

North Northamptonshire Joint Planning Unit STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT



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Executive Summary of Study Findings
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Introduction and Study Parameters

- 1 This Strategic Housing Land Availability Assessment (SHLAA) is the first such document produced for North Northamptonshire (the local authority areas of Corby, East Northamptonshire, Kettering and Wellingborough). The SHLAA considers the potential supply of housing from a range of settlements and planned Sustainable Urban Extensions (SUEs) across North Northamptonshire, over a 20 year period from a base date of April 2008. The SHLAA is a technical study of housing potential which has been produced on the best available information at a point in time.
- 2 North Northamptonshire has been identified as a key part of the Milton Keynes and South Midlands (MKSM) growth area and is required to accommodate significant housing and employment growth to 2021 and beyond. The SHLAA is pivotal to ensuring these objectives can be met.
- 3 PPS3 (Housing) establishes the requirement for LPAs to undertake SHLAAs, which are a key component of the evidence base to support the delivery of sufficient land for housing. Through PPS3, the Government is seeking to ensure that land availability is not a constraint on the delivery of more homes. The SHLAA has been undertaken in accordance with PPS3 and the DCLG's SHLAA Practice Guidance¹, and has taken account of regional and local policy requirements, including the adopted North Northamptonshire Core Spatial Strategy (CSS).
- 4 Consistent with national guidance, we sought to identify as many sites with housing potential within and around as many settlements as possible across the study area. The process involved assessing the housing potential of sites across 40 existing settlements and the five SUEs - above an agreed minimum site size threshold of 0.25ha - as follows²:
 - the three 'Growth Towns';
 - six 'Smaller Towns' within the urban core;
 - four 'Rural Service Centres';
 - some 27 'Other Settlements with a Range of Services' (where local service and community facilities provision could be adequate to support limited sustainable housing growth in principle); and
 - the five SUEs that are identified in the adopted CSS.
- 5 A 'call for sites' exercise was undertaken between February and April 2008. The North Northants Joint Planning Unit (JPU) invited interested parties to submit details for any site of 0.25ha and above considered to have potential for housing development. The JPU's invitation letter made clear that for some of the smaller settlements, sites would only be considered if they are within the defined village boundaries. For the remaining study area settlements, sites were considered both within and adjoining existing development boundaries.
- 6 Additional information on other potential housing sites was supplied by the four local planning authorities (LPAs). In total, we visited and assessed 577 specific sites across the study area; these are over and above sites which already had extant permission for housing use at the study base date, which we assessed through desk-based analysis.

¹ DCLG, *Strategic Housing Land Availability Assessments Practice Guidance* (July 2007), available online from: <http://www.communities.gov.uk/publications/planningandbuilding/landavailabilityassessment>

² Refer to footnotes 11-15 of the Main Report for details of the specific settlements and SUEs. The criteria used to select the settlements and SUEs for the search for sites are set out in Appendix 2 of Volume 2.

- 7 The approach to the search for sites was therefore extensive and based primarily on the adopted CSS. This extensive approach was necessary in order to fully assess the potential to achieve the four Councils' dwelling targets, and is consistent with paragraph 7 of the Guidance which states that a SHLAA should *'aim to identify as many sites with housing potential in and around as many settlements as possible in the study area'*.

Status of the SHLAA

- 8 This SHLAA forms part of the Local Development Framework evidence base and sits alongside a range of other technical studies. It does not in any way prejudice decisions to be taken by the Joint Planning Committee or the individual district/borough planning authorities in relation to preferred directions of growth, site identification in Development Plan Documents (DPDs) or the determination of planning applications.
- 9 The LPAs will use the SHLAA as a starting point for their consideration of which sites to bring forward as allocations in site specific DPDs. Considerable further work will be required in order to ensure that the identification of sites in such plans is based on sound and up to date information.
- 10 As per national guidance, the SHLAA will be reviewed on an annual basis, and it is at this time that new and updated assumptions regarding the sites assessed through the study can be captured.

