

Site Specific
Part 2 Local Plan (SSP2)

Housing Land Supply
Background Paper

October 2019

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Section 1: Introduction

Purpose of the report

- 1.1 The purpose of this background paper is to provide detail on the Councils approach to delivering the housing requirements set out in the North Northamptonshire Joint Core Strategy and to provide justification for the 10% flexibility allowance proposed, windfall delivery rates used and to demonstrate the Council's five year land supply position with the Plan. In addition to this, the paper sets out how the plan meets the NPPF requirement to identify, through the development plan and brownfield registers, land to accommodate at least 10% of the housing requirement on sites no larger than 1 hectare.
- 1.2 The NPPF supports the Governments objective to significantly boost the supply of homes, to achieve this, the NPPF highlights that it is important that a sufficient amount and variety of land can come forward where it is needed.
- 1.3 Paragraph 67 of the NPPF requires strategic policy making authorities to have a clear understanding of the land available in their area. It requires planning policies to identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. It states that planning policies should identify a supply of:
 - a) Specific, deliverable sites for years 1 to 5 of the plan period; and
 - b) Specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.
- 1.4 The overall plan requirements are set out in the section on housing requirements below, this section also sets out the approach to ensuring the requirements will be achieved. Section 2 sets out how the housing requirements for the period 2011-2031 will be achieved, this provides details of completions and commitments and sets out the number of sites which will be allocated in the SSP2. This section identifies the supply of deliverable and developable housing sites as required by paragraph 67 of the NPPF.
- 1.5 Section 3 of the report focuses on the requirement of NPPF paragraph 73 of the NPPF, which requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, this section sets out the five year supply position with the SSP2 allocations.
- 1.6 Section 4 of the report addresses the requirement of paragraph 68 of the NPPF, which requires local planning authorities to identify land to accommodate at least 10% of their housing requirement on sites no larger than one hectare.

Housing Requirements

- 1.7 The housing requirement for Kettering Borough is set out in the North Northamptonshire Joint Core Strategy (JCS), this plan was adopted in July 2016 and is the Part 1 Local Plan. Policy 28 of the JCS sets out the overall housing requirement for the Borough of 10,400 dwellings for the period 2011-2031 (520 dwellings per annum). Policy 29 of the JCS requires housing to be distributed in line with the spatial strategy with a strong focus at the growth town as the most sustainable location for development, followed by the

market towns. Policy 29 requires provision to be made for new housing as set out in table 5. Table 5 sets out the following distribution of housing:

Table 1 - JCS Housing Requirements

Settlement	JCS Requirement
Kettering	6,190
Burton Latimer	1,180
Desborough	1,360
Rothwell	1,190
Rural Area	480
Total	10,400

- 1.8 Section 2 of this report details how these requirements will be met.
- 1.9 In addition to the JCS requirements set out in table 1, the Council has added a 10% flexibility allowance to the housing requirement for the growth town and market towns set out in the JCS. The purpose of this allowance is to ensure that if some sites are slower in coming forward, sufficient additional sites have been identified to enable the housing requirements to be delivered. Table 2 below sets out the Housing requirements plus the 10% flexibility allowance for Kettering, Burton Latimer, Desborough and Rothwell.
- 1.10 A 10% flexibility allowance has not been added to the requirement in the rural area, this is because in the rural area there are other sources of housing which will contribute to housing provision. These sources include allocations in Neighbourhood Plan Areas, there are currently six rural parishes which have had neighbourhood plan areas designated, affordable housing delivered through JCS policy 13, and self-build rural exceptions. In addition to this the JCS strategy focuses development in the urban area, with development in rural areas limited to that required to support a prosperous rural economy or to meet a locally arising need, which cannot be met more sustainably at a nearby larger settlement. Therefore, it is appropriate to focus any additional land requirements to ensure housing requirements are met in the urban area rather than the rural area.

Table 2 - Housing Requirements plus 10% buffer

Settlement	NNJCS Requirement	NNJCS Requirement plus 10% flexibility allowance
Kettering	6,190	6,809
Burton Latimer	1,180	1,298
Desborough	1,360	1,496
Rothwell	1,190	1,309

- 1.11 A number of comments received through the consultation on the SSP2 draft plan suggested increasing the flexibility allowance (buffer) to 20% would ensure that a robust housing land supply is more likely to be maintained. However, it is important to note that when calculating the residual requirement for each settlement following the addition of

the 10% flexibility allowance no windfall allowance has been made in the urban area for the remaining plan period. Therefore, the SSP2 will specifically allocate sites to meet the JCS requirement plus 10% and in addition to this windfall sites will also make an additional contribution to the delivery of housing in the remaining plan period. The windfall allowance has been included in the housing site schedule attached at Appendix 1. This demonstrates that, taking into account all sources of supply, 12,976 dwellings would be delivered in the plan period. This is 25% above the housing requirement in the JCS. It is therefore clear that sufficient land has been identified to meet housing requirements without a further increase in the flexibility allowance identified.

- 1.12 The SSP2 does not include reserve sites. The purpose of reserve sites is to provide alternative land should some sites fail to come forward, given the amount of land identified above the JCS housing requirements it is not considered necessary for the plan to identify reserve sites.

Section 2: Housing Land Supply 2011 to 2031

2.1 This section of the background paper discusses the sources of housing included in the site schedule for the period 2011 to 2031. This included completions, commitments, sites to be allocated in the SSP2 and other sources of supply, including windfall development. This section includes sites which are deliverable and developable and meets the requirements of paragraph 67 of the NPPF which requires planning policies to identify a supply of:

- a) Specific, deliverable sites for years 1 to 5 of the plan period; and
- b) Specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.

2.2 The NPPF definitions of 'deliverable' and 'developable' are:

Deliverable: To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

- a) *Sites which do not involve major development and have planning permission, and all sites with detailed permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).*
- b) *Where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of planning permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.*

Developable: To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be developed at the point envisaged.

2.3 Sites are only included in the site schedule if they either meet the definition of deliverable or developable.

2.4 A significant proportion of the growth identified in the JCS is made up of completions within the period 2011-2019 and commitments at 31st March 2019. The sections below provide detail on the numbers of completions and commitments.

Completions

2.5 The following table provides details of completions within each settlement for the period 2011 to 2019.

Table 3 - Completions 2011-2019

Settlement	Completions 2011-2019
Kettering (including Barton Seagrave)	1,902
Burton Latimer	1,110

Desborough	373
Rothwell	320
Rural	173
Total	3,878

2.6 Further detail on the number of completions in each year is provided in Appendix 3.

Commitments

2.7 The following table provides details of planning permissions and developments under construction at 31st March 2019, allocations in the Kettering Town Centre Area Action Plan (KTCAAP) and Neighbourhood Development Orders. This table includes sites which have been granted planning permission for residential institutions in Use Class C2, where this provision provides for older people. Further detail on the approach to including C2 uses is set out in Appendix 5.

