long term outstanding housing land allocations in the RNOTP:

- Policy OUN3(1) – Ashton Road/ Herne Road, Phase 2 (50 dwellings);
- Policy OUN3(3) – Dairy Farm, Stoke Hill (20 dwellings).

7.4 Exclusion of these sites from the deliverable housing land supply would have the effect of increasing the residual requirement to 242 dwellings. The Local Plan Part 2 proposed site allocations providing capacity for 300 dwellings to
ensure the delivery of the outstanding Oundle requirements, and allow for comprehensively assessed, deliverable site allocations for the town.

8.0 Analysis – approaches to delivery of the residual housing requirements for Rushden, Irthlingborough and Oundle

8.1 This paper has considered housing delivery during the first seven years of the current Local Plan period, 2011-18 (section 2.0-4.0, above). It then provides an assessment of the constituent elements of the residual housing requirements for Rushden, Irthlingborough and Oundle; calculated as having a residual shortfall against the current housing land supply; such that the Local Plan Part 2 would need to consider additional site allocations in order to fulfil the outstanding requirements.

8.2 It is emphasised that these residual shortfalls are not related to the five year housing land supply, which is reviewed annually through the Authorities’ Monitoring Report. Instead, these relate to the quantum of development that would need to be delivered in each town during the remaining 13 years (2018-31) of the current Plan period.

8.3 The JCS explains how the urban area requirements (shown in Table 1 above) should be applied to the Local Plan Part 2. This allows for some offsetting of housing delivery between Rushden, Higham Ferrers, Irthlingborough and Raunds (the “Four Towns”); whereby the Local Plan Part 2 “may assess higher levels of housing provision at individual settlements where this…would meet a shortfall in deliverable sites at another settlement within the same Part 2 Local Plan area (...in the case of East Northamptonshire, the Four Towns and RNOT areas)” (paragraph 9.10).

8.4 This has implications for how the Rushden, Irthlingborough and Oundle shortfalls (residual housing requirements) could be addressed in the Local Plan Part 2. The analysis provided in this paper enables recommendations to be made to inform the Plan’s housing delivery figures and proposals.

Southern (also known as the “Four Towns”) area

8.5 The assessment above (Table 4/ sections 5.0 and 6.0) reveals residual housing requirements at Rushden and Irthlingborough, applying the latest (2018 AMR) housing land supply data for the remainder of the Plan period (2018-31):

- Rushden – 113 dwellings;
- Irthlingborough – 288 dwellings.

8.6 It is necessary to assess and understand the implications of these outstanding requirements. The shortfalls have predominantly arisen due to forecast slippages to the trajectories for the two sustainable urban extensions:

- Rushden East – reduction of 300 dwellings during the current Plan period, from 1,600 (JCS Annex A) to 1,300 dwellings; and
- Irthlingborough West – reduction of 385 dwellings during the current Plan period, from 700 (JCS Annex A) to 315 dwellings.

8.7 The implications of these housing trajectory amendments require that the following potential approaches to managing housing delivery should be considered in the Local Plan Part 2:

- **1st approach** – Allocation of further housing sites at Rushden and Irthlingborough, on the basis of the latest (2018) trajectory, to ensure that the outstanding requirements for each (113 and 288 dwellings respectively) are delivered during the remainder of the Plan period; or

- **2nd approach** – Further analysis, to consider whether it is necessary or appropriate to allocate further housing sites at Rushden and/or Irthlingborough.

8.8 The 1st approach would entail the allocation of additional housing land at Rushden, Higham Ferrers, Irthlingborough and/or Raunds to deliver a further 401 (~400) dwellings across the Four Towns. This increase to the housing land supply would also have implications for the Upper Nene Valley Gravel Pits Special Protection Area (SPA)/ Ramsar site, with reference to the requirements of the 2010 Habitat Regulations and SPA Mitigation Strategy (November 2016).