Components of Potential Housing Supply

- 11 The SHLAA sets out a range of ways in which the LPAs can meet their housing supply requirements over the 20 year study period. This provides them with the flexibility to allocate sites in accordance with a range of policy considerations, including conformity with the CSS, plus other key considerations such as infrastructure capacity.
- 12 We placed each site into one of three 'Category bands' based on their performance against a range of 'suitability', 'availability' and 'achievability' criteria (as defined in Appendix 3 of Volume 2)³. We also separately identified the dwelling potential from sites under 10ha, suffixed 'a' in the Main Report, and larger sites (or 'broad locations'), which are suffixed 'b'.
- 13 It is clear from the SHLAA that there is significant housing potential in each of the four Council areas, and that each LPA can meet its 5 year dwelling target (from the April 2008 base date). Each authority will need to undertake considerable further work through the preparation of site specific DPDs in order to decide how to meet its longer term dwelling targets.
- 14 Tables 7.2 to 7.5 of the Main Report set out the cumulative theoretical housing potential in each Council area for 5-year blocks from April 2008: 2008-2013, 2013-2018, 2018-2023 and 2023-2028. The components of the potential housing supply are referenced as follows:
- PP = dwellings still to be completed at 1 April 2008 with outstanding planning permission at that date;

³ For a site to achieve a Category 1 rating, it would need to be suitable and available (or capable of being made available) within 5 years (2008-13) and achievable – see paras 6.12 and 6.13 of the Main Report for further details. Category 2 sites have a limited level of constraints such that they are likely to be available for delivery after the first 5 years (i.e. post 2013) – see para 6.13 of the Main Report for further details. Category 3 sites have more significant constraints; for these sites to be considered appropriate for development or allocation it would have to be clearly demonstrated that the significant constraints could be overcome in order to make them deliverable – see para 6.13 of the Main Report for further details.

- SS = small site allowance, numbered SS1 for the second 5 year period, SS2 for the third 5-year period, and SS3 for the fourth 5-year period;
- C1, C2, C3 = potential of sites in Category 1, 2 and 3 respectively, suffixed 'a' for identified sites and 'b' for broad locations (i.e. over 10 ha); and
- SUE- PHA1, SUE-PHA2 and SUE-PHA3 = first (2008-2013), second (2013-2018) and third (2018-2023) phases of supply from sites within the Sustainable Urban Extensions.

Small Site Allowance

- 15 In each Borough/District apart from Corby⁴, the annual average number of dwelling completions on previously developed land (PDL) sites below the study's minimum site size threshold of 0.25ha in recent years is significant enough to provide a firm justification for making a small site allowance. To meet the requirements of PPS3 (para 54), we have not made a small site allowance for the first 5-year period (2008-13) in any LPA area. In consultation with the JPU, it was agreed that we would make a small site allowance for the subsequent 5-year periods (except for Corby).
- 16 Given the current economic downturn, and because the supply from small sites cannot continue indefinitely, we consider it prudent to apply a cautious small site allowance. Therefore, for East Northamptonshire, Kettering and Wellingborough, we halved the figures total supply calculated from this source in order to take account of the existing pressures in the market whilst also acknowledging that 'windfall' sites, by their nature, are diminishing in supply.

Potential from the Sustainable Urban Extensions (SUEs)

- 17 The Inspector assigned to judge the soundness of the CSS endorsed its approach to the SUEs and their status as the key 'building blocks' for growth to 2021 and beyond. In terms of future housing growth, a clear steer was given to the four LPAs to examine the additional potential for housing offered by of these locations.
- 18 The SHLAA provides an initial assessment of potential housing yield, over and above the levels identified in Figure 13 of the adopted CSS. The capacity of these sites has been assessed using information supplied by site promoters (where available), or alternatively through the application of assumed densities.
- 19 Through the SHLAA, we have not undertaken a detailed assessment of the potential for intensification or expansion of the SUEs. Any significant expansion of the SUEs would need to be considered through the review of the Joint CSS and, at detailed level, through plans and planning applications considered by the LPAs.
- 20 As identified, the SHLAA has assessed the potential additional capacity within the SUEs and has detailed these separately to the Category 1, 2 and 3 sites. The CSS sets out the indicative scale and phasing of the SUEs in the period to 2021 but also outlines that the SUEs have the potential to continue to grow to help accommodate housing requirements beyond 2021.
- 21 Table 1 below sets out the yield consistent with the CSS and the theoretical potential expansion of the SUEs.

⁴ Insufficient data on the recent rate of completions on small sites were available for Corby Borough to justify a small sites allowance.