Table 4 - Commitments at 31st March 2019

Settlement	Outline Planning Permissions	Detailed Planning Permissions	Under Construction	Remaining Detailed Permissions	KTCAAP Allocations/ NDO's	Total Commitments
Kettering (Including Barton Seagrave)	3,400	424	157	697	786	5,464
Burton Latimer	0	75	24	70	0	169
Desborough	1,010	31	20	0	0	1,061
Rothwell	701	30	1	1	0	733
Rural	1	23	9	10	7	50
Total	5,112	583	211	778	793	7,477

Lapse Rate

2.8 A lapse rate for sites has not been included in the site schedule. This is because the 10% flexibility allowance added will provide land in excess of housing requirements. This will ensure that sufficient land is available to meet requirements.

Residual Housing Requirement

2.9 Table 5 below sets out the JCS housing requirements, completions from 2011-2019 and commitments at 31st March 2019. It sets out the residual requirement against the JCS requirements and the residual requirement against the JCS requirement with a 10% flexibility allowance added in the urban area.

Table 5 - Residual Housing Requirement

Settlement	NNJCS Requirement	Completions 2011-2019	Total Commitments	Residual Requirement	Residual Requirement
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					with 10% flexibility allowance
Kettering (Including Barton Seagrave)	6190	1,902	5,464	-1,176	-557
Burton Latimer	1,180	1,110	169	-99	19
Desborough	1,360	373	1,061	-74	62
Rothwell	1,190	320	733	137	256
Rural	480	173	50	257	n/a
Total	10,400	3,878	7,477	-955	85

- 2.10 Table 5 demonstrates that in Kettering, the JCS requirement, with the 10% flexibility allowance, has been exceeded through completions and commitments. However, Kettering is the growth town and therefore it is considered appropriate for the SSP2 plan to make additional allocations within the town to provide additional flexibility and choice in the supply of sites.
- 2.11 In Burton Latimer, completions and commitments provide enough dwellings to meet the JCS requirement, however with the 10% flexibility allowance a small allocation is required through the SSP2.
- 2.12 In Desborough, completions and commitments provide enough dwellings to meet the JCS requirement, however with the 10% flexibility allowance a small allocation is required through the SSP2.
- 2.13 In Rothwell, an additional site/ or sites needs to be allocated to meet the JCS requirement with or without the 10% flexibility allowance.
- 2.14 In the rural area an allowance is made for windfall development. The evidence for the windfall requirement is set out in Appendix 5, the windfall allowance is 108 dwellings in the period to 2031. The SSP2 will need to allocate sites to meet the remaining requirement after windfall is taken into account.

Site Specific Part 2 Local Plan Allocations

- 2.15 The SSP2 will allocate additional sites to ensure that the JCS housing requirements plus 10% flexibility allowance, where appropriate, are met. Sites allocated in the Plan have been assessed using a set of appraisal criteria. The site assessment process is set out in the following background papers:
- Site Specific Proposals Local Development Document – Housing Allocations Background Paper (February 2012)
 - Site Specific Proposals Local Development Document – Housing Allocations Assessment of Additional Sites and Update (October 2013)
 - Site Specific Part 2 Local Plan (SSP2) – Housing Allocations Background Paper (May 2018)
 - Site Specific Part 2 Local Plan (SSP2) – Housing Allocations Background Paper – Update (October 2019)

2.16 Table 6 shows the number of SSP2 allocations within each settlement. A full list of the sites the SSP2 will allocate is included at Appendix 4. In some settlements, sites have come forward in advance of the allocation in the SSP2, these sites are included in the list of commitments so are not counted in the table below, but where work has not started on site these will be included as allocations in the plan.

Table 6 – SSP2 Allocations

Settlement	No. of SSP2 Allocations	Total no. of dwellings
Kettering & Barton Seagrave	10	387
Burton Latimer	3	29
Desborough	2	135
Rothwell	1	300
Rural Area	11	149
Total	30	1,000

2.17 In Kettering, 10 sites will be allocated in the SSP2, 3 of these already have planning permission so are included as commitments in the housing site schedule and for the purpose of calculating housing figures, these are counted as commitments rather than allocations. The remaining 7 sites are located within the settlement boundary for Kettering and a number of the sites involve the use of previously developed land, these sites will provide choice and flexibility in the supply of housing land within the town.

2.18 In Burton Latimer, there are 3 sites which will be allocated in the SSP2. One of these has planning permission so is included as a commitment in the housing site schedule and for the purpose of calculating housing figures, is counted as a commitment rather than an allocation. The remaining two sites will provide an additional 29 dwellings which provide slightly in excess of the 19 dwellings needed to meet the JCS requirement plus the 10% flexibility allowance.

2.19 In Desborough, two sites will be allocated in the SSP2. One of these sites has outline planning permission so is included as a commitment in the housing site schedule and for the purpose of calculating housing figures, is counted as a commitment rather than an allocation. The other site will provide 135 dwellings, this site has a resolution to grant planning permission subject to S106 and conditions. The 135 dwellings provided by this site will exceed the 62 dwellings needed to meet the JCS requirement plus the 10% flexibility allowance.

2.20 In Rothwell, one site will be allocated in the SSP2. This site will deliver 300 dwellings which will exceed the 256 dwellings needed to meet the JCS requirement plus 10% flexibility allowance.

2.21 In the rural area, 11 sites will be allocated in the SSP2. This will deliver 149 dwellings, which along with windfall development will meet the requirements identified in the JCS. In addition to this, it is anticipated that Neighbourhood Plans, affordable housing delivered through JCS Policy 13, and self-build rural exceptions will provide additional sources of housing in the rural area.

- 2.22 Table 7, below, sets out the total supply of sites identified to meet the housing requirements, this includes an allowance for windfall development in the urban area. Appendix 4 sets out the approach to windfall. To ensure that there is no double counting against allocations in the SSP2 which are located within urban settlements the windfall allowance for years 2022/23 to 2030/31 only includes an allowance for sites which are 9 dwellings or less.
- 2.23 Table 7 demonstrates that in all settlements the allocations in the SSP2 will ensure that housing requirements are achieved. In addition to this, additional windfall development in the urban area will provide additional flexibility in the delivery of housing. In total a supply of 12,976 dwellings has been identified, in excess of the 10,400 dwelling requirement identified in the JCS.

Table 7 – Total Supply

Settlement	Completions	Commitments	SSP2 Allocations	Total Supply
Kettering & Barton Seagrave	1,902	5,464	387	7,753
Burton Latimer	1,110	169	29	1,308
Desborough	373	1,061	135	1,569
Rothwell	320	733	300	1,353
Rural Area	173	50	257*	480
Urban Windfall				513
Total	3,878	7,477	1,108	12,976

* This figure includes 149 dwellings in allocations and 108 dwelling windfall allowance

Size of sites allocated

- 2.24 Sites allocated in the SSP2 range in size from 3 dwellings to 300 dwellings. The majority of smaller sites are located in the rural area, these are sites which would otherwise have been located outside the settlement boundaries and therefore would not normally come forward as windfall development, therefore there is no double counting of these sites in the windfall requirement. Within the urban area there are a number of sites which would have counted as windfall development if they were not allocated in the plan, these sites are major development, except one which is for 7 dwellings in Burton Latimer. As there is only 1 site where this is the case, and windfall allowance is an estimate which may fluctuate from year to year, it is not considered necessary to amend the windfall allowance to take into account the inclusion of this allocation.