8.9 The 2nd (alternative) approach is analysed below. It considers the circumstances for the shortfall figures for Rushden and Irthlingborough; assessing a range of factors that should be taken into account to determine what (if any) additional quantum of housing land is needed to be allocated in the Local Plan Part 2 to deliver the adopted spatial strategy. The assessments below take account of a range of factors; e.g. the wider policy framework underpinning the JCS requirements (Table 1, above).

**Offsetting housing requirements for the Four Towns**

8.10 As stated, the JCS (paragraph 9.10) allows for some offsetting of housing requirements across the Four Towns, for the south of the District. While the latest housing land supply calculations identify shortfalls for Rushden and Irthlingborough, it is also noted that the strategic housing requirements for Higham Ferrers and Raunds are already exceeded; by 231 and 92 dwellings respectively. Offsetting the figures for Higham Ferrers and Raunds against the Rushden and Irthlingborough shortfalls would equate to a minimal shortfall of **78 dwellings** (i.e. <100 dwellings) across the Four Towns as a whole.

**Gross and net housing land supply**

8.11 The Rushden and Irthlingborough shortfalls relate to delivery within the current Plan period (to 2031). The latest trajectories for the sustainable urban extensions, agreed by the Planning Policy Committee on 22 October 2018 and

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incorporated into the 2018 AMR\textsuperscript{7} discount any development that is anticipated to come forward at Rushden East and Irthlingborough West beyond 2031.

8.12 The shortfalls are predominantly the result of substantial changes to the housing delivery trajectories for the sustainable urban extensions. Between adoption of the JCS (July 2016) and the 2018 AMR (published April 2019) the projected delivery has reduced by 300 dwellings for Rushden East and 385 dwellings for Irthlingborough West; totalling 685 (~700) dwellings within the Plan period.

8.13 It is important to understand that the JCS trajectory relates solely to housing delivery within the current Local Plan period. As soon as outline permission is issued for Rushden East and/ or Irthlingborough West (700 and 2,700 dwellings respectively) then in each case the entire site would become part of the gross housing land supply. This would have the following implications for the actual (or gross) supply:

- Rushden – the housing land supply would increase by 1,400 dwellings, thereby exceeding the JCS requirement by 1,287 dwellings (or 187 dwellings (300 minus 113) if measured against the JCS trajectory); and
- Irthlingborough – the housing land supply would increase by 385 dwellings, thereby exceeding the JCS requirement by 97 dwellings.

Background to the adopted spatial development strategy; i.e. distribution of development (Table 1 above and JCS Policy 29/ Table 5)

8.14 In order to understand the implications of the latest Rushden East and Irthlingborough West trajectories the proportionate impact of these updates should also be assessed. The JCS housing trajectory (Annex A) already proposes the delivery of 1,600 dwellings at Rushden East and the delivery of Irthlingborough West (700 dwellings) in its entirety within the Plan period. By contrast, the 2018 AMR forecasts respective 300 and 385 dwellings reductions during the Plan period.

8.15 At the strategic (North Northamptonshire) level, the housing trajectory forecasts the delivery of approximately 44,000 new homes within the Plan period; nearly 4,000 above the JCS requirement (Policy 28/ Table 4). Of this, 21,332 dwellings are anticipated to come forward at the sustainable urban extensions. Therefore, the forecast delays to the trajectories for Rushden East and Irthlingborough West (equating to 685 dwellings) represent 3\% of the North Northamptonshire total for the sustainable urban extensions.

8.16 At the District level, for the sustainable urban extensions the amendments to the Rushden East and Irthlingborough West trajectories equate to 30\%; i.e. 685, out of 2,300 dwellings within the current Plan period. This 30\% reduction is considered a significant amendment to the District housing trajectory, compared to the JCS. Accordingly, this quantum should most appropriately

\textsuperscript{7} http://www.nnjpdu.org.uk/publications/north-northamptonshire-authorities-monitoring-report-17-18/
be regarded as a strategic issue; i.e. having implications for delivery of the adopted spatial development strategy (JCS) as a whole.