Table 1 Potential Theoretical Capacity of the SUEs, as Assessed in the SHLAA

Sustainable Urban Extension	CSS SUE Capacity to 2021	SHLAA SUE Capacity (<i>net addition</i>)
North East Corby	5,100	n/a ⁵
West Corby	4,000	6,000 (+2,000)
East Kettering	4,200	9,124 (+4,924)
Wellingborough East	4,350	679 (+679) ⁶
NW of Wellingborough	2,300	3,000 (+700)
Total	19,950	23,153
Net Additional Capacity	-	+ 3,203

- 22 Through the SHLAA process, sites have been put forward which are adjacent to the SUEs. Cumulatively, these sites could theoretically provide around 12,000 dwellings if found to be suitable as a result of further detailed work. As they are located outside the broad locations set through the adopted CSS and are subject to significant constraints, these areas have not been included in summary Table 1 above. Any proposals at these areas would need to be considered through the review of the joint CSS.

District/Borough Housing Potential

- 23 Below, we define each Council's dwelling targets in the period to 2028, based upon the CSS/emerging regional plan, taking account of any housing under-provision to date. We then summarise the potential contribution from categorised sites, plus extant planning permissions.
- 24 It should be noted here that housing growth post 2021 has not yet been formally defined at district level - this is a task to be undertaken by the JPU through the review of the joint CSS. Regional guidance (RSS8) includes an uncommitted planning 'assumption' for an additional 28,000 dwellings between 2021 and 2031 in North Northamptonshire. Although this figure has not yet been fully tested, it is reflected in the Draft East Midlands Regional Plan across the period 2021-26, which requires 2,795 dwellings per annum (13,975 dwellings total 2021-26). However, the latter document also states the proposed rates of housing provision are 'indicative only' and subject to review through the joint CSS. It is considered that the production of the North Northamptonshire SHLAA is the first step in facilitating this objective and forms part of the evidence base to inform the distribution of post-2021 housing growth.

Corby Borough

- 25 Outstanding planning permissions can easily meet the Borough's dwelling target for the first five years (notably through the extant permission for 4,400 dwellings at Priors Hall). The 10-year target can be reached by using the SUEs and some of the 73 Category 1a sites.

⁵ The Priors Hall element of North East Corby already has an extant planning permission for 4,400 dwellings (the element of the site which falls within Corby Borough). East Northamptonshire District has agreed to grant permission for the 700 dwellings which fall within its administrative area, subject to noise issues being resolved. It is therefore considered that the full capacity of the site (5,100 dwellings) is effectively committed and so no further assessment work was undertaken at Priors Hall - hence no additional capacity has been calculated on the site.

⁶ Wellingborough East has been assessed as having a total capacity of 5,029 dwellings - this equates to 679 dwellings over and above the CSS. However, of this total, 3,200 dwellings have an extant permission, and so have been removed from this total so as to avoid double counting. The new total associated with this area is 679 dwellings.

26 To meet the 15-year target, supply from the SUEs will need to be augmented by using the Category 1a and Category 2a sites. To meet the 20-year dwelling target, it will be necessary to explore extension of the SUEs and look again at the potential of some Category 3 sites.

27 It will not be possible to meet the longer-term dwelling requirements in Corby solely from PDL.

Table 2 Corby Borough 5, 10, 15 and 20 year Dwelling Targets

LPA	Dwg Target 2008-13	Dwg Target 2013-18	Dwg Target 2018-23	Dwg Target 2023-28	Total Dwg Target
Corby	4,869	5,495	6,203	5,300	21,867
Cumulative Total	4,869	10,364	16,567	21,867	21,867

Table 3 Corby Borough SUE Yields

SUE Name	CSS SUE Capacity to 2021	SHLAA SUE Net Additional Capacity	Total Capacity to 2028
Corby West	4,000	2,000	6,000
NE Corby ⁷	5,100	0	5,100
Total	9,100	2,000	11,100

Table 4 Corby Borough - Potential Housing Yield from Categorized Sites

Category	Total Yield
1	4,639
2	3,392
3	10,561
Total	18,592

Table 5 Corby Borough - Extant Planning Permissions at 1 April 2008 (taking into account a non-implementation rate)