Density of development

- 2.25 Paragraph 117 of the NPPF requires planning policies to promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.
- 2.26 Paragraph 122 of the NPPF requires planning policies to support development that makes efficient use of land, taking into account:

- the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
- local market conditions and viability;
- the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use; the desirability of an area’s prevailing character and setting (including residential gardens), or promoting regeneration and change;
- and the importance of securing well designed, attractive and healthy places.

2.27 Where there is an existing or anticipated shortage of land for meeting identified housing needs, paragraph 123 of the NPPF highlights that it is especially important that planning policies avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site.

2.28 Within Kettering Borough there is not an existing or anticipated shortage of land for meeting housing needs. The site schedule identifies land in excess of that required to meet housing requirements.

2.29 The density of sites allocated in the SSP2 ranges from 6 to 94 dwellings per hectare (gross). The average density in the urban area is 32 dwellings per hectare, in the rural area the average density is 17 dwellings per hectare. The approach taken to density has been reviewed in light of the requirements of NPPF paragraph 122 and 123. This review has determined that the densities set out are in accordance with the NPPF requirements. In general, the densities in the rural area are lower because this reflects the character and setting of the sites and the surrounding area and takes into account site specific constraints. In the urban area, densities are generally 30 dwellings per hectare or higher, particularly in locations where there is scope to promote sustainable travel, however, in some circumstances sites in the urban area also require lower densities due to site or location specific constraints. Table 6 provides details of the density of sites.

Table 8 - Site Density

Location	Site Reference	Site Size (ha)	Yield	Density
Urban	KE/151	0.35	33	94
Urban	KE/001	0.43	22	51
Urban	KE/153	0.65	25	38
Urban	KE/152	0.42	15	36
Rural	RA/170	0.17	6	25
Rural	RA/146	0.43	15	35
Urban	RO/088a	9	300	33
Urban	KE/200	1.06	35	33
Urban	DE/210	9.4	304	32
Urban	KE/003	1.63	49	30
Urban	KE/184a	7.3	217	30
Urban	BL/057	2.79	69	25
Urban	DE/212	5.6	135	24
Urban	KE/154	2.6	60	23
Urban	KE/007	0.59	13	22
Urban	KE/011	16.7	350	21
Rural	RA/174	2.51	50	20

Rural	RA/173	0.58	10	17
Rural	RA/117	0.5	8	16
Urban	BL/038	0.46	7	15
Rural	RA/136	0.72	10	14
Urban	BL/044	1.66	22	13
Rural	RA/110	0.79	10	13
Rural	RA/221	1.46	16	11
Rural	RA/107	0.92	10	11
Rural	RA/109	1.30	11	8
Rural	RA/128	0.54	3	6

Deliverability and Developability of Sites

2.30 This section of the report considered the ‘deliverability’ and ‘developability’ of sites in the context of the NPPF definitions set out in paragraph 2.2, and sets out the approach which has been taken to the inclusion of sites within the site schedule within years 1 to 5 and 6 to 12 of the plan period.

Deliverable Sites (Years 1 to 5)

2.31 In addition to the definition in the NPPF, the Planning Practice Guidance provides further guidance on what constitutes a ‘deliverable site’ in the context of housing policy (Para 007 Ref Id 68-007-20190722). This states that:

‘As well as sites which are considered to be deliverable in principle, this definition also sets out the sites which would require further evidence to be considered deliverable, namely those which:

- *have outline planning permission for major development;*
- *are allocated in a development plan;*
- *have a grant of permission in principle; or*
- *are identified on a brownfield register*

The PPG states that such evidence, to demonstrate deliverability, may include:

- *Current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;*
- *Firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers’ delivery intentions and anticipated start and build-out rates;*
- *Firm progress with site assessment work; or*
- *Clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.*

2.32 When preparing the schedule of specific deliverable sites, the following sources are used:

- Extant commitments (sites under construction and sites with planning consent)
- Sites in adopted development plans
- Sites in the SSP2
- Sites identified in the brownfield register
- Sites delivered through permitted development rights or prior notification

Details of the Deliverable Housing Supply

2.33 Table 8 below outlines the components which make up Kettering Borough’s housing land supply for the period 2019-2024. A supply of 4,080 dwellings on specific sites has been identified. The supply figure is used as the basis for determining the Borough’s five year land supply position relative to the requirements of Policy 28 of the North Northamptonshire Joint Core Strategy. The housing requirement for Kettering Borough set out in this policy is 10,400 for the period 2011-31. The annual average dwellings 2011-31 is 520 dwellings.

Table 9 – Composition of deliverable housing land supply for years 1-5 of the plan

Composition of deliverable housing land supply for years 1-5 of the plan	
Component	Yield 2019-24
Extant planning permissions (at 31/03/2019)	3,792
Kettering Town Centre Area Action Plan Allocations	61
SSP2 Allocations	178
Sites on the Brownfield Register	49
Total supply 2019-2024	4,080

2.34 The justification and evidence for the sites included in the site schedule is provided below:

Small Sites and Sites with Detailed Planning Permission

2.35 Based on the NPPF definition of deliverable, sites which do not involve major development, and all sites with detailed planning permission can be regarded as deliverable, unless there is clear evidence the homes will not be delivered within five years. These sites are listed in the site schedule attached at Appendix 1. These have been reviewed and where appropriate information provided by developers has been used to inform the delivery trajectory for sites. Where there is clear evidence that these sites will not come forward within the five year period, sites have been removed from the schedule.

2.36 Small sites and sites with detailed planning permissions account for 1,585 dwellings in the five year period, 211 of these were under construction at 31st March 2019.

Residential Institutions (C2 uses)

2.37 The Planning Practice Guidance advises that Local Planning Authorities will need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply (Para 035, Ref Id 68-035-20190722). The

guidance states that *'for residential institutions, to establish the amount of accommodation released in the housing market, authorities should base calculations on the average number of adults living in households, using the published census data'* (Para 016a, Ref Id 63-016a-20190626). Residential institutions for older people have been included in the site schedule, the number of dwellings included has been based on the number of adults living in households and the amount of accommodation which would be released in the housing market. Details of the calculations are attached at Appendix 5.

Sites with Outline Planning Permission

2.38 Sites with outline planning permission, have been included in the deliverable supply on the basis that there is clear evidence that housing completions will begin in five years. The approach below for considering these sites was also followed in respect to allocations and sites on the Brownfield Land Register.

2.39 For all of these sites, the site schedule and site forms have been informed by:

- Discussions with, and information provided by, developers and/or agents
- Discussions with development management case officers for the sites
- An assessment of lead in times and build out rates achieved on sites which have been delivered within the Borough.

2.40 In considering whether sites will be delivered within five years, consideration has been given to:

- Current planning status.
- Evidence of progress being made towards the submission of an application (In some cases this may include evidence which is of a confidential nature, for example the submission of applications for pre-application advice or information which is commercially sensitive, where this is the case this is not referred to in the evidence provided on sites).
- Progress with site assessment work.
- Relevant information about site viability, ownership constraints or infrastructure provision.