**Implication of amendments to the delivery trajectories for Rushden East and Irthlingborough West upon delivery of the spatial development strategy (JCS policies 11, 28 and 29)**

8.17 In order to understand the implications of the current (2018) trajectories for Rushden East and Irthlingborough West, the basis for the distribution of development at JCS Policy 29/ Table 5 (Table 1, above) should be considered. The evidence base for the JCS (Housing Background Paper, January 2015\(^8\)), explains the distribution of housing figures between the constituent Boroughs and District (Policy 28/ Table 4), and between individual urban areas (Policy 29/ Table 5).

8.18 The Housing Background Paper identifies an apportioned (baseline) housing requirement for each urban area, and the District as a whole. The baseline District-level figure equates to 9,583 dwellings during the Plan period; reduced to 8,400 dwellings in the JCS (Policy 28/ Table 4). The reduced District requirement is, in part, a reflection of the fact that part of the committed growth within the District (at Priors Hall), totalling 1,183 dwellings, is included within the urban area requirements for Corby and Kettering. The apportioned figures are shown at Table 6 (below).

<table>
<thead>
<tr>
<th>Area</th>
<th>&quot;Baseline&quot; share of North Northamptonshire housing requirement</th>
<th>&quot;Baseline&quot; share, apportioned to East Northamptonshire Joint Core Strategy (Policy 28/ Table 5) housing requirement (8,400)</th>
<th>JCS requirement (Policy 29/ Table 5)</th>
<th>JCS requirement minus East Northamptonshire baseline share</th>
<th>Difference between baseline share and JCS requirement, as a proportion of JCS requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rushden</td>
<td>3,234</td>
<td>2,834</td>
<td>3,285</td>
<td>451</td>
<td>13.7%</td>
</tr>
<tr>
<td>Higham Ferrers</td>
<td>893</td>
<td>783</td>
<td>560</td>
<td>-223</td>
<td>-39.7%</td>
</tr>
<tr>
<td>Irthlingborough</td>
<td>942</td>
<td>825</td>
<td>1,350</td>
<td>525</td>
<td>38.9%</td>
</tr>
<tr>
<td>Raunds</td>
<td>956</td>
<td>838</td>
<td>1,060</td>
<td>222</td>
<td>21.0%</td>
</tr>
<tr>
<td>Thrapston</td>
<td>690</td>
<td>605</td>
<td>680</td>
<td>75</td>
<td>11.1%</td>
</tr>
<tr>
<td>Oundle</td>
<td>634</td>
<td>556</td>
<td>645</td>
<td>89</td>
<td>13.9%</td>
</tr>
<tr>
<td>Rural area</td>
<td>2,237</td>
<td>1,960</td>
<td>820</td>
<td>-1,140</td>
<td>-139.1%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>9,586</strong></td>
<td><strong>8,400</strong></td>
<td><strong>8,400</strong></td>
<td><strong>0</strong></td>
<td></td>
</tr>
</tbody>
</table>

8.19 With the exception of Higham Ferrers, the urban areas are all required to deliver in excess of the ‘baseline’ requirement (3\(^{rd}\) column, Table 6 above) In the case of Rushden, the JCS requires that, as a Growth Town, Rushden should at least meet its ‘baseline’ share of the North Northamptonshire housing requirements (3,234 dwellings), although the JCS requires delivery at

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Rushden exceeds the apportioned East Northamptonshire figure (Policy 29/ Table 5) by over 450 dwellings, or 14%.

8.20 For Irthlingborough the JCS requirement has the most significant inflation, over and above the apportioned District level requirement for the town. As demonstrated in Table 6 above, the JCS requirement exceeds the apportioned Irthlingborough requirement (3rd column) by 525 dwellings, or 39%.