Source of Supply	No. of Dwellings Still to be Built at the Base Date	No. of Dwellings Likely to be Built (assuming a non-implementation rate where appropriate)
Sites with Full Planning Permission (under-construction)	1,493	1,493
Sites with Full Planning Permission (not yet commenced)	169	161
Sites with outline planning permission (excluding Priors Hall)	1,023 ⁸	972
Dwellings with permission due to expire by 1 April 2008	3	2
Total	2,688	2,628

⁷ Within the North East Corby SUE area is the Priors Hall development site which is expected to deliver 5,100 dwellings. Outline planning permission for 4,400 dwellings has been granted for the part of the SUE that is within Corby Borough. The remaining 700 dwellings will be situated on land that is actually in East Northamptonshire (this element does not yet have planning permission), although MKSM Northamptonshire Policy 1 in the emerging RSS stipulates that cross boundary sites count against the provision for the main authority, and so they will not count as part of East Northamptonshire's supply. Hence the overall 5,100 dwelling supply associated with the site is apportioned to Corby Borough.

⁸ The SHLAA has identified there to be 5,423 dwellings with planning permission within Corby Borough. Of this figure, 4,400 are attributed to the Priors Hall development at North East Corby. As this element is captured within the 'Corby Borough SUE Yields' section of this summary, the 5423 figure has been reduced here by 4,400 dwellings to leave a new figure of 1,023 extant dwellings. When a non-implementation rate of 5% is applied to this figure, the new total is 972.

Table 6 Total Housing Supply - Corby Borough Council:

Source	Total Dwellings
SUEs	11,100
Categorised Sites	18,592
Extant Permissions	2,628
Total Supply	32,320

East Northamptonshire District

28 The target for the first five years can be reached by using all of the Category 1a sites together with a small proportion of the Category 2a sites. The 10- and 15-year targets can be met through a combination of Category 1a, Category 2a and Category 2b sites. To meet the 20-year dwelling target, some of the larger Category 2b sites would be needed.

29 It will not be possible to meet the longer-term dwelling requirements in East Northamptonshire without allocating some large greenfield sites.

Table 7 East Northamptonshire District 5, 10, 15 and 20 year Dwelling Targets

LPA	Dwg Target 2008-13	Dwg Target 2013-18	Dwg Target 2018-23	Dwg Target 2023-28	Total Dwg Target
East Northants	2,364	2,354	2,081	2,180	8,979
Cumulative Total	2,364	4,718	6,799	8,979	8,979

Table 8 East Northamptonshire District - Potential Housing Yield from Categorised Sites

Category	Total Yield
1	1,002
2	7,597
3	9,872
Total	18,471

Table 9 East Northamptonshire District - Extant Planning Permissions at 1 April 2008 (taking into account a non-implementation rate)

Source of Supply	No. of Dwellings Still to be Built at the Base Date	No. of Dwellings Likely to be Built (assuming a non-implementation rate where appropriate)
Sites with Full Planning Permission (under-construction)	218	218
Sites with Full Planning Permission (not yet commenced)	692	657
Sites with outline planning permission	116	110
Dwellings with permission due to expire by 1 April 2008	77	62
Total	1,103	1,047

Table 10 Total Housing Supply - East Northamptonshire District

Source	Total Dwellings
Categorised Sites	18,471
Extant Permissions	1,047
Total Supply	19,518

Kettering Borough

30 The supply from the SUE will need to be augmented with some Category 1a sites in order to achieve the first 5-year dwelling target, and with some Category 2a sites in order to meet the 10-year target.

31 Phase 3 of the SUE together with Category 2 sites will achieve the 15-year target, and sufficient capacity also remains to meet the 20-year dwelling target without having to use any Category 3 sites.

32 It will not be possible to meet the dwelling targets in Kettering purely from PDL.

Table 11 Kettering 5, 10, 15 and 20 year Dwelling Targets

LPA	Dwg Target 2008-13	Dwg Target 2013-18	Dwg Target 2018-23	Dwg Target 2023-28	Total Dwg Target
Kettering	3,474	3,788	3,459	3,150	13,871
Cumulative Total	3,474	7,262	10,721	13,871	13,871

Table 12 Kettering Borough SUE Yields

SUE Name	CSS SUE Capacity to 2021	SHLAA SUE - net additional Capacity	Total Capacity to 2028
Kettering East	4,200	4,924	9,124
Total	4,200	4,924	9,124