2.41 Timescales for delivery of homes on sites has considered:

- Time to achieve full planning approval.
- Where relevant, time to sell the site to a housebuilder.
- Where relevant, the time to deliver essential infrastructure required before development can commence on site.
- Time to discharge pre-commencement conditions.
- Time between start on site and the first completions.
- The number of sales outlets likely and build out rates.

2.42 Information is provided in the site schedule to support the inclusion of sites.

2.43 Sites with outline planning permission account for 2,207 dwellings in the five year period. Table 8 below lists the sites with outline planning permission which have been included in the five year supply period.

Table 10 - Sites with Outline Planning Permission

Site Name	Number of dwellings within five year period 2019-2024
Desborough North (700 dwellings)	385
Desborough South (304 dwelling)	212
Gipsy Lane (land west), Kettering (350 dwellings)	175
25 Durban Road, Kettering (14 dwellings)	14
Maplefields School, Beatrice Road, Kettering (17 dwellings)	17
Rothwell North (700 dwellings)	350
Cranford Road (land to rear of 30-50), Kettering	60
East Kettering – Parcels R8, R11, R12, R13 & R14 (497 dwellings)	271
East Kettering – Parcel R20 (168 dwellings)	168
East Kettering – Parcel R21 (250 dwellings)	250
East Kettering – Parcel R22 (361 dwellings)	230
East Kettering – Parcel R24 (75 dwellings)	75
Total	2,207

Allocations

- 2.44 Allocations have only been included as deliverable sites where there is clear evidence that housing will be provided on the site within five years. Allocations include sites identified in the Kettering Town Centre Area Action Plan (AAP) and sites included within the SSP2. The North Northamptonshire Joint Core Strategy also allocates strategic sites, this document allocates the Rothwell North site, however this site now has outline planning permission so is considered under the section on sites with outline planning permission, above.
- 2.45 Sites allocated in the AAP account for 61 dwellings of the deliverable sites. The site schedule provides a justification for the inclusion of these sites, Table 11 lists the sites allocated in the AAP.

Table 11 - Kettering Town Centre AAP Allocations

Site Name	Number of dwellings within five year period
Soans Yard (Y2), Kettering	20
Hazelwood Lane (NRQ13), Kettering	5
Queen Street/ Horsemarket South (SSQ5), Kettering	36
Total	61

- 2.46 Sites allocated in the SSP2 account for 178 dwellings, the Site Schedule provides a justification for the inclusion of these sites within the first five year period.

Table 12 - SSP2 Allocations

Site Name	Number of dwellings
Glendon Ironworks, Sackville Street, Kettering (KE/151)	33
Land off Buxton Drive and Eyam Close, Desborough (DE/212)	135
Home Farm, Weston by Welland (RA/136)	10
Total	178

Sites identified on the Brownfield Register

- 2.47 Brownfield sites have been included in the site schedule where these are identified on the Brownfield Register and are deliverable within five years. The site schedule provides a justification for the inclusion of sites. Table 13 names the brownfield site, this site is also allocated in the SSP2.

Table 13 - Sites identified on the Brownfield Register

Site Name	Number of dwellings within five year period
Former Kettering Town Football Club Ground, Rockingham Road, Kettering	49

Developable Sites (Years 6 to 12)

- 2.48 In addition to the NPPF definition of 'developable', the PPG provides guidance on how a local authority can demonstrate that there is a reasonable prospect that sites are 'developable'. The PPG states that:

In demonstrating that there is a 'reasonable prospect' plan-makers can use evidence such as (but not exclusively):

- *written commitment or agreement that relevant funding is likely to come forward within the timescale indicated, such as an award of grant funding;*
- *written evidence of agreement between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates;*
- *likely buildout rates based on sites with similar characteristics; and*
- *current planning status - for example, a larger scale site with only outline permission where there is supporting evidence that the site is suitable and available, may indicate development could be completed within the next 6-10 years.*

A pragmatic approach is appropriate when demonstrating the intended phasing of sites. For example, for sites which are considered developable within 6-10 years, the authority may need to provide a greater degree of certainty than those in years 11-15 or beyond. When producing annual updates of the housing land supply trajectory, authorities can use these to provide greater certainty about the delivery of sites initially considered to be developable, and those identified over a longer time span.

Details of the Developable Housing Supply (Years 6 to 12)

- 2.49 When preparing the site schedule, the following sources are included as 'developable' sites within years 6-12 of the plan period.
- Extant commitments (larger sites with longer phasing plans)
 - Sites in adopted development plans
 - Sites in the SSP2
 - Sites identified on the brownfield register

Table 14 - Developable Housing Land Supply (Years 6 to 12)

Composition of developable housing land supply for years 6-12 of the plan	
Component	Yield 2024-31
Extant planning permissions (at 31/03/2019)	2,899
Kettering Town Centre Area Action Plan Allocations	725
SSP2 Allocations	773
Sites on the Brownfield Register	0
Total supply 2024-2031	4,397

Sites with Outline Planning Permission (Years 6 to 12)

2.50 The sites with outline planning permission included in years 6 to 12 of the plan period are all sites which will deliver within the first five years of the plan but have phasing plans which deliver beyond the five year period due to the scale of development planned on the sites. Evidence supporting the delivery of these sites is included in the site schedule. In addition to these sites, there is also one smaller site where permission has been granted through a Neighbourhood Development Order which is included in the site schedule.

Table 15 - Sites with Outline Planning Permission (Years 6 to 12)

Site Name	Number of dwellings within years 6-12 of the plan
Desborough North	315
Desborough South	92
Gipsy Lane (land west), Kettering	175
Rothwell North	350
East Kettering SUE	1,960
Broughton Neighbourhood Development Order	7
Total	2,899

Kettering Town Centre Area Action Plan Allocations (Years 6 to 12)

2.51 These sites have all been allocated in the Kettering Town Centre Area Action Plan and are therefore suitable locations for housing development which could be viably developed at the point of time envisaged in the trajectory.

Table 16 - Kettering Town Centre Area Action Plan Allocations (Years 6 to 12)

Site Name	Number of dwellings within years 6-12 of the plan
Wadcroft/ Newlands Phase 1 (SHQ1 and SHQ3)	39
Land north and east of Trafalgar Road (NRQ4)	120
National grid site north, Jutland Way, Kettering (NRQ6)	14
National grid site south, Jutland Way, Kettering (NRQ7)	14
Northampton Road, Northfield Avenue, Kettering (NRQ11)	18
Stagecoach Site, Northampton Road, Kettering (NRQ12)	47

Morrison's Staff Car Park, Trafalgar Road, Kettering	18
Job's Yard North, Kettering (Y1)	30
Land Opposite Station Square (STQ4)	15
Former Lidl Store Site, north of Trafalgar Road (NRQ2)	22
Comet Site, Meadow Road/ Jutland Way (NRQ5)	53
Land at Lidl store site, west of Trafalgar Road (NRQ1)	67
Queen Street/Horsemarket North (SSQ4)	62
Temporary Car park, land west of Trafalgar Road (NRQ3)	48
South of Northall Street (Tanners Gate 1) (SHQ5)	33
Montagu Street/ Tordoff Place (SSQ1)	11
Carrington Street/ Victoria Street (SSQ2)	19
Queen Street east (SSQ3)	8
South of Northall Street (Iceland Car Park) (SHQ4)	9
South of Northall Street (Tanners Gate 2) (SHQ6)	24
Meadow Road/ Cromwell Road backland (NRQ8)	18
Commercial Road car park (NRQ9)	20
RQ1 - Market Place North	8
Total	725

Site Specific Part 2 Local Plan Allocations (Years 6 to 12)

2.52 These sites have been assessed through the preparation of the SSP2 and are considered suitable locations for housing development. The site schedule has been informed by information provided by site promoters through the preparation of the SSP2 and takes into account site constraints. These sites are developable sites which could be viably developed at the point of time envisaged in the trajectory.