8.21 The JCS Housing Background Paper also provides an explanation for the inflated JCS requirement for Irthlingborough; over 400 dwellings higher than the North Northamptonshire ‘baseline’ share and over 500 dwellings higher than the East Northamptonshire figure (2nd and 3rd columns, Table 6 above). This is directly related to the large quantum of development already committed at Irthlingborough (including Irthlingborough West) at the time the Pre-Submission draft JCS was published for consultation (January 2015). In other words, the JCS requirement for the town was specifically set in response to the Council’s decision in November 2014 to approve Irthlingborough West.

8.22 It should be recognised that successful implementation of the JCS is dependent upon delivering a significant quantum of development at both Rushden East and Irthlingborough West. If these sites are found to be undeliverable in the short to medium term, then this in itself could represent a trigger to review the JCS. The JCS Monitoring Framework (Section D/ Table 9) identifies the following potential actions to address this issue:

- Identify cause and consider justification;
- Review implementation;
- Consider any remedial action; and then
- Consider policy review.

**Four Towns overview**

8.23 Overall, this assessment considers whether or not it is necessary to allocate further housing land at Rushden and Irthlingborough in order to meet housing land supply shortfalls identified at these two towns for the remainder of the Local Plan period (113 and 288 dwellings respectively). The default position is that these residual requirements should be met through further housing land allocations, unless there are circumstances to demonstrate that this would be inappropriate.

8.24 This section (8.0) above identifies and analyses a range of matters and circumstances which will need to be taken into account for the Local Plan Part 2 in managing delivery of the JCS requirements:

- JCS paragraph 9.10, which allows for offsetting housing requirements between the Four Towns (Rushden, Higham Ferrers, Irthlingborough and Raunds);
- Gross and net housing land supply – The latest housing trajectory (2018 AMR) indicates that a large proportion of development at both Rushden East and Irthlingborough West is anticipated to be delivered
beyond 2031 although in each case the site in its entirety would form part of the housing land supply if/when planning permission is granted;

- Background to the adopted spatial development strategy; i.e. distribution of development between the urban areas; and

- Implication of amendments to the delivery trajectories for Rushden East and Irthlingborough West upon delivery of the spatial development strategy.

8.25 It demonstrates that successful implementation of the adopted spatial strategy (JCS) is reliant upon significant progress in delivering both the Rushden East and Irthlingborough West sustainable urban extensions during the current Plan period. The housing requirements for the two urban areas are artificially inflated above the baseline requirement for each; by over 450 and 500 dwellings, for Rushden and Irthlingborough respectively. Furthermore, as soon as planning permission is granted the Rushden East and Irthlingborough West sites would, in their entirety, become part of the housing land supply within the current Local Plan period to 2031.

8.26 The housing requirements for both Rushden and Irthlingborough were set on the basis of the successful implementation of the two sustainable urban extensions. If timely delivery is not achieved, at least within the medium term (5-10 years), it should be seen as a trigger to review the JCS; i.e. the entire spatial development strategy.

8.27 This analysis reveals that Local Plan Part 2 will need to recognise the roles of the two sustainable urban extensions in delivering the housing requirements of the Local Plan (JCS) as a whole. In this regard, if Rushden East and/ or Irthlingborough West do not come forward in a timely manner, then this would be most appropriately addressed through a review of the JCS.

Oundle

8.28 The residual assessment (Table 2/ section 2.0, above) reveals a need to address outstanding strategic housing requirements at Oundle up to 2031. The outstanding matter for Oundle is whether or not the remaining Local Plan (Rural North, Oundle and Thrapston Plan) site allocations (equating to 70 dwellings) could be counted within the housing land supply for the current Local Plan period (to 2031).

8.29 For Rushden and Irthlingborough the possible need for further housing land allocations is related to the anticipated delivery of the committed sustainable urban extensions. By contrast, there is an unequivocal need for the Local Plan Part 2 to allocate further housing land at Oundle in order to meet the JCS requirement.