Table 13 Kettering Borough - Potential Housing Yield from Categorized Sites

Category	Total Yield
1	1,966
2	14,896
3	8,574
Total	25,436

Table 14 Kettering Borough - Extant Planning Permissions at 1 April 2008 (taking into account a non-implementation rate)

Source of Supply	No. of Dwellings Still to be Built at the Base Date	No. of Dwellings Likely to be Built (assuming a non-implementation rate where appropriate)
Sites with Full Planning Permission (under- construction)	457	457
Sites with Full Planning Permission (not yet commenced)	760	722
Sites with outline planning permission	304	289
Dwellings with permission due to expire by 1 April 2008	113	90
Total	1,634	1,558

Table 15 Total Housing Supply - Kettering Borough Council

Source	Total Dwellings
SUEs	9,124
Categorised Sites	25,436
Extant Permissions	1,558
Total Supply	36,118

Borough of Wellingborough

33 Outstanding planning permissions are theoretically sufficient to cover the first five years, although a significant proportion of this supply is derived from the outline planning permission that exists for the first 3,200 dwellings at the Wellingborough

East SUE, which is unlikely to be fully implemented within 5 years. Nevertheless, there is sufficient capacity from Category 1a sites to meet any temporary shortfall.

34 Phases 1 and 2 of the SUEs will need to be augmented by most of the Category 1a, 1b and 2a sites in order to meet the 10-year dwelling target. To achieve the 15-year dwelling target, Phase 3 of the SUEs will be needed. To cover the 20-year period, some Category 2b sites will also be needed. Thus, the Borough's entire 20-year dwelling target can be reached without the need for any of the significantly constrained Category 3 sites.

35 Again, it will not be possible to meet the longer-term dwelling requirements in Wellingborough without the allocation of greenfield sites.

Table 16 Borough of Wellingborough 5, 10, 15 and 20 year dwelling targets

LPA	Dwg Target 2008-13	Dwg Target 2013-18	Dwg Target 2018-23	Dwg Target 2023-28	Total Dwg Target
Wellingborough	3,515	4,484	3,948	3,480	15,427
Cumulative Total	3,515	7,999	11,947	15,427	15,427

Table 17 Borough of Wellingborough - SUE Yields

SUE Name	CSS SUE Capacity to 2021	SHLAA SUE - Net Additional Capacity	Total Capacity to 2028
Wellingborough East	4,350	679	5,029
North West Wellingborough	2,300	700	3,000
Total	6,650	1,379	8,029

Table 18 Borough of Wellingborough - Potential Housing Yield from Categorized Sites

Category	Total Yield
1	1,962
2	7,379
3	13,993
Total	23,334

Table 19 Borough of Wellingborough - Extant Planning Permissions at 1 April 2008 (taking into account a non-implementation rate):

Source of supply	No. of Dwellings Still to be Built at the Base Date	No. of Dwellings Likely to be Built (assuming a non-implementation rate where appropriate)
Sites with Full Planning Permission (under-construction)	271	271
Sites with Full Planning Permission (not yet commenced)	276	262
Sites with outline planning permission	269 ⁹	256
Dwellings with permission due to expire by 1 April 2008	99	79
Total	915	868

⁹ The SHLAA has identified there to be 3269 dwellings with planning permission within the Borough of Wellingborough. Of this figure, 3200 are attributed to the Wellingborough East SUE. As this element has been captured within the 'Borough of Wellingborough SUE Yields' section of this summary, the 3269 figure has been reduced here by 3200 dwellings to leave a new figure of 269 extant dwellings. When RTP's non-implementation rate of 5% has been applied to this figure, the new total is 256.

Table 20 Total Housing Supply - Borough of Wellingborough

Source	Total Dwellings
SUEs	8,029
Categorised Sites	23,334
Extant Permissions	868
Total Supply	32,231

Overall Summary

- 36 The North Northamptonshire SHLAA has considered all elements of potential housing supply and has identified a pool of potential sites with a theoretical capacity sufficient to achieve currently identified targets, if all constraints could be overcome. The SHLAA is a strategic study (to be updated annually) which serves as a starting point for the detailed technical assessment of sites by the districts/boroughs as part of the preparation of their Site Specific Plans. The implications of meeting growth requirements beyond 2021 will need to be considered through the review of the Joint Core Spatial Strategy.