Table 17 - SSP2 Allocations (Years 6 to 12)

Site Name	Number of dwellings within years 6 to 12 of the plan
Kettering Fire Station, Headlands, Kettering (KET/007)	13
Ise Garden Centre, Warkton Lane (KE/152)	15
Factory adjacent to 52 Lawson Street (KE/153)	25
McAlpines Yard, Pytchley Lodge Road (including KE/184) (KE/184a)	217
Land at Wicksteed Park, Kettering (KE/033a)	35
Land to the west of Kettering Road, Burton Latimer (BL/044)	22
Land adjacent to the Bungalow, Higham Road, Burton Latimer	7
Rothwell North/ Land to the West of Rothwell (RO/088a)	300
Top Orchard (The Old Rectory), Braybrooke (RA/128)	3
Geddington Sawmill, Geddington (RA/107)	10
Old Nursery Site at Grafton Road, Geddington (RA/110)	10
Land to the north of Loddington Road, Great Cransley (RA/146)	15
2 fields on the outskirts of Pytchley (RA/117)	8
Geddington South East, Geddington (RA/109)	11
South of New Stone House, Duck End, Cranford (RA/170)	6

Land east of the corner of Duck End and Thrapston Road, Cranford (RA/173)	10
Land to the south of Harborough Road, Stoke Albany (RA/221)	16
Land to the west of Mawsley (RA/174)	50
Total	773

Windfall allowance

- 2.53 In addition to the sites identified above, the site schedule includes an allowance for windfall in years 2022/23 to 2030/31. The inclusion of a windfall allowance is in accordance with NPPF paragraph 70, which states that *‘where an allowance is made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.’* However, Paragraph 67 (a) sets out that the supply identified in this period should relate to specific, deliverable sites and therefore by definition cannot be included within the five year supply.
- 2.54 The Council has prepared two papers which provide evidence to support the inclusion of a windfall allowance as part of the anticipated supply. The first paper attached at Appendix 4a provides an assessment of urban windfall allowance, and the second paper, attached at Appendix 4b provides an assessment of rural windfall allowance. These papers provide compelling evidence that windfall development will provide a reliable source of supply, in the plan period. The windfall allowance for the period 2022/23 to 2030/31 is 108 dwellings in the rural area and 513 dwellings in the urban area.

Table 18 - Windfall Allowance

Location	Allowance per year	Total 2022/23 to 2030/31
Urban Windfall Allowance	57 dwellings	513 dwellings
Rural Windfall Allowance	12 dwellings	108 dwellings
Total	69 dwellings	621 dwellings

Section 3: Five Year Supply of Deliverable Sites with the Plan

- 3.1 This section of the report sets out the five year supply of sites based on the supply of deliverable sites identified in table 9 above, and in the Site Schedule attached at Appendix 1. It sets the housing requirement for the five year period, the period for assessing the five year land requirement and the appropriate buffer to apply to the housing requirement. It then sets out the five year land supply calculations.

Five Year Land Requirement

- 3.2 Policy 28 of the JCS sets out Kettering Borough's housing requirement of 10,400 dwellings between the years 2011-2031. This translates to 520 dwellings per year, accordingly the housing requirement for each five year period is 2,600 dwellings. In the period 2011 to 2019 3,878 dwellings have been completed against a requirement for 4,160 dwellings. Therefore, there is a shortfall of 282 dwellings.

Period for assessing the five year requirement

- 3.3 The period for assessing the five year housing land requirement is 2019-2024. This is in accordance with the planning practice guidance which states that *'the purpose of the 5 year housing land supply is to provide an indication of whether there are sufficient sites available to meet the housing requirement set out in adopted policies for the next 5 years'*. (Paragraph 003, Ref Id 68-003-20190722). The base date for the site schedule, at Appendix 1, is 31st March 2019.

Buffer

- 3.4 Paragraph 73 of the NPPF requires that the supply of specific deliverable sites should include an additional buffer moved forward from earlier in the plan period. The buffer should be:
- a) 5% to ensure choice and competition in the market for land; or
 - b) 10% where the local planning authority wished to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or
 - c) 20% where there has been a significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.
- 3.7 The Council's applies a 5% buffer. This will ensure choice and competition in the market for land. The Council has not prepared an annual position statement and is not seeking to demonstrate a five year land supply through the plan.
- 3.8 In relation to paragraph 73 c), there has not been a significant under delivery of housing over the previous 3 years and therefore a 20% buffer is not required. In February 2019 the Government published the Housing Delivery Test: 2018 measurement. This measurement covered the three year period 2015/16 to 2017/18. This set out that Kettering Borough had met 129% of its housing requirement. Therefore, the requirement to provide a 20% buffer does not apply.

Five Year Land Supply

- 3.9 Table 19 outlines the assessment of Kettering Borough’s housing land supply for the period 2019-24. It details there is a shortfall in the Borough relative to the JCS requirement 2011-19 of 282 dwellings.
- 3.10 Provision has been made for this shortfall in determining the requirement against which the overall supply position will be based. This is outlined at row (b) of Table 19 below. A deliverable supply of 4,080 dwellings on specific sites has been identified.

Table 19 - Five Year Land Supply Calculations

Analysis of Kettering Borough’s Housing Supply against JCS requirements, 2019-24	
(a) JCS Policy 28 Housing Requirement 2019-24	2,600
(b) JCS Housing Requirement 2019-24 inclusive of shortfall 2011-19	2,882
(c) Housing Requirement + shortfall + 5% buffer:	3,026
(d) Identified Housing Supply 2019-24 (excluding windfall)	4,080
(e) Deliverable Housing Land (years), 2019-24 (inclusive of 5% buffer) excluding windfall allowance)	6.74 years

- 3.11 Row (a) in Table 19 outlines the Borough’s JCS requirements 2019-24 before making any provision for the projected shortfall. Row (b) includes provision for the shortfall. This provides a requirement of 2,882 and is the baseline against which the NPPF buffer of 5% to be added. Row (c) provides the Housing requirement, plus shortfall, plus 5% buffer. Row (d) shows the identified housing supply 2019-24.
- 3.12 Row (e) represents the assessment of how much housing land is available in the Borough, relative to the requirements identified in row (c). This shows that inclusive of a 5% buffer, Kettering Borough Council is able to demonstrate a five year supply of 6.74 years. These calculations do not include an allowance for windfall development.

North Northamptonshire Joint Core Strategy monitoring triggers

- 3.13 Table 9 of the JCS sets out an additional monitoring tool to gauge each local authority’s land supply position if a 25% buffer is applied. This is a local buffer which is in excess of national requirements but has been included to provide an early warning to Local Authorities when a housing land supply shortfall could be imminent and corrective/preventative action is required (for example, working with developers/ landowners to develop viable and suitable schemes).
- 3.14 Table 20 sets out the five year position with a 25% buffer added.

Table 20 - Five Year Supply of Deliverable Housing Land with JCS 25% monitoring buffer

Five Year Supply of Deliverable Housing Land with JCS 25% monitoring buffer	
(a) Five Year Requirement plus shortfall	2,882
(b) Requirement + 25% buffer	3,603
(c) Supply of Deliverable sites (excluding windfall)	4,080

(d) No. of Years Deliverable Housing Land Supply 2019-2024 with a 25% buffer (excluding windfall)	5.66 years
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3.15 Table 20 demonstrates that even with a 25% buffer the Council is able to demonstrate in excess of five years housing supply for the period 2019 to 2024.

Section 4 – Smaller site requirement

- 4.1 Paragraph 68 of the NPPF requires that local planning authorities identify, through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare.
- 4.2 The SSP2 will only allocated land to meet the remaining requirement after completions 2011-2019 and commitments at 31st March 2019 have been taken into account. The SSP2 will allocate land to accommodate 1,000 dwellings. The table below demonstrates that more that 10% of the housing requirement to be met through allocations in the SSP2 is on sites of no larger than 1 hectare.
- 4.3 As set out in table 6, the SSP2 will allocate land to provide 1,000 dwellings. Therefore 100 of these would need to be on sites of 1 hectare or less to meet the requirement for 10% to be located on sites of this size. The table below details the sites within the SSP2 of 1 hectare or less. A total of 187 dwellings as shown in Table 21 have been allocated on sites of 1ha or less, which exceeds this requirement and therefore is in conformity with paragraph 68 of the NPPF.

Table 21 - Allocation of sites 1 hectare or less

Site Reference	Site Name	Site Area (ha)	Yield
KE/001	Scott Road Garages, Scott Road, Kettering	0.43	22
KE/007	Kettering Fire Station, Headlands, Kettering	0.59	13
KE/151	Glendon Ironworks, Sackville Street, Kettering	0.35	33
KE/152	Ise Garden Centre, Warkton Lane, Kettering	0.42	15
KE/153	Factory adjacent to 52 Lawson Street, Kettering	0.65	25
BL/038	Land adjacent to the Bungalow, Higham Road, Burton Latimer	0.46	7
RA/128	Top Orchard, Griffin Road, Braybrooke	0.54	3
RA/170	South of New Stone House, Duck End, Cranford	0.17	6
RA/173	Land east of the corner of Duck End and Thrapston Road, Cranford	0.58	10
RA/107	Geddington Sawmill, Grafton Road, Geddington	0.92	10
RA/110	Old Nursery Site, Grafton Road, Geddington	0.79	10
RA/146	Land north of Loddington Road, Cransley	0.43	15

RA/117	Two fields on the outskirts of Pytchley, Isham Road, Pytchley	0.5	8
RA/136	Home Farm, Valley Road, Weston by Welland	0.72	10
Total			187

Appendix 1 – Site Schedule

Appendix 2 – Completions and Commitments

Figure 1 - Completions 2011- 2019

Monitoring Year	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Total
Kettering & Barton Seagrave	128	151	175	84	185	391	287	501	1,902
Burton Latimer	120	156	277	125	95	111	117	109	1,110
Desborough	39	6	46	0	156	98	18	10	373
Rothwell	8	21	34	63	81	43	67	3	320
Rural	18	17	8	10	30	63	6	21	173
Total	313	351	540	282	547	706	495	644	3,878

Figure 2 - Commitments at end March 2019

Settlement	Outline Planning Permissions	Detailed Planning Permissions	Under Construction	Remaining Detailed Permissions	KTCAAP Allocations/ NDO's	Total Commitments
Kettering (Including Barton Seagrave)	3,400	424	157	697	786	5,464
Burton Latimer	0	75	24	70	0	169
Desborough	1,010	31	20	0	0	1,061
Rothwell	701	30	1	1	0	733
Rural	1	23	9	10	7	50
Total	5,112	583	211	778	793	7,477

Appendix 3 - Site Specific Part 2 Plan Allocations

Kettering

Site Reference	Site Name	Site Area	Yield
KE/001	Scott Road Garages	0.43ha	Already included as a commitment
KE/003	Former Kettering Town Football Club, Rockingham Road	1.62ha	49 (Resolution to grant planning permission subject to S106)
KE/007	Kettering Fire Station	0.44ha	13
KE/011	Land west of Kettering	16.9ha	Already included as a commitment
KE/151	Glendon Ironworks, Sackville Street	0.35ha	33
KE/152	Ise Garden Centre, Warkton Lane	0.43ha	15
KE/153	Factory adjacent to 52 Lawson Street	0.65ha	25
KE/154	Land to the rear of Cranford Road	2.59ha	Already included as a commitment
KE/184	Land adjacent to Abbots Way	1.5ha	Included within KE/184a
KET/184a	McAlpine's Yard, Pytchley Lodge Road (including KE/184)	11.2ha	217
KE/033a	Land at Wicksteed Park	1.07ha	35
Total			387

Burton Latimer

Site Reference	Site Name	Site Area	Yield
BL/044	Land to the west of Kettering Road	1.66ha	22
BL/038	Land adjacent to The Bungalow, Higham Road	0.45ha	7
BL/057	Bosworth Nurseries and Garden Centre, Finedon Road	2.79	Already included as a commitment
Total			29

Desborough

Site Reference	Site Name	Site Area	Yield
DE/212	Land off Buxton Drive and Eyam Close	3.1ha	135 (Resolution to grant planning permission subject to S106)
DE/210	Land to the south of Desborough	12.8ha	Already included as a commitment
Total			135

Rothwell

Site Reference	Site Name	Site Area	Yield
RO/088a	Rothwell North/ Land to the west of Rothwell	8.8ha	300
Total			300

Rural Area

Site Reference	Site Name	Site Area	Yield
RA/128	Top Orchard, Braybrooke	0.54ha	3
RA/170	South of New Stone House, Duck End, Cranford	0.17	6
RA/173	Land east of the corner of Duck End and Thrapston Road, Cranford	0.59ha	10
RA/107	Geddington Sawmill, Grafton Road, Geddington	0.6ha	10
RA/109	Geddington South East, Geddington	1.35ha	11
RA/110	Old Nursery Site, Grafton Road, Geddington	0.8ha	10
RA/146	Land to the north of Loddington Road, Great Cransley	0.43ha	15
RA/174	Land to the West of Mawsley	2.83ha	50
RA/117	Two fields on the outskirts of Pytchley	0.5ha	8
RA/221	Land south of Harborough Road, Stoke Albany	1.5ha	16
RA/136	Home Farm, Weston by Welland	0.72ha	10
Total			149

Appendix 4a – Urban Windfall Allowance

Background Paper

Urban Windfall Allowance

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Section 1 - Introduction

1.1 The purpose of this paper is to provide a justification for the inclusion of a windfall allowance within the Council's housing site schedule. The paper considers past trends, expected future trends and market conditions and concludes on the level of windfall allowance within the urban area.