8.30 The 1st draft Local Plan Part 2 proposed the allocation of greenfield land at Oundle to deliver 300 dwellings; on the basis of a residual requirement for 294
dwellings (2017 AMR\textsuperscript{9}), rounded up to 300 dwellings. The latest (2018) AMR indicated a reduction to 242 dwellings (rounded up to 250) in the residual requirement for Oundle, excluding outstanding allocations from the Rural North, Oundle and Thrapston Plan (RNOTP).

8.31 The decision to allocate land for 300, compared to the minimum requirement for 242 (~250) dwellings, has arisen from the topography and physical characteristics of the three sites; i.e. a need to identify defensible site boundaries. This is necessary to comply with the JCS Place Shaping Principles, which require that: “Development should...Create a distinctive local character by...Responding to the site’s immediate and wider context and local character [and] Responding to the local topography and the overall form, character and landscape setting of the settlement” (JCS Policy 8(d)). It is not considered that seeking to artificially restrict the extent of development land to reduce the quantum of development by 50 dwellings would fulfil these Place Shaping Principles.

8.32 This paper has also considered the probability of delivering the two long standing housing site allocations from the current Local Plan (RNOTP). It proposes that the remaining RNOTP sites should be discounted from the housing land supply, as deliverability of these is not sufficiently certain with land allocated to cover the residual requirement, which is therefore set at 242 dwellings.

9.0 Recommendations

9.1 This paper has considered the current (2018) housing land supply for each of the six urban areas, with reference to the outstanding residual housing land requirements over the remaining 13 years of the current Local Plan period (to 2031). It considers the outstanding measures that would be necessary for the Local Plan Part 2 to ensure the timely delivery of the JCS housing requirements for the urban areas (7,580 dwellings) in Policy 29/ Table 5 (Table 1, above).

9.2 The assessment has found that the housing requirements for Higham Ferrers, Raunds and Thrapston has already been met by way of completions, existing commitments (planning permissions and site allocations) and emerging sites; by 231, 92 and 77 dwellings respectively. By contrast, outstanding requirements are identified for Rushden, Irthlingborough and Oundle; 113, 288 and 167 dwellings respectively.

9.3 In the case of Rushden and Irthlingborough, shortfalls have arisen due to slippages and delays to the trajectories for the two sustainable urban extensions (Rushden East and Irthlingborough West). For Oundle there is an outstanding requirement, which the 1\textsuperscript{st} draft version Local Plan Part 2 (November 2018) proposed to be met through the allocation of three additional greenfield sites, totalling 300 dwellings. This paper has considered, in turn, the circumstances for Rushden, Irthlingborough and Oundle, in order to

identify an appropriate approach for each to manage housing delivery over the remainder of the Plan period.

9.4 Recommendations for managing housing delivery for each urban area are set out below. It is recommended that the Local Plan Part 2 could apply the following approaches to housing delivery:

- **Rushden** – No need to allocate further housing land to meet the small identified residual requirement (113 dwellings), given that any permission for Rushden East would bring 2,700 dwellings into the housing land supply in its entirety exceeding the JCS requirement by 1,287 dwellings, and furthermore could be offset by over-provision (over 230 dwellings) at Higham Ferrers;

- **Higham Ferrers** – No need to allocate further housing land in the Local Plan Part 2, as the current housing land supply exceeds the JCS requirement by 231 dwellings;

- **Irthlingborough** – No need to allocate further housing land to meet the identified residual requirement (288 dwellings), given that the JCS requirement (1,350) was inflated by over 500 dwellings above the baseline requirement, itself predicated upon delivery of Irthlingborough West (700 dwellings) in its entirety within the current Local Plan period;

- **Raunds** – No need to allocate further housing land in the Local Plan Part 2, as the current housing land supply exceeds the JCS requirement by 92 dwellings;

- **Thrapston** – No need to allocate further housing land in the Local Plan Part 2, as the current housing land supply exceeds the JCS requirement by 77 dwellings;

- **Oundle** – Allocation of further housing land in the Local Plan is necessary, in order to address a minimum shortfall of 242 dwellings.

Prepared by Mike Burton, Principal Planning Policy Officer (21 May 2019)