

West Northamptonshire Joint Core Strategy

Housing
Technical Paper
Second Update – To Inform
Main Modifications and
Additional Work Requested
by the Inspector

West Northamptonshire Joint Planning Unit
December 2013



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1 Purpose of this Technical Paper

- 1.1 The purpose of this technical paper is to provide a revised assessment of the number of homes and their anticipated rates of delivery from that set out in the Proposed Changes to the Pre-Submission version of the West Northamptonshire Joint Core Strategy (hereafter JCS) (July 2012). This version of the JCS was submitted for Examination in December 2012. An independent Inspector appointed by the Planning Inspectorate (PINS) conducted Examination hearings on matters relevant to the Joint Core Strategy between 16th April 2013 and 1st May 2013.
- 1.2 During the course of these hearings the Inspector invited the Joint Planning Unit to make modifications to the Submitted JCS to address any issues in relation to the soundness of the plan highlighted at Examination. The Inspector also requested that the Joint Planning Unit, representing the 3 Councils (Daventry District Council, Northampton Borough Council and South Northamptonshire Council), undertake additional work to address specific issues raised at the hearings: prepare a fresh assessment of the objectively assessed needs for new housing in the area; consider an extended plan period and any associated development requirements beyond 2026; and complete a Sustainability Appraisal / Strategic Environmental Assessment (SA/SEA) Addendum Report. More information can be found in the Programme Officer's Note published after the hearings, which can be found at: <http://www.westnorthamptonshirejpu.org/connect.ti/website/view?objectId=10024357>
- 1.3 The hearing sessions are expected to resume in March 2014 following further public consultation to invite comments on the following matters:
- Evidence for the objectively assessed housing needs in West Northamptonshire (prepared in response to the Inspector's request for additional work);
 - The Sustainability Appraisal / Strategic Environmental Assessment Addendum Report (prepared in response to the Inspector's request for additional work); and
 - Proposed Main Modifications to the Joint Core Strategy put forward on the basis of this additional work or following the April 2013 Examination hearings.
- 1.4 The Inspector will consider the elements of additional work prepared and the proposed Main Modifications, as well as taking into account representations made during the next consultation. The resumed hearings represent an opportunity for the Inspector to facilitate any further discussion required to establish sufficient information so that an Inspector's Report into the soundness and legal compliance of the JCS can be prepared.
- 1.5 Preparation of this Technical Paper is important as it sets out a range of work that it has been necessary to carry out as part of the additional work requested and to

inform the preparation of modifications in relation to matters discussed at the Examination hearings.

- 1.6 The findings of the fresh assessment of objectively assessed needs for new housing in the area over the plan period and beyond as requested by the Inspector are an important part of the basis for undertaking a revised assessment of the supply and delivery of housing through this Technical Paper. Therefore this document should be read alongside the outcomes from this work which can be accessed here: <http://www.westnorthamptonshirejpu.org/connect.ti/website/view?objectId=11246245>
- 1.7 This Technical Paper should also be read alongside the SA/SEA Addendum prepared in-line with the Inspector's request for additional work. This document provides important considerations to be taken into account when assessing the amount of housing currently planned for in the Submitted Joint Core Strategy and any modifications seeking to alter the level of provision proposed.
- 1.7 This Technical Paper represents a fundamental change from the methodology set out by the Joint Planning Unit, on behalf of the Joint Strategic Planning Committee, during the preparation of the Joint Core Strategy. However, the housing trajectory is based on that previously submitted and considered at the Hearings, and therefore this update of the Technical Paper must still be read alongside the versions of the Housing Technical Paper prepared in support of the Pre-Submission Joint Core Strategy (February 2011) and the Proposed Changes to the Pre-Submission JCS (July 2012).
- 1.9 The reasons previously given in this introduction provide a sufficient basis in themselves to require preparation of the updated Technical Paper. However, there is also an opportunity in this document to address other changes likely to affect the supply of housing and the provisions of policies in the Joint Core Strategy since previous stages in the preparation of the plan. These include:
- recognition of planning application activity since 2011;
 - revised information on the anticipated delivery of major sustainable urban extensions;
 - an updated assessment of the different components of housing supply beyond sustainable urban extensions; and
 - changes in the broader economic factors that affect the supply and demand of housing

2 Changes to the Policy Context

National Policy

- 2.1 Following the revocation of the East Midlands Regional Plan in April 2013, the National Planning Policy Framework (NPPF) has provided the primary policy framework for the West Northamptonshire Joint Core Strategy.
- 2.2 The Inspector in the Joint Core Strategy Examination is required to ensure that the Joint Core Strategy complies with this guidance. The request for additional work to prepare an objective assessment of housing need represents an area where the Inspector is seeking to ensure that the provisions of the NPPF have been applied in the Joint Core Strategy. A full summary of the relevance of the NPPF to this work is provided in the 'Objectively Assessed Housing Needs V2' (December 2013) report prepared by the Joint Planning Unit.
- 2.3 The NPPF devotes a section to 'Delivering a wide choice of high quality homes' (Paragraphs 47 – 55). The NPPF's objectives in this area can be broadly summarised as: aiming to 'boost significantly the supply of housing' (Paragraph 47); making the best use of vacant properties (Paragraph 51); promoting sustainable and inclusive mixed communities, including providing for large scale development where appropriate (Paragraph 52); and maintaining a sustainable pattern of development in rural areas whilst meeting the need for housing in these areas (Paragraphs 54 and 55). It also requires maximising the use of previously developed land (Paragraph 14)
- 2.4 Where this Technical Paper presents additional evidence, either in defence of the existing provisions of the Plan or as the basis for Proposed Main Modifications, this will be justified using elements of the guidance in the NPPF if relevant.

Regional Policy

- 2.5 Parliament passed the Localism Act in October 2011, which has removed the requirement for Regional Spatial Strategies to be a part of the Development Plan. The Regional Spatial Strategy (RSS) for the East Midlands was revoked by Statutory Instrument 2013 No. 629, made on 14th March 2013, and which came into force on 12th April 2013. Prior to this date the housing figure for West Northamptonshire was set by the RSS, but following revocation the requirements of the NPPF provided the primary national policy position.
- 2.6 The Joint Planning Unit at the Joint Core Strategy Examination Hearings, which started on 16th April 2013, accepted that because the housing requirement in the Joint Core Strategy was based on the requirement set out in the RSS, it did not meet the requirements specified in the NPPF, and hence the request for additional work as described previously in this note.

2.7 The Housing Technical Papers previously published in 2011 and 2012 went into considerable detail in setting out how the housing provision proposed in the Submitted Joint Core Strategy compared to the targets as set out in the now revoked East Midlands Regional Strategy. This is no longer relevant as the RSS basis for housing numbers has now been replaced by the requirements of the National Planning Policy Framework (NPPF). The implications and outcomes from the updated method of calculating housing need, in order to comply with the NPPF, are discussed further below.

3 Housing Need (Objectively Assessed Need)

- 3.1 The new test of Objectively Assessed Housing Need (OAHN) became fully operational as soon as the East Midlands Regional Strategy was revoked in March 2013, and the NPPF became the primary policy guidance. The NPPF itself does not provide any detailed guidance as to how the OAHN should be calculated, but the government published Draft on-line guidance for consultation in August 2013. Although the consultation ran to October, the draft guidance has not yet been updated or amended, but remains available to use.
- 3.2 It is evident from the guidance that the official population and household projections should be a key component to the assessment of local need, and then modified to reflect local knowledge and circumstances.
- 3.3 In the light of the timescale and the uncertainty around the calculation of Objectively Assessed Needs before any guidance had been published, the JPU commissioned two pieces of work to help them to determine the areas OAHN. Details of these two pieces of work from Peter Brett Associates (PBA) and Cambridge Centre for Housing and Planning Research (CCHPR) have been published, together with the JPU paper “Objectively Assessed Housing Needs V2”, which sets out the conclusions it has drawn from these reports. These reports all looked at the impact of extending the plan period from 2026 to 2029 and 2031. This was considered necessary to ensure that the plan, when adopted, will have a potential life span of at least 15 years to comply with the requirements of the NPPF.
- 3.4 It is important to note that the OAHN marks a step change from the previous calculations set out in the previous versions of the technical paper. These all had their origin in the RSS projections based on the 2004 and 2006-based Sub Nation Population Projections and their linked household projections. The JPUs own projections updated these with inputs from the 2008-based projections.
- 3.5 Both PBA and CCHPR considered the 2008-based projections and both rejected them as a suitable basis for the calculation of the areas housing need. Both report that the results from the 2011 census show that the 2008-based projections were based on some incorrect assumptions, and resulted in projections which were significantly too high, especially for South Northamptonshire, and also, to a lesser extent, for Daventry. PBA also choose to reject the 2011-based interim projections, which are the most recent official figures, while CCHPR used these figures as a base upon which to build its OAHN figure.
- 3.6 For the reasons set out in its Objectively Assessed Housing Needs paper, the JPU on behalf of Partner Councils clearly recommend the CCHPR “tracking” approach as the Objectively Assessed Housing Need figure for the JCS Plan area. A key consideration has been the treatment of household formation rates into the future, and the fundamental question about whether the recent increase in average household size is a fundamental shift in long term patterns, or simply a response to the economic recession. The JPU’s own evidence was that there were signs of this

trend before the recession occurred, and that this was accentuated by the recession. It therefore accepts the CCHPR conclusion that there will be a return to increase household formation rates, but not to the full extent expressed in the 2008-based projections.

- 3.7 The Tables used as the basis for the Objectively Assessed Needs are set out in the CCHPR Appendices, and they are expressed as a number of households and as annual household growth. To convert these into dwelling requirements, the numbers are increased by 3% to make an allowance for dwelling vacancies.
- 3.8 The JPU has made one further adjustment to the CCHPR figures and this in relation to the development, between 2001 and 2008, of 1433 dwellings in Grange Park. This is a parish in South Northamptonshire on the edge of Northampton Borough, and the development here was specifically to meet the needs of Northampton as identified in the Northamptonshire County Structure Plan Alteration No 1 1992, and put into effect for Grange Park in the South Northamptonshire Local Plan 1997 (Policies GPH1; GPE1; GPR1;GPT1 and GPRC1 and 2). Outline planning permission was granted in 1998, and the bulk of the houses were completed between 2001 and 2008; the annual housing completion monitoring records show that 1,433 dwellings were completed between these dates. A comparison between the 2001 and 2011 census for Grange Park results show an increase of 1,465 dwellings. A simple calculation, therefore, was that an average of 143-147 dwellings per annum were constructed between 2001 and 2011. For the purposes of this report, this has been rounded up to 150 dwellings per annum.
- 3.9 The CCHPR report in Appendix 2 notes that Northampton's population growth between 2001 and 2007 was uneven, and that the development of Grange Park on its border was a possible contribution to this, and adjusting the Northampton population growth figures to include Grange Park would go some way to smoothing the growth pattern. Paragraph 4.18 of the PBA report also highlights the impact of Grange Park on the South Northamptonshire trend forecasts. Even accepting that the PBA figures are too low, the impact of Grange Park is clear.
- 3.10 The JPU has therefore determined that 150 dwellings should be moved from the South Northamptonshire requirement and added to the requirement associated with the Northampton Related Development Area. This decision is informed by the Objective 11 of the plan to focus development at the most sustainable location of Northampton. Given that a substantial element of South Northamptonshire's projected growth derives from recent population at Grange Park (i.e. around Northampton) it would detract from this objective to seek to provide their requirements across the District *without* seeking to make adjustments for these spatial patterns. This proposed change to the requirement related to Northampton is considered to be the maximum adjustment that is justified by the data available. It therefore follows from this that the resulting Northampton Related Development Area "need" figure set out below is the maximum "need" which can be justified, and the South Northamptonshire "need" is the minimum figure that can be justified.

- 3.11 The JPU also considered the issue of the plan period, and because of the high degree of uncertainty surrounding the 2011-based interim projections, and the end date of much of the evidence base, particularly involving highways, it concluded that it would recommend a plan period end date of 2029.
- 3.12 In conclusion, therefore, the OAHN for West Northamptonshire is recommended to be:

Table 1: Housing Need by Local Authority Area

	Total Housing Requirement 2001-2029	Completions 2001-2006	Completions 2006-2011	Remaining requirement 2011-2029
Daventry District	9,839	1,725	1,130	6,984
Northampton Borough	35,108	5,175	4,170	25,758
South Northamptonshire Council	13,183	2,975	1,195	9,018
Total	58,130	9,875	6,495	41,760

The OAHN by spatial plan area is:

Table 2: Housing Need by Spatial Plan Area

	Total Housing Requirement 2001-2029	Completions 2001-2006	Completions 2006-2011	Remaining requirement 2011-2029
Daventry District (excluding NRDA)	9,839	1,725	1,130	6,984
Northampton Related Development Area	39,241	6,550	4,235	28,458
South Northamptonshire Council (excluding NRDA)	9,050	1,600	1,130	6,318
Total	58,130	9,875	6,495	41,760

4 The Supply of Housing

- 4.1 For the purposes of comparison with previous technical papers, details of the completions back to 2001 are set out in Appendix E to this Technical Paper. The new Objectively Assessed Housing Need work has effectively re-based the need to 2011, and therefore this update paper concentrates on how the need from 2011 can be met. It takes as its starting point the planning commitments as at 1st April 2011, and initially looks at how this has changed up to 31st March 2013.
- 4.2 The Housing Trajectory, referred to in Section 7 ('Conclusions) and set out in full in Appendix D, has also been updated to reflect housing completions between 2011 and 2013, and planned future delivery has been re-profiled to reflect the revised plan end date of 2029 and the evolving market position. This has been used to inform the Proposed Main Modifications to the JCS as Submitted. It should be noted that the planned provision (delivery) is slightly higher than identified need. The reasons for this will be explored further in later sections of this paper.
- 4.3 Tables 2 and 3 of the JPUs Objectively Assessed Housing Need Paper shows the relationship between the annualized housing growth which would be required to meet the assessed need and a comparison with the rate proposed in the Joint Core Strategy as Submitted. This shows that meeting the CCHPR need would require 2,320 dwellings per annum, compared to 2,252 included in the Submitted JCS; an increase of 68 per annum.
- 4.4 Table E1 in Appendix E below shows the annual housing completions 2001-2013. This shows that the highest annual completion rates were achieved in 2004-2007, when 2,195, 2,224 and 2,354 completions recorded. Table 3 below shows the proposed delivery rate shown in the housing trajectory referred to in Section 7 ('Conclusions) and set out in full at Appendix D, and compares it with the delivery rates previous proposed in Joint Core Strategy as Submitted.

Year	Annual OAHN rate	JCS	Planned Delivery	Difference delivery against Av rate	Difference delivery against Submitted JCS	20011/13	2013/18	2018/23	2023/29
2011/12	2320	884	872	-1448	-12	872			
2012/13	2320	1149	840	-1480	-309	840			
2013/14	2320	1452	1299	-1021	-153		1299		
2014/15	2320	1926	1804	-516	-122		1804		
2015/16	2320	2160	2244	-76	84		2244		
2016/17	2320	2428	2766	446	338		2766		
2017/18	2320	2997	3162	842	165		3162		

2018/19	2320	3170	3246	926	76			3246	
2019/20	2320	2980	3438	1118	458			3438	
2020/21	2320	2896	3186	866	290			3186	
2021/22	2320	2974	3016	696	42			3016	
2022/23	2320	2747	3003	683	256			3003	
2023/24	2320	2446	2735	415	289				2735
2024/25	2320	2023	2590	270	567				2590
2025/26	2320	1550	2339	19	789				2339
2026/27	2320		2231	-89					2231
2027/28	2320		2011	-309					2011
2028/29	2320		1849	-471					1849
Total	41760	33782	42631	871	2758	1712	11275	15889	13755
Average		2252	2368		-393	856	2255	3178	2292

4.5 It is evident from Table 3 that the new housing trajectory will require annual completions at a much higher rate than has ever been delivered to date. Delivery will need to exceed the 2006-07 completions figure for 9 consecutive years (2016/17-2024/25) if this trajectory is to be achieved. Provided all the SUEs are brought forward as suggested by their promoters, and the market can absorb the dwellings being proposed, then the trajectory proposed is achievable and can withstand the challenges identified.

4.6 It is also clear from Table E1 in Appendix E that across West Northamptonshire overall housing completions in 2011/12 and 2012/13 have recovered slightly from the historic lows in 2010/11. The exception is Daventry where 2012/13 set a new low figure, and has shown no significant development since 2007/08.

4.7 The delivery of the scale of housing required to meet the assessed need must be profiled to take account of this low starting point, and the time required to bring major sites through from application to delivery. The paper published by the JPU in March 2013 – Update: Housing Monitoring and the Housing Market¹ shows that land supply, in terms of plots with consent, has been increasing slowly since 2010, and monitoring of new consents indicates that this has accelerated in the current year. In addition, interim monitoring of housing completions showed over 300 completions by August, some on new sites which have opened up, and a significant increase in the number of dwellings under construction.

4.8 Furthermore, there has been substantial progression bringing the allocated SUEs through the planning process. Planning applications have been submitted for

¹ Referenced as Document J32 in the West Northamptonshire Joint Core Strategy Examination Library <http://www.westnorthamptonshirejpu.org/connect.ti/website/view?objectId=9858789>

Northampton North (part); Northampton South; Northampton South of Brackmills; Northampton Upton Park; Northampton North of Whitehills, Towcester South, Brackley East and Brackley North.

- 4.9 In summary, the evidence suggests that the housing recovery is starting to gather pace. Agents are reporting an increase of consumer confidence and lack of mortgage availability appears to be less of a constraint upon development than previously. Constraints for developers in terms of them viably funding significant up front infrastructure development also appears to have eased, and therefore new developments are now being progressed. In these circumstances it is considered that the increase in house building required to meet the needs identified will be achievable and deliverable.
- 4.10 The Government is looking at ways to promote housing development and these mechanisms should be acknowledged. In-particular the 'Help to Buy'² equity loan initiative to boost mortgage availability is being credited for a notable increase in housing transactions during 2013. Initially the scheme was only available on new build properties until January 2014, but the scheme was made available to all houses in October 2013. This scheme has provided an incentive for housebuilding at least in the immediate term. There is limited evidence for this in quarterly housing starts and completions data for January to June 2013: new starts over this period are the highest since 2010. However, there will be a lag before these starts are realised as completions, and using 2010 as a benchmark for performance still reflects a period when the industry was in recession. The longer term implications for whether 'Help to Buy' will incentivise large scale house building are less clear, but it is clear from builders reports to the stock market that they are all reporting an increase in sales enquiries and sales, and as a result are seeking to bring forward additional sites to the market.

² See <http://www.helptobuy.org.uk/> for more information on this scheme backed by HM Government

5 Pipeline of Housing Provision

5.1 Introduction

- 5.1.1 As previously stated the additional work requested by the Inspector requires us to look at potential changes to the length of the plan period and how an alternative level of development should be planned for following the 'objective assessment of housing need'. Nevertheless, the level of provision currently planned for in the Joint Core Strategy as it was submitted for Examination remains the essential starting point when looking at these issues. It is also worth confirming some of the key statements made by the JPU at the Hearings. Specifically, the calculations used by the JPU only include sites of fewer than 10 dwellings once they have obtained planning permission. Otherwise, these are considered to be "windfall", and there is no allowance made for these sites in the Joint Core Strategy. By implication, where any allowance is made in the JCS, such as a rural allowance, or an allowance for urban capacity, these allowances relate to sites in excess of 10 dwellings, and relate to sites which are expected to be identified and brought forward in the Part 2 Local Plans. It is therefore clear that any such allowances should be regarded as minimum allowances.
- 5.1.2 An important part of the work to consider the Inspector's requirements is to seek to update this position as originally envisaged in the Joint Core Strategy as Submitted (taken from 2011) to see how what we know about likely housing provision has changed. The Appendices to the Housing Technical Papers prepared in 2011 and 2012 provide a detailed account of the types of supply intended to make up the 50,150 dwellings identified in the Proposed Changes to the Pre-Submission Joint Core Strategy. These demonstrate that the existing level of commitments – made up of planning permissions or extant Local Plan allocations – made up a significant proportion of the total. A review is required to reflect that this pipeline is not static; this involves looking at recent completions and planning application activity to establish the type and overall volume of sites coming forward. The review has also considered the extension of the plan period to 2029.
- 5.1.3 Because the housing trajectory in the Joint Core Strategy, as Submitted, also incorporated specific evidence on the expected progress of activity to bring forward the Sustainable Urban Extensions identified in the Plan it is also necessary to review this information. Sustainable Urban Extensions play a central role in achieving a step-change in rates of output over the plan period because once started they each have the capacity to deliver around 200-300 units per annum, sustained for several years. Where information on the expected delivery of major sites has changed since Proposed Changes to the Pre-Submission JCS were prepared this has been taken into account to ensure sites are accurately re-profiled.
- 5.1.4 The review also gives us a basis for considering how allowances for different development types - including urban capacity, rural development and SUEs - may contribute to delivery in a longer plan period beyond 2026.

5.1.5 The review is set out separately for each of Daventry District and South Northamptonshire (excluding sites identified in the Northampton Related Development Area) and for the Northampton Related Development Area. This provides the basis for comparing the updated position in each case against potential housing requirements.

5.2 Daventry District

5.2.1 It is important to set out at the start of this review the elements that made up the housing provision proposed in the Joint Core Strategy, as Submitted, for Daventry (excluding the NRDA) between 2011 and 2026. This is set out in Table 4 below:

Table 4: DDC commitments as in submitted JCS

DDC – Urban	Total	DDC - Rural	Total	Total
Existing Commitments	64	Existing Commitments	405	469
Middlemore Development Area	300			300
Urban Capacity	560	Rural Allowance	948	1,508
Sustainable Urban Extensions³	3,000			3,000
Urban Total	3,924	Rural Total	1,353	<u>5,277</u>

5.2.2 With the addition of 2,854 completions between 2001 and 2011 this provision provided the total identified in the Joint Core Strategy, as Submitted, of 8,131 dwellings that was identified for the then full plan period to 2026. The revised OAHN requirement for Daventry up to 2029 is 9,839. The number of completions is a constant number so the review only needs to consider the period since 2011. The OAHN requirement for Daventry 2011-2029 is therefore 6,985.

5.2.3 Total recorded completions for Daventry District are 243 for 2011-13, of which over 68% (165 dwellings) came from sites already identified at 2011. An alternative comparison shows that of the 439 dwellings identified in 2011 (adjusted for lapses and amendments) 32% have been recorded as completions to date. No completions have yet been recorded on the one Strategic Urban Extensions proposed in the Joint Core Strategy at Daventry Town or from the planning consent for 1,000 dwellings at the Monksmoor site and so recent activity has no effect in reducing the total capacity profiled on such sites.

³ Monksmoor, 1,000 dwellings – planning permission; Daventry North East, 2,000 dwellings – JCS allocation

5.2.4 In any monitoring period a number of completions can be expected to be recorded on sites that were never identified as commitments at the start of the preceding 5 Year Land Supply period. For example, a site granted consent on 15th May 2011 and completed by February 2012 would never have appeared on the land supply for 2011 prepared at 1st April 2011 but would be recorded as an annual completion between 1st April 2011 and 31st March 2012; 17 units of this type were completed between 2011 and 2013.

5.2.5 The first stage to achieving a significant upturn in dwelling completions is to achieve planning permission. In the case of Daventry 801 additional dwellings were granted consent in the two years 2011-2013. If we exclude the 3 major development sites in Daventry (Middlemore, Monksmoor and the proposed Daventry North East SUE), the increase in consents can be shown as Table 5 below:

Table 5: New consents in Daventry 2011-13 (excluding SUEs)

	Daventry District Housing Commitments at April 2013	Total at April 2011	Total at April 2013	% Change in Committed Supply since 2011
Ai	Urban – 10 or More Dwellings	37	10	-73.0%
Aii	Urban – 9 or Fewer Dwellings	15	15	0.0%
Aiii	Urban Total	52	25	-51.9%
Bi	Rural – 10 or More Dwellings	166	820	394.0%
Bii	Rural – 9 or Fewer Dwellings	221	254	14.9%
Biii	Rural Total	387	1074	177.5%
C	Total	439	1099	150.3%

5.2.6 Table 5 above compares the position in terms of commitments at 2011 and 2013. For urban areas, once existing sites have been completed these permissions have not been replaced by new consents; this suggests limited market impetus to bring forward new urban sites of any size over this period. Rural sites for 9 or fewer dwellings have seen the second most new consents granted between 2011 and 2013, which have been sufficient to offset completions from this component since 2011 so committed supply is 14.9% higher than 2 years ago. The significant increase in commitments is overwhelmingly accounted for by new consents for 10 or more dwellings in rural areas. Numerous applications have been pursued on these sites in

the last 2 years, despite low completions recently from these sources, suggesting increasing market and developer appetite for bringing forwards housing in these areas. This component is now by far the biggest element of committed supply in absolute and relative terms (apart from the SUEs); 75% of committed supply in 2013 is on such sites compared to only 38% in 2011.

Summary – Revised Committed and Potential Supply at April 2013

5.2.7 The following Table 6 takes account of changes in the pipeline since 2011, and rolls forward the plan period to 2029 to give a revised assessment of committed and potentially identified supply at April 2013 which could meet the Objectively Assessed Housing Need up to 2029. Daventry North East SUE was not planned to be completed within the 2026 time period and will continue to deliver new dwellings through to 2031 and beyond. In addition, small additional allowances have been made for both urban capacity and rural sites to recognise the existing level of commitments and the extension of the plan period.

Table 6: Daventry Committed Housing at April 2013 and potential supply (excluding NRDA)

DDC – Urban	Total	DDC - Rural	Total	Grand Total
Completions 2011-2013	61	Completions 2011-2013	182	243
Existing Commitments	25	Existing Commitments	1,074	1,099
Middlemore Development Area	278			278
Urban Capacity	660	Rural Allowance	820	1,480
		Rural Sites Approved in Principle	285	285
Sustainable Urban Extensions⁴	3,600			3,600
Urban Total	4,660	Rural Total	2,325	<u>6,985</u>

5.2.8 The detailed breakdown of the sites included above, and the associated Housing Trajectory for Daventry District (outside the NRDA) is shown in Appendix A below.

⁴ Monkmoor, 1,000 dwellings – planning permission; Daventry North East, 2,000 dwellings – JCS allocation

5.3 South Northamptonshire

5.3.1 As with Daventry, it is important to set out at the start of this review the elements that made up the housing provision proposed in the Joint Core Strategy, as Submitted, for South Northamptonshire (excluding the NRDA) between 2011 and 2026. These are set out in Table 7 below:

Table 7: SNC commitments as in submitted JCS

SNC – Urban	Total	SNC - Rural	Total	Grand Total
Existing Commitments	308	Existing Commitments	978	1286
Remaining Local Plan Allocations	134			134
Urban Capacity	280	Rural Allowance	813	1,093
Sustainable Urban Extensions	3,100			3,100
Urban Total	3,822	Rural Total	1,791	<u>5,613</u>

5.3.2 With the addition of 2,732 completions between 2001 and 2011 this provision provided the total identified in the Joint Core Strategy, as Submitted, of 8,345 identified for the then full plan period to 2026. The revised OAHN requirement for South Northamptonshire (excluding the NRDA) up to 2029 is 9,050. The number of completions is a constant number so the review only needs to consider the period since 2011. The OAHN requirement for South Northamptonshire 2011-2029 is therefore 6,318.

5.3.3 Of 530 total completions between April 2011 and March 2013 over 95% (505 dwellings) came from sites already identified at 2011. An alternative comparison shows that of the 1,253 dwellings identified in 2011 (adjusted for lapses and amendments) 40% have been recorded as completions to date. No completions have yet been recorded on Strategic Urban Extensions proposed in the Joint Core Strategy so recent activity has no effect in reducing the total capacity profiled on such sites.

5.3.4 In any monitoring period a number of completions can be expected to be recorded on sites that were never identified as commitments at the start of the preceding 5 Year Land Supply period. For example, a site granted consent on 15th May 2011 and completed by February 2012 would never have appeared on the land supply for 2011, prepared at 1st April 2011, but would be recorded as an annual completion between 1st April 2011 and 31st March 2012; 11 units of this type were completed between 2011 and 2013.

5.3.5 The change in the level of planning consents in South Northamptonshire is shown in Table 8 below:

Table 8: New consents in South Northamptonshire 2011-13 (excluding SUEs)

	South Northamptonshire Housing Commitments at April 2013	Total at April 2011	Total at April 2013	% Change in Committed Supply since 2011
Ai	Urban – 10 or More Dwellings	298	322	8.1%
Aii	Urban – 9 or Fewer Dwellings	28	47	67.9%
Aiii	Urban Total	326	369	13.2%
Bi	Rural – 10 or More Dwellings	709	491	-30.7%
Bii	Rural – 9 or Fewer Dwellings	218	231	6.0%
Biii	Rural Total	927	722	-22.1%
C	Total	1253	1091	-12.9%

5.3.6 Table 8 above shows in more detail that for every element of supply except ‘Rural sites for 10 or more dwellings’ the level of new commitments granted since 2011 has more than offset completions over the same period. There has been a 31% reduction in the amount of dwellings consented on larger rural sites, but this needs to be viewed against three factors – the greatest proportion of completions since 2011 have been on sites of this type; this category has seen the second most new consents between 2011 and 2013 (behind rural sites of 9 or fewer dwellings); and this category still represents that highest single element of consented supply.

Summary – Revised Committed and Potential Supply at April 2013

5.3.7 The following table, Table 9, takes account of changes in the pipeline since 2011, and rolls forward the plan period to 2029 to give a revised assessment of committed and potentially identified supply at April 2013 which could meet the Objectively Assessed Housing Need up to 2029. Towcester South SUE was not planned to be completed within the 2026 time period and will continue to deliver new dwellings through to 2031 and beyond. In addition, small additional allowances have been made for both

urban capacity and rural sites to take account of existing commitments and the extension of the plan period.

Table 9: South Northamptonshire Committed Housing at April 2013 and potential supply (excluding NRDA)

SNC – Urban	Total	SNC - Rural	Total	Grand Total
Completions 2011-2013	47	Completions 2011-2013	483	530
Existing Commitments	338	Existing Commitments	753	1,091
Extant Local Plan Allocations	186	Remaining Interim Rural Housing Policy Provision / Rural Sites Approved in Principle	149	335
Urban Capacity	300	Rural Allowance	575	875
		Road Masterplan	432	432
Sustainable Urban Extensions⁵	3,910			3,910
Urban Total	4,781	Rural Total	2,392	<u>7,173</u>

5.3.8 The detailed breakdown of the sites included above, and the associated Housing Trajectory for South Northamptonshire (outside the NRDA) is shown in Appendix B below.

⁵ Towcester South, 2,310 dwellings – resolution to grant planning permission subject to S106 agreement; Brackley East, 350 dwellings – resolution to grant planning permission subject to S106 agreement; Brackley North 1250 dwellings (130 further dwellings at Brackley Sawmills within site boundary included under existing commitments as a result of having full consent) – resolution to grant planning permission subject to S106 agreement: note the sites are also all JCS allocations

5.4 Northampton Related Development Area (NRDA)

- 5.4.1 The position in terms of the various components of housing supply making up the total provision for development for the Northampton Related Development Area (NRDA) in the Joint Core Strategy is complicated by the much greater scale of delivery proposed in the Principle Urban Area of Northampton. There are three key aspects to this. Firstly, Northampton has historically been the largest provider of new dwellings across the plan area. This is likely to give a greater amount of activity, in terms of completions and new activity, to update from the 2011 position. Secondly, a more complex patchwork of sites consented, allocated or 'Approved in Principle' for residential development exists as a consequence of historic development activity. Finally, the principle of identifying development immediately adjacent the Borough Boundary but within Partner Local Planning Authorities areas has been clearly established throughout preparation of the plan. This distribution of development is considered necessary to meet Northampton's housing need in sites outside the Borough Boundary; development at Grange Park in South Northamptonshire and allocation of land at Buckton Fields (also known as Northampton North of Whitehills SUE) within Daventry District in the previous Local Plan represent recent acknowledgement that Northampton's needs cannot be met solely within its own administrative boundaries. It is therefore important to specify the precise provision of development in sites within the Northampton Related Development Area (NRDA) as part of any review of supply.
- 5.4.2 It is important to set out at the start of this review the elements that made up the housing provision proposed in the Joint Core Strategy, as Submitted, for the Northampton Related Development Area⁶ (NRDA) between 2011 and 2026. These are set out in Table 10 below:

⁶ The NRDA is defined in the Joint Core Strategy, but essentially comprises Northampton Borough and those neighbouring parts of Daventry and South Northamptonshire where development relating to the growth of Northampton has already taken place or is proposed to be allocated in the JCS.

Table 10: NRDA commitments as in submitted JCS

Within Borough Boundary	Total	NRDA Sites	Total	Grand Total
Existing Commitments – Major Sites	6,661	Existing Commitments – Major Sites	1,531	8,192
Existing Commitments – Smaller Sites (including ‘School Sites’)	2,721			2,721
Urban Capacity	1,500			1,500
Sustainable Urban Extensions	5,979	Sustainable Urban Extensions	4,500	10,479
NBC Total	16,861	NRDA Total	6,031	<u>22,892</u>

- 5.4.3 With the addition of 10,783 completions between 2001 and 2011 this provision provided the total identified in the Joint Core Strategy of 33,665 identified for the full plan period to 2026. The revised OAHN requirement for the NRDA up to 2029 is 39,241. The number of completions is a constant number so the review only needs to consider the period since 2011. The OAHN requirement for the NRDA 2011-2029 is therefore 28,458.
- 5.4.4 Total recorded completions for the NRDA are 939 for 2011-13 (all of which were in Northampton Borough), of which over 85% (793 dwellings) came from sites already identified at 2011. No completions have yet been recorded on Strategic Urban Extensions proposed in the Joint Core Strategy so recent activity has no effect in reducing the total capacity profiled on such sites.
- 5.4.5 In any monitoring period a number of completions can be expected to be recorded on sites that were never identified as commitments at the start of the preceding 5 Year Land Supply period. For example, a site granted consent on 15th May 2011 and completed by February 2012 would never have appeared on the land supply for 2011 prepared at 1st April 2011 but would be recorded as an annual completion between 1st April 2011 and 31st March 2012; 80 units of this type were completed between 2011 and 2013.
- 5.4.6 Another significant change to the commitments is the assumed loss of the previously committed Avon Nunn Mills residential site to be a part of the new proposed University of Northampton site. This proposal involves a land swap between the

University and the builders, so the new figures assumes that the dwellings lost from the Avon site will be replaced by a broadly equivalent number on the existing Park Campus site. A planning application for both the new university campus and the redevelopment of the Park campus has subsequently been submitted.

- 5.4.7 The first stage to achieving a significant upturn in dwelling completions is to achieve planning permission. The position in the NRDA outside Northampton Borough shows that there have been no new planning commitments 2011-2013, although the Northampton North of Whitehills SUE has been submitted to Daventry District Council, and has been approved in principle, and Phase 1 approved in full. A total of 200 dwellings have also been approved at Dallington Gateway, which is within the defined Northampton Kings Heath SUE boundary. In South Northamptonshire 2 existing commitments for a total of 750 dwellings were renewed, but no new consents were added. Inside Northampton Borough the supply of new consents was less than the number of completions and lapsed consents combined, but relatively high levels of residential application activity mean the difference is less than would be expected were the original base of commitments used up without replacement. Therefore, counter balancing this was a re-assessment of the urban capacity allowance in the plan based largely on the adoption of the Central Area Action Plan together with the changing legislative framework. Further, some of the increase in the urban capacity is on the basis that, of sites identified as lapsed since 2011 (around 500) due to no longer having extant consent, the majority would still be expected to come forward over the plan period so have been added to the assumptions for urban capacity.
- 5.4.8 Although no new commitments have come forward there has been considerable progress with some of the SUEs. Planning applications have now been submitted for 2,000 dwellings at Northampton North (Daventry District); and for the SUEs in Northampton Borough at Northampton South of Brackmills; Northampton South; and Northampton Upton Park.
- 5.4.9 The Objectively Assessed Housing Need prepared for West Northamptonshire shows that most of the additional houses required by 2029 will need to be provided to meet the needs of Northampton. This has required a significant re-assessment of potential housing sites to meet this shortfall. All potential sites have been subject to a revised Sustainability Appraisal / Strategic Environmental Appraisal Addendum Report, and details of this work are available on the Joint Planning Unit's web site. However, in summary the additional capacity is planned to be provided primarily by enlarging the existing approvals in principle at Upton Lodge/Norwood Farm and allocating the area as a SUE and enlarging the proposed SUEs at Northampton North; Northampton South of Brackmills and Northampton West, together with the increase in the urban capacity allowance. Allocation of the Upton Lodge / Norwood Farm site as a SUE accounts for a majority of the reduction in 'Existing Commitments – Major Sites' (along with completions from this source between 2011 and 2013); and therefore this simply represents a transfer into the future identified supply for SUEs.

Summary – Revised Committed and Potential Supply at April 2013

5.4.10 The following Table 11 takes account of changes in the pipeline since 2011, and rolls forward the plan period to 2029 to give a revised assessment of committed and potentially identified supply at April 2013 which could meet the Objectively Assessed Housing Need up to 2029. The previous figures from 2011 are given in brackets.

Table 11: NRDA Committed at April 2013 and potential supply

Within Borough Boundary	Total	NRDA Sites	Total	Grand Total
Completions 2011 - 2013	939	Completions 2011 - 2013	0	939
Existing Commitments – Major Sites	4,328 (6,661)	Existing Commitments – Major Sites	750 (1,531)	5,078 (8,192)
Existing Commitments – Smaller Sites (including ‘School Sites’)	2,356 (2,721)			2,356 (2,721)
Urban Capacity	3,250 (1,500)			3,250 (1,500)
Sustainable Urban Extensions	8,000 (5,979)	Sustainable Urban Extensions	8,850 (4,500)	16,850 (10,479)
NBC Total	18,873 (16,861)	NRDA Total	9,600 (6,031)	28,473 (22,892)

5.4.11 The detailed breakdown of the sites included above, and the associated housing trajectory is shown in Appendix C below.

5.5 West Northamptonshire – Total Housing Provision Identified from 2013 Review

5.5.1 The following Table 12 summarises the total housing provision that can now reasonably be identified in West Northamptonshire following a review of evidence to 2013, for the proposed plan period of 2011-2029:

Table 12: West Northamptonshire Committed at April 2013 and potential supply

Location	Total 2011-29	Plus Completions 2001-2011	Revised JCS Total
Daventry District	6,985	2,854	9,839
Northampton Related Development Area	28,473	10,783	39,256
South Northamptonshire	7,173	2,732	9,905
West Northamptonshire	42,631	16,369	59,000

5.5.2 The composite housing trajectory, based on the individual areas is shown in Appendix D below.

6 Five Year Land Supply Calculations

- 6.1 The important fact to note is that the proposed delivery for South Northamptonshire is that the proposed delivery is higher than the objectively assessed need figure identified in Table 2 above (6,318). This reflects the high level of commitments which currently exist, and also the statement set out in paragraph 3.10 above that the OAHN figure for South Northamptonshire should be regarded as a minimum figure.
- 6.2 This raises a potential issue with the calculation of the 5 year land supply. Where the need figure and the proposed supply figure are the same then there is no issue about how to calculate the 5 year land supply. However, when there is a difference the question arises about whether the calculation should be based on the OAHN figure or the proposed supply figure. The NPPF makes it clear that the OAHN should be met, but it also encourages positive planning to promote economic growth. The NPPF also indicates that where Councils fail to meet their 5 year land requirements their plans can be considered out of date, and the presumption of sustainable development applies to encourage the release of additional land to meet the need.
- 6.3 Where any planning authority seeks to promote additional land above its OAHN, the basis of the calculation becomes vitally important. If a local authority achieved its “need” level of development, but failed to achieve its higher target delivery, and the basis of the calculation was the delivery target, then that authority could be deemed to be failing to meet the 5 year supply, and thus be open to challenge on the presumption for sustainable development. If this proved to be the case, it would be a disincentive for local authorities to plan to overprovide. On the other hand, the use of the need figure as the basis for the calculation would find that same authority meeting its 5 year land supply, and thus being protected from opportunistic development proposals on non-allocated land.
- 6.4 It is the JPUs view that this latter case must be the preferred option if the government seeks to encourage development. The Joint Core Strategy Policy S6 is therefore proposed to be modified to make it clear that it is the intention that, although monitoring will take place and be reported against both the “need” and the “delivery” targets, the 5 year supply calculations should be undertaken against the “need” figures. It is the clear intention of the plan to positively consider planning applications beyond the “need” figures providing the proposals are in accordance with the objectives of the plan as a whole.
- 6.5 There are two other key issues surrounding the calculation of the 5 year land supply. The first of these relates to whether an annualised rate should be used, or whether the delivery rates set out in the planned trajectory are more appropriate. The second relates to how any under provision should be rectified, essentially the issue of “Sedgefield” or “Liverpool” methods. These issues are considered in turn although there are clear relationships between the two issues.

- 6.6 The use of an annualised rate in the calculation is a particular difficulty in the West Northamptonshire context, particularly for Daventry and the NRDA, where recent completions are so far below the annualised rates. Partly the low past rates are due to the recession and partly due to highway constraints which are now being resolved. Nevertheless it will take some time for the applications to come forward and start delivering. The JCS profiles take these factors into account, and are further informed by discussions with the SUE promoters. It is evident from these profiles that if an annualised rate were to be used for the calculations then the trigger points set in the monitoring framework would almost inevitably be reached. The JPU consider that it cannot be right that a plan is approved which is set to fail within 3 years. It therefore considers that the 5 year land supply calculations should always be against the base trajectory in the plan.
- 6.7 As indicated in paragraph 6.4 above, there will be both a delivery and a need trajectory, and for the reasons set out above the monitoring should be against the “need” trajectory published as a part of the Proposed Modifications.
- 6.8 Similar considerations should be taken into account when looking at how any shortfall should be rectified. The completions recorded for 2011/12 were broadly in line with the Submitted JCS trajectory. However, the expected increase in completions in 2012/13 did not occur, and the number of completions fell back slightly. When preparing the current proposed modifications, consideration was given to whether the existing trajectory should be utilized, or if a full re-basing should take place. On reviewing the changes to permissions and commitments set out in Section 5 above it is clear that Daventry and the NRDA may require a different approach to that which may be appropriate for South Northamptonshire.
- 6.9 For all three spatial areas there is expected to be a rapid year on year increase in the supply of dwellings. South Northamptonshire has a higher proportion of its first 5 year supply committed than the other two areas, and in addition, its SUEs are further progressed, with Brackley North now having planning consent, and a decision on Towcester South is expected shortly. Their shortfall against need is also lower in percentage terms, and the conclusion of the JPU, in consultation with South Northamptonshire, is that the shortfall can be rectified within the next 5 years (2013/14 - 2017/18). Their trajectory (need-based) has therefore been prepared on this basis.
- 6.10 Paragraph 6.6 above highlights that both Daventry and the NRDA have been affected by constraints which have left them significantly below the submitted JCS trajectory. A review of that trajectory suggests that the delivery profile shown is no longer feasible, even before attempting to add further dwellings from the shortfall from 2011-13. In order to achieve the planned level of dwelling provision the revised trajectory has been re-profiled across the new plan period. The delivery rates are expected to increase very rapidly and the JPU do not consider that the identified sites can come forward earlier nor deliver any more dwellings than shown. In essence therefore, the “Liverpool” method has been adopted, and should continue to be adopted in the foreseeable future when considering any potential shortfalls.

7. Conclusions

- 7.1 The additional work requested by the Inspector relating to both the Objectively Assessed Housing Need and the Sustainability Appraisal has informed the information provided in this paper. The submitted JCS trajectory was broadly based on the former RSS, reduced to take account of delivery considerations. This paper seeks to set out how the full objectively assessed housing needs for the area and its component spatial areas can be met.
- 7.2 The OAHN totals reflects a relatively small increase in the total number of houses to be provided by 2026, but as it is intended to extend the plan period, significant additional housing will be required for the extra period 2026-29. The OAHN requirement 2011-29 is calculated to be 41,760. For comparison purposes, this means that the total amount of housing need required to be met 2001-29 is 58,130.
- 7.3 The proposed trajectory as summarized in Table 3 (Section 4 above) (and shown in full at Appendix D) shows that the delivery rate is planned to rise from an average of 856 in 2011/13 to an annual average of 2,255 for the period 2013/2018, and rising even further to 3,178 per annum for 2018/2022. When compared to actual completions between 2001/11 shown in Table E1 in Appendix E below, it is clear the 2013/18 average was only exceeded in one year (2006-07), while the 2018/22 average is over 800 dwellings higher than ever achieved before. The average completions achieved 2001/06 was 1976, and therefore the proposed targets are very challenging.
- 7.4 The analysis of the housing pipeline, informed by information from the promoters and developers of allocated sites shows how it would be possible to deliver the housing required to meet the need, although the achievement of the delivery target will be extremely challenging.
- 7.5 The “delivery” target is higher than the “need” target, particularly is South Northamptonshire. It is expected that the resultant 5 year land supply calculations will be based upon the “need” trajectory. It is also expected that the calculations will be based on the Proposed Modifications Trajectory which will be included in the adopted plan in due course.

Appendix A: Daventry District Schedule of sites

Daventry District Housing Trajectory																					
		Completi ns 11/12	Completi ns 12/13	Completi ns 13/14	Completi ns 14/15	Completi ns 15/16	Completi ns 16/17	Completi ns 17/18	Completi ns 18/19	Completi ns 19/20	Completi ns 20/21	Completi ns 21/22	Completi ns 22/23	Completi ns 23/24	Completi ns 24/25	Completi ns 25/26	Completi ns 26/27	Completi ns 27/28	Completi ns 28/29	Totals 13-29	
	1	Existing Commitments																			
	1A	Land Supply Commitments at April 2013 - excluding Strategic Sites Listed Separately (includes completions 2011-13)	121	98	174	190	240	165	100	100	80	50								1099	
	1B	Middlemore Development Area	24	0	65	85	47	50	31											278	
	2	Sustainable Urban Extensions																			
	2A	Monksmoor	0	0	0	50	75	100	115	125	115	100	100	75	75	70	0	0	0	1000	
	2B	Daventry North East/ Churchfields	0	0	0	0	50	75	150	175	200	200	200	225	225	250	250	200	200	2600	
NRDA	2C	Buckton Fields	0	0	0	0	0	40	100	140	140	150	150	120	100	60				1000	
NRDA	2D	Northampton North	0	0	0	25	125	250	275	200	250	225	200	300	300	300	300	300	250	3500	
NRDA	2E	Northampton West						0	0	50	125	125	100	100	100	100	125	125	100	1050	
NRDA	2F	Dallington Gateway				25	75	100												200	
	3	Additional Sources																			
	3A	Urban Capacity inc. Town Centre Masterplan (inc. Sites 3+6) and Middlemore Site 10			25	25	25	25	75	75	50	50	50	50	55	30	25	30	35	35	660
	3Bi	Rural Sites Already Identified as AIPs Expected to be Delivered				0	25	50	50	75	85									285	
	3Bii	Future Allowance expected to be identified in Local Plan Part 2 - Sites 10+ Units							40	40	50	70	100	100	75	75	50	70	75	75	820
		Provision - DDC Excluding NRDA	145	98	264	350	462	465	561	590	580	470	450	450	430	425	325	300	310	310	6985
		Provision for NRDA	0	0	0	50	200	390	375	340	440	500	475	520	500	460	400	425	375	300	5750
		Provision DDC Total Including NRDA Sites	145	98	264	400	662	855	936	930	1020	970	925	970	930	885	725	725	685	610	12735

Appendix B: South Northamptonshire Schedule of sites

South Northants Housing Trajectory																				
Ref	Site	Completions 11/12	Completions 12/13	Completions 13/14	Completions 14/15	Completions 15/16	Completions 16/17	Completions 17/18	Completions 18/19	Completions 19/20	Completions 20/21	Completions 21/22	Completions 22/23	Completions 23/24	Completions 24/25	Completions 25/26	Completions 26/27	Completions 27/28	Completions 28/29	Totals
	Existing Committed Sites (Permission or Extant Local Plan Allocation)																			
1A	Total Net Completions Since 2011	304	226																	530
1B	Total SYLS Capacity At 2013			250	250	200	149	145	97	0	0	0								1091
1C	Extant Local Plan Allocations Without Planning Permission and Springfield - Identified Urban Capacity			0	0	30	30	27	0	0	0	0	0	0	15	17	35	20	12	186
	Existing Committed Sites (Permission or Extant Local Plan Allocation - within NRDA)																			
NRDA 1D	Wootton Fields	0						50	50	50	50	50	50							300
NRDA 1E	Grange Park (Saxon Ave)	0	0	0	40	60	60	100	100	90										450
2	Sustainable Urban Extensions																			0
2A	Towcester South	0	0	0	25	50	75	100	130	150	150	160	180	180	180	180	180	180	180	2100
2Ai	Towcester South Wood Burcote			0	0	0	0	0	0	20	20	20	25	25	20	20	20	20	20	210
2B	Brackley North		0	0	50	75	80	80	80	80	80	70	70	70	70	70	60	40	25	1000
2C	Brackley North - North of Sawmills excl. from current application			0	0	15	60	61	35	35	25	19	0	0	0	0	0	0	0	250
2D	Brackley East (South of Turweston Road)			0	0	0	35	40	40	40	40	40	40	30	30	15	0	0	0	350
NRDA 2E	Northampton West						0	0	50	150	150	150	150	150	150	150	150	125	125	1500
NRDA 2F	Northampton Upton Lodge / Norwood Farm (parts in SNC)							30	70	100	100	100	125	150	175	125	150	150	125	1400
NRDA 2G	Northampton South Of Brackmills (parts in SNC)												0	50	50	50	25	25		200
	Other Capacity																			
3Ai	Roads Masterplan			0	0	0	50	50	50	45	30	30	30	30	30	25	25	25	12	432
3Aii	Rural Sites Already Identified as AIPs Expected to be Delivered and remaining Interim Rural Housing Policy Provision			0	0	0	30	62	15	15	15	12	0	0	0	0	0	0	0	149
3B	Future Allowance expected to be identified in Local Plan Part 2 - Sites 10+ Units	0	0	0	0	0	0	0	45	45	45	60	60	60	60	62	46	46	46	575
3C	Urban capacity - Additional to saved Local Plan Allocations 1C			0	0	20	50	55	10	10	20	25	25	35	25	25	0	0	0	300
2011-29	Provision SNC Only	304	226	250	325	390	559	620	502	440	425	436	430	430	430	414	366	331	295	7173
2011-29	Provision NRDA	0	0	0	40	60	60	180	270	390	300	300	325	350	375	325	325	300	250	3850
2011-29	Provision Total Sites	304	226	250	365	450	619	800	772	830	725	736	755	780	805	739	691	631	545	11023

Appendix C: Northampton Related Development Area Schedule of sites

		NRDA																			
LPA Location of Provision	Ref		Completo ns 11/12	Completo ns 12/13	Completo ns 13/14	Completo ns 14/15	Completo ns 15/16	Completo ns 16/17	Completo ns 17/18	Completo ns 18/19	Completo ns 19/20	Completo ns 20/21	Completo ns 21/22	Completo ns 22/23	Completo ns 23/24	Completo ns 24/25	Completo ns 25/26	Completo ns 26/27	Completo ns 27/28	Completo ns 28/29	Totals 13-29
		Projected net additional dwellings per annum (Large & Small site commitments on existing land supply)																			0
NBC	1A	Total Net Completions Since 2011	423	516																	
NBC	1B	Pineham	0	0	0	50	100	100	100	150	75	50	0								625
NBC	1C	University Park Site (proposals relocated from Avon / Nunn-Mills)	0	0						0	0	0	50	100	100	100	100	115	120	115	800
NBC	1D	Ransome Road	0	0		50	50	50	60	100	150	125	100	65	50						800
NBC	1E	St Crispin Hospital	12	0	12	40	40	40	40	13											185
NBC	1F	Princess Marina Hospital	0		50	160	160	160	20	0	0										550
NBC	1G	Former British Timken	135	55	41	0	0														41
NBC	1G	Upton Phase 1	80	25	60	120	120	95													395
NBC	1I	Other Major Sites between 100-200 Units			160	193	151	82	70	75	75	66	40	20	0						932
NBC	1J	Former school sites identified within commitments			103	193	150	150	176	100	140	125	40	68							1245
NBC	1K	Other Small and Medium Sites Commitments - 100 or fewer units			309	158	161	150	110	100	123										1111
		Existing Committed Sites (Permission or Extant Local Plan Allocation - within NRDA)																			0
SNC	1L	Land Adj to Wootton Fields (Policy WFH1)	0						50	50	50	50	50	50							300
SNC	1M	Grange Park RBS/ Saxon Avenue Site	0	0	0	40	60	60	100	100	90										450
		Sustainable Urban Extensions																			
NBC	2A	Upton Park	0	0	0	0	0	0	50	100	100	125	125	150	125	100	75	50			1000
NBC	2Bi	Northampton Upton Lodge / Norwood Farm (parts in NBC)					0	65	150	206	200	200	200	175	150	125	175	150	150	154	2100
SNC	2Bii	Northampton Upton Lodge / Norwood Farm (parts in SNC)							30	70	100	100	100	125	150	175	125	150	150	125	1400
NBC	2Ci	Dallington Grange	0	0	0	0	0	50	200	200	225	250	275	250	275	275	250	250	150	150	2800
DDC	2Cii	Dallington Grange Gateway (DDC)				25	75	100													200
DDC	2D	Buckton Fields	0	0	0	0	0	40	100	140	140	150	150	120	100	60					1000
NBC	2E	Northampton South				0	50	100	100	125	125	175	150	125	50	0	0				1000

NBC	2Fi	Northampton South Of Brackmills (parts in NBC)					0	25	75	100	150	150	150	100	75	75	50	50	50	50	1100
SNC	2Fii	Northampton South Of Brackmills (parts in SNC)												0	50	50	50	25	25		200
DDC	2G	Northampton North	0	0	0	25	125	250	275	200	250	225	200	300	300	300	300	300	250	200	3500
DDC	2Hi	Northampton West (parts in DDC)							0	0	50	125	125	100	100	100	100	125	125	100	1050
SNC	2Hii	Northampton West (parts in SNC)					0	0	50	150	150	150	150	150	150	150	150	125	125		1500
		Additional Sources of Capacity																			0
NBC	3A	Urban Capacity Sites - 10+ Including sites expected through Northampton Central Area Action Plan (c.500)	0	0	50	75	150	225	275	275	225	225	225	225	200	225	225	200	225	225	3250
	2011-29	Total Provision Within Northampton Related Development Area	423	516	785	1129	1392	1742	1981	2154	2418	2291	2130	2123	1875	1735	1600	1565	1370	1244	28473
	2011-29	Provision towards NRDA - within NBC boundary	423	516	785	1039	1132	1292	1426	1544	1588	1491	1355	1278	1025	900	875	815	695	694	18873
	2011-29	Provision towards NRDA - within DDC boundary	0	0	0	50	200	390	375	340	440	500	475	520	500	460	400	425	375	300	5750
	2011-29	Provision towards NRDA - within SNC boundary	0	0	0	40	60	60	180	270	390	300	300	325	350	375	325	325	300	250	3850

Appendix D: West Northamptonshire Housing Trajectory

Table D1: West Northamptonshire Summary of trajectory

Completions (By District Boundary) 2001/02-2010/11																																			
	2001/2	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	Total completions																								
DDC	417	435	266	247	360	295	319	183	174	158	2854																								
NBC	935	581	753	1353	1554	1802	983	707	360	322	9350																								
SNC	647	993	431	595	310	257	248	219	258	207	4165																								
Annual Total	1999	2009	1450	2195	2224	2354	1550	1109	792	687	16369																								
Trajectory (All sites by District Boundaries)																																			
	Completions 11/12	Completions 12/13	Completions 13/14	Completions 14/15	Completions 15/16	Completions 16/17	Completions 17/18	Completions 18/19	Completions 19/20	Completions 20/21	Completions 21/22	Completions 22/23	Completions 23/24	Completions 24/25	Completions 25/26	Completions 26/27	Completions 27/28	Completions 28/29	Totals 11-29	Total 01-29															
DDC (DELIVERY and NEED)	145	98	264	400	662	855	936	930	1020	970	925	970	930	885	725	725	685	610	12735	15589															
NBC (DELIVERY and NEED)	423	516	785	1039	1132	1292	1426	1544	1588	1491	1355	1278	1025	900	875	815	695	694	18873	28223															
SNC (DELIVERY)	304	226	250	365	450	619	800	772	830	725	736	755	780	805	739	691	631	545	11023	15188															
SNC (NEED)	304	226	206	321	407	576	757	621	741	651	651	676	701	726	676	676	651	601	10168	14333															
West Northamptonshire Total Provision - NEED	872	840	1255	1760	2201	2723	3119	3095	3349	3112	2931	2924	2656	2511	2276	2216	2031	1905	41776	58145															
West Northamptonshire Total Provision - DELIVERY	872	840	1299	1804	2244	2766	3162	3246	3438	3186	3016	3003	2735	2590	2339	2231	2011	1849	42631	59000															

Chart 1: West Northamptonshire

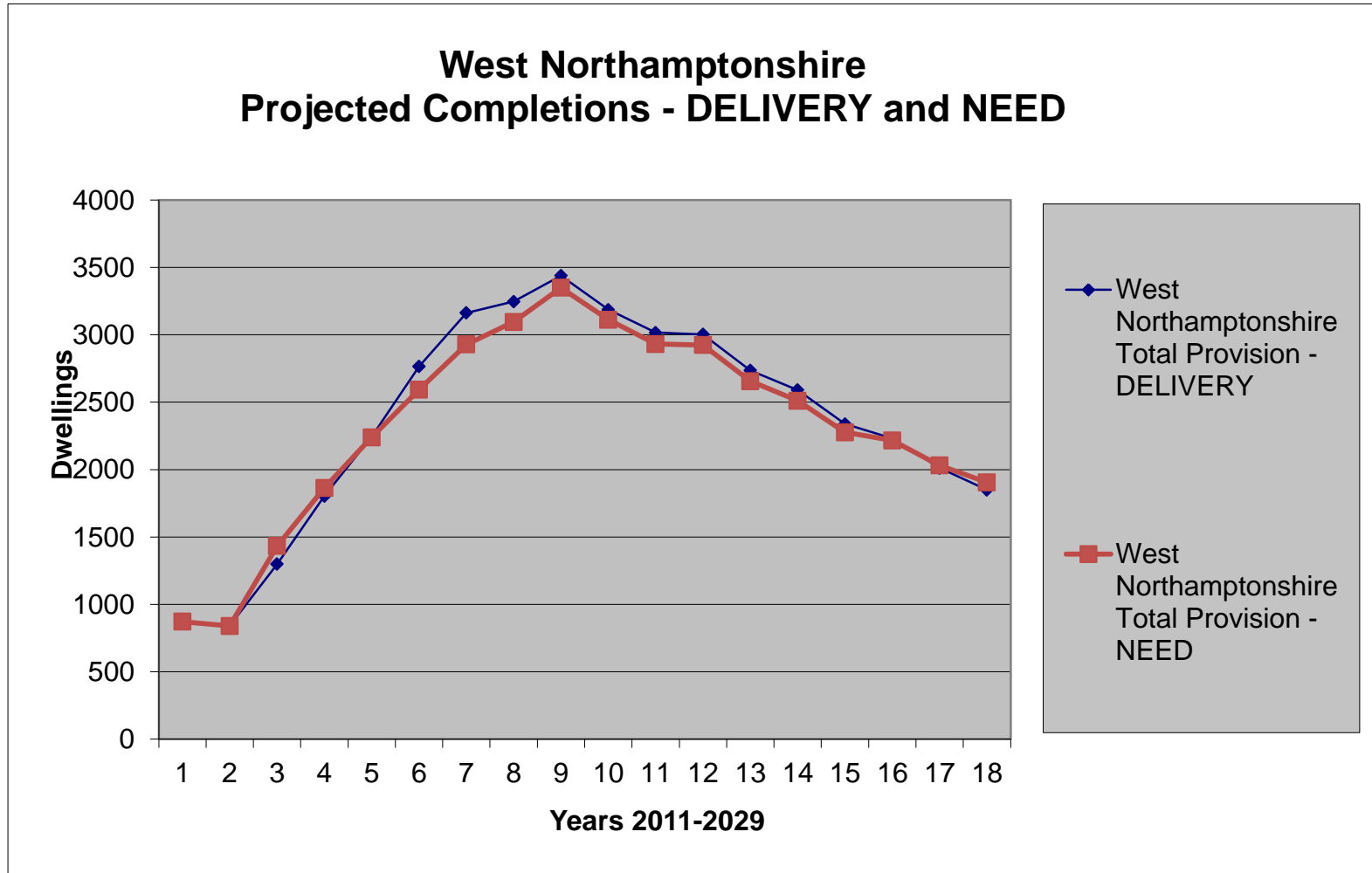


Chart 2: Delivery and Need by District

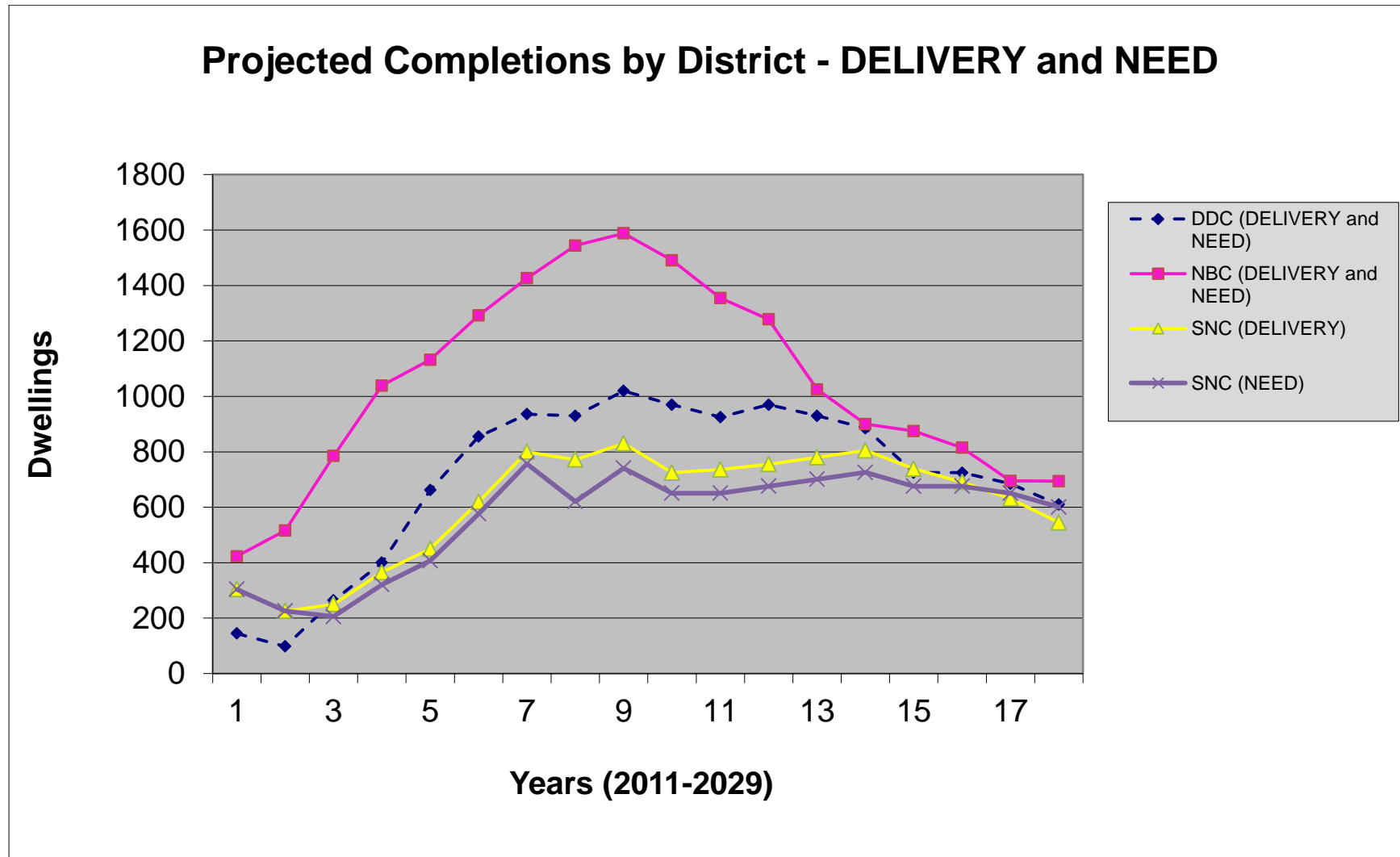