1.2 The National Planning Policy Framework (NPPF) defines windfall sites as:

'Sites not specifically identified in the development plan'

1.3 The NPPF allows local authorities to make an allowance for windfall as part of anticipated supply, paragraph 70 of the NPPF states that:

'Where an allowance is to be made for windfall sites as part of the anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall deliver rates and expected future trends.'

Section 2 - Past Trends

2.1 Table 1 provides historic windfall delivery rates in the urban area. Table 1 shows that windfall completions have consistently contributed to completions in the urban area. This table provides compelling evidence for the inclusion of a windfall allowance in the rural area.

Table 1: Past Windfall Trends (Urban)			
Year	Total Urban Housing Completions	Number of completions on allocated sites	Total windfall site completions
2008/09	268	40 (The Grange)	228
2009/10	297	82 (The Grange) 19 (Jubilee Street)	196
2010/11	430	n/a	n/a
2011/12	295	35 (The Grange) 12 (Towells Land) 6 (Jubilee Street)	242
2012/13	334	21 (Jubilee Street)	313
2013/14	532	19 (Jubilee Street)	513
2014/15	272	21 (Jubilee Street)	251
2015/16	517	38 (Jubilee Street)	479
2016/17	643	1 (Jubilee Street) 9 (Eden Street)	633
2017/18	489	0	489
Total	4077	303	3344
Annual average	407.7	33.6	371.5

2.2 Although this table provides a justification for the inclusion of a windfall allowance, a more detailed analysis is required to determine the level of windfall development which would be expected to take place in the future. The NPPF requires consideration to be given to expected future trends.

Section 3 - Expected Future Trends

3.1 Table 2 breaks down the windfall completions in to three categories; major greenfield development on the edge of settlements, major development within settlements and minor windfall. Major development is development of 10 dwellings or more.

Year	Major greenfield windfall site completions on the edge of settlements	Major windfall site completions within settlements	Minor windfall completions
2008/09	0	187	41
2009/10	0	122	74
2010/11	n/a	n/a	n/a
2011/12	109	58	75
2012/13	152	107	54
2013/14	318	126	69
2014/15	210	16	25
2015/16	398	29	52
2016/17	454	102	77
2017/18	356	88	45
Total	1,997	835	512
Annual average	221.9	92.8	56.9

3.2 Table 2 demonstrates that during the period April 2008 to March 2018, 1,997 dwellings were delivered on major greenfield sites. These were greenfield sites located on the edge of settlements, some of these are located within the 1995 Local Plan settlement boundaries, for example sites at Cranford Road and Higham Road, Burton Latimer. However, the settlement boundaries included within the Site Specific Part 2 Local Plan will be tightly drawn. Therefore, it is not expected that this type of scheme would continue to come forward in the future, therefore these figures are excluded from future windfall trends.

3.3 Table 2 shows that there were a significant number of completions from major windfall sites located within existing settlements, these include redevelopment of sites used for other purposes and underused land within the settlement, on average this source delivered 92.9 dwellings per year. The remainder of windfall completions were made up of smaller sites of up to 9 dwellings. These

delivered on average 56.9 dwellings per year. Over the 10 year period from 2008 to 2018, an average of 149.7 dwellings per year were delivered from these sources of windfall.

- 3.4 Given the scale of Kettering, and the market towns it is considered that both major and minor windfall opportunities will continue to come forward throughout the plan period. Although there is recognition that the number of major windfall opportunities may reduce as potential opportunities for these reduce. Over the last five years the average number delivered from major and minor windfall sites is 125.8 dwellings per year and over the last three years the average was 131.7 dwellings per year.
- 3.5 It is clear from the analysis of past trends that windfall development has made a significant contribution towards the delivery of housing in the urban area. While there are fluctuations in the number of windfall completions, evidence suggests that opportunities for windfall development have continued to come forward and there is no evidence to suggest the sources have diminished.

Section 4 - Market Conditions

- 4.1 The analysis of past windfall trends included in tables 1 and 2 included a period of significant economic downturn. Therefore, the yearly averages calculated can be considered conservative as they include a period of time when levels of development, including windfall development, dipped.

Section 5 - Application of the windfall allowance for the remaining years of the plan.

- 5.1 To avoid double counting between existing commitments and windfall allowance, the windfall allowance will only be included from the forth remaining year onwards.

Section 6 - Conclusion

- 6.1 This paper has provided an analysis of historic windfall in the urban area and provided a justification for including an allowance for urban windfall in the Council's housing trajectory. It is considered appropriate to remove large scale greenfield windfall sites from the calculation. Therefore, the analysis shows that over the past 10 years urban windfall sites have delivered on average 149.7 dwellings per year, using more recent figures the average windfall completions has varied from 125.8 to 131.7 dwellings per year. It is therefore considered the use of an urban windfall allowance of 125 dwellings per year is reasonable.
- 6.2 However, the Site Specific Part 2 Local Plan will allocate some sites which would otherwise have fallen into the major windfall development category, for example, site KE/153 and KE/152, the site schedule also includes Kettering Town Centre Area Action Plan allocations which would also have fallen within

the major windfall development category. Therefore, in the remaining years of the plan period it is considered appropriate to only include a windfall allowance for minor windfall development to avoid double counting of brownfield sites which are allocated in the plan. Over the past 10 year, the average number of windfall completions on minor developments is 56.9 dwellings, over the past 3 years the average is 58 dwellings. Therefore from 2022/23 onwards an allowance of 57 dwellings a year will be included in the urban area.

6.3 Therefore the following windfall will be included for the urban area:

Year	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Windfall allowance	0	0	0	57	57	57	57	57	57	57	57	57

Appendix 4b – Rural Windfall Allowance

Background Paper

Rural Windfall Allowance

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Section 1 - Introduction

1.1 The purpose of this paper is to provide a justification for the inclusion of a windfall allowance within the Council's housing site schedule. The paper considers past trends, expected future trends and market conditions and concludes on the level of windfall allowance within the rural area.

1.2 The National Planning Policy Framework (NPPF) defines windfall sites as:

'Sites not specifically identified in the development plan'

1.3 The NPPF allows local authorities to make an allowance for windfall as part of anticipated supply, paragraph 70 of the NPPF states that:

'Where an allowance is to be made for windfall sites as part of the anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.'

Section 2 - Past Trends

2.1 Table 1 provides historic windfall delivery rates in the rural area. Historic windfall figures were used as background evidence which supported work on rural housing requirements in the preparation of the North Northamptonshire Joint Core Strategy.

2.2 Table 1 shows that windfall completions have consistently contributed to completions in the rural area. This table provides compelling evidence for the inclusion of a windfall allowance in the rural area.

Table 1: Past Windfall Trends			
Year	Total Rural Housing Completions	Number of completions on allocated sites	Total windfall site completions
2008/09	154	89 (Mawsley)	65
2009/10	98	90 (Mawsley)	8
2010/11	43	31	12
2011/12	18	12 (Mawsley)	6
2012/13	17	9 (Mawsley)	8
2013/14	8	0	8
2014/15	10	0	10
2015/16	30	0	30
2016/17	63	0	63
2017/18	6	0	6
Total	447	231 (51.7%)	216 (48.3%)
Annual average	44.7	23.1	21.6

2.3 Although this table provides a justification for the inclusion of a windfall allowance, a more detailed analysis is required to determine the level of windfall development which would be expected to take place in the future. The NPPF requires consideration to be given to expected future trends.

Section 3 - Expected Future Trends

3.1 Table 2 breaks down the windfall completions in to three categories; major greenfield development, major brownfield development and minor windfall. Major development is development of 10 dwellings or more.

Year	Major greenfield windfall site completions	Major windfall site completions within settlements	Minor windfall completions
2008/09			65
2009/10			8
2010/11			12
2011/12			6
2012/13			8
2013/14			8
2014/15			10
2015/16	23 (Cransley Hill, Broughton)		7
2016/17	37 (Cransley Hill, Broughton)	14 (Braybrooke School)	12
2017/18	0	0	6
Total	60	14	142
Annual average	6	1.4	14.2

3.2 Table 2 demonstrates that during the period April 2008 to March 2018 60 dwellings were delivered on major greenfield sites. This was at one site located at Cransley Hill, Broughton. This site was located outside the settlement boundary. Given existing policy, it is not expected that this type of scheme would continue to come forward in the future, therefore these figures are excluded from future trends.

3.3 Table 2 shows that there was 1 major brownfield site completed within this period. This was a school site which became available in Braybrooke. The remainder of the windfall completions were made up of smaller sites of up to 9 dwellings. The minor windfall and major brownfield windfall over the 10 year period from 2008-2018 delivered an average of 15.6 dwellings a year.

3.4 While some sources of windfall in the villages have already been delivered, opportunities still exist within villages for windfall development. These include

opportunities for infilling between existing properties, development of garden land and development of brownfield sites, e.g. garage sites. It is reasonable to consider that windfall development will continue to come forward but at a more reduced rate than that shown in the earlier part of the plan period. Over the last 5 years, the average number of windfall dwellings completed was 11.4 dwellings per year, over the last 4 years the average was 12.2 dwellings per year and over the last 3 years the average was 13 dwellings per year.

- 3.5 It is clear from the analysis of past trends that windfall development has made a significant contribution towards the delivery of housing in the rural area. Whilst there are fluctuations in the number of windfall completions, evidence suggests that opportunities for windfall development have continued to come forward and there is no evidence to suggest the sources have diminished.

Section 4 - Market Conditions

- 4.1 The analysis of past windfall trends in tables 1 and 2 included a period of significant economic downturn. Therefore, the yearly averages calculated can be considered conservative as they include a period of time when levels of development, including windfall development, dipped.

Section 5 - Application of the windfall allowance for the remaining years of the plan.

- 5.1 To avoid double counting between existing commitments and windfall allowance, the windfall allowance will only be included from the third remaining year onwards.

Section 6 - Conclusion

- 6.1 This paper has provided an analysis of historic windfall in the rural area and provided a justification for including an allowance for a rural windfall in the Council's housing trajectory. It is considered appropriate to remove large scale greenfield windfall sites from the calculation. Therefore, the analysis shows that over the past 10 years rural windfall sites have delivered on average 15.6 dwellings per year, using more recent figures the average number of windfall completions has varied from 11.4 to 13 dwellings per year. It is therefore considered the use of a windfall allowance of 12 dwellings per year is reasonable.

- 6.2 Therefore the following windfall allowance will be included for the rural area:

Year	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/09	2029/30	2030/31
Windfall allowance	0	0	0	12	12	12	12	12	12	12	12	12

Appendix 6 – Residential Institutions Calculations

Residential Institution Calculations (C2 Uses)

Paragraph: 035 Reference ID: 68-035-20190722 of the NPPG advises that Local Planning Authorities will need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply. The NPPG advises that this contribution is based on the amount of accommodation released into the housing market.

Paragraph 016a Ref Id 63-016a-20190626 states that *for residential institutions, to establish the amount of accommodation released in the housing market, authorities should base calculations on the average number of adults living in households, using the published Census data.* This recognises that an individual bed-space may not necessarily replace an individual unit of C3 accommodation.

The table below sets out the number of adults in households in the borough by age group.

Age of householder representative Person	Total	1 adult	2 adults	3 adults	4 adults	5 adults	6 adults	7 adults	8 adults	9 adults	10 adults	11 adults	12 adults	13 adults	14 adults	15 adults
16 or over total	39696	13969 (35.2%)	21171 (53.3)	3393 (8.5%)	958 (2.4%)	162 (0.4%)	37 (0.1%)	2 (0%)	2 (0%)	1 (0%)	0	0	0	0	0	1 (0%)
16 to 24	1276	674 (52.8%)	527 (41.3%)	50 (3.9%)	25 (2%)	0	0	0	0	0	0	0	0	0	0	0
25 to 34	5524	1945 (35.2%)	3351 (60.7%)	160 (2.9%)	53 (0.1%)	13 (0.2%)	2 (0%)	0	0	0	0	0	0	0	0	0
35 to 44	8161	2623 (32.1%)	4931 (60.4%)	481 (5.9%)	96 (1.2%)	26 (0.3%)	3 (0%)	1 (0%)	0	0	0	0	0	0	0	0
45 to 54	7901	2101 (26.6%)	3907 (49.4%)	1328 (16.8%)	471 (6%)	71 (0.9%)	22 (0.3%)	0	1 (0%)	0	0	0	0	0	0	0
55 to 64	7007	2060 (29.4%)	3704 (52.9%)	929 (13.3%)	259 (3.9%)	42 (0.6%)	9 (0.1%)	1 (0%)	1 (0%)	1 (0%)	0	0	0	0	0	1 (0%)
65 to 74	4925	1749 (35.5%)	2813 (57.1%)	312 (6.3%)	42 (0.6%)	8 (0.2%)	1 (0%)	0	0	0	0	0	0	0	0	0
75 or over	4902	2817 (57.5%)	1938 (39.5%)	133 (2.7%)	12 (0%)	0	0	0	0	0	0	0	0	0	0	0
65 or over	9828	4566 (46.5%)	4751 (48.3%)	445 (4.5%)	54 (0.6%)	8 (0.1%)	1 (0%)	0	0	0	0	0	0	0	0	0

To calculate the average number of adults per household the total number of adults needs to be divided by the total number of households.

Number of households over 65 = 9828, number of adults living within those households = 15,665.

$15665/9828 = 1.59$ adults per household.

Therefore, to calculate how much provision is counted for C2 uses the total number of rooms provided is divided by 1.59.

For example, in a care home which provides 50 rooms, 31 would be counted towards the housing requirement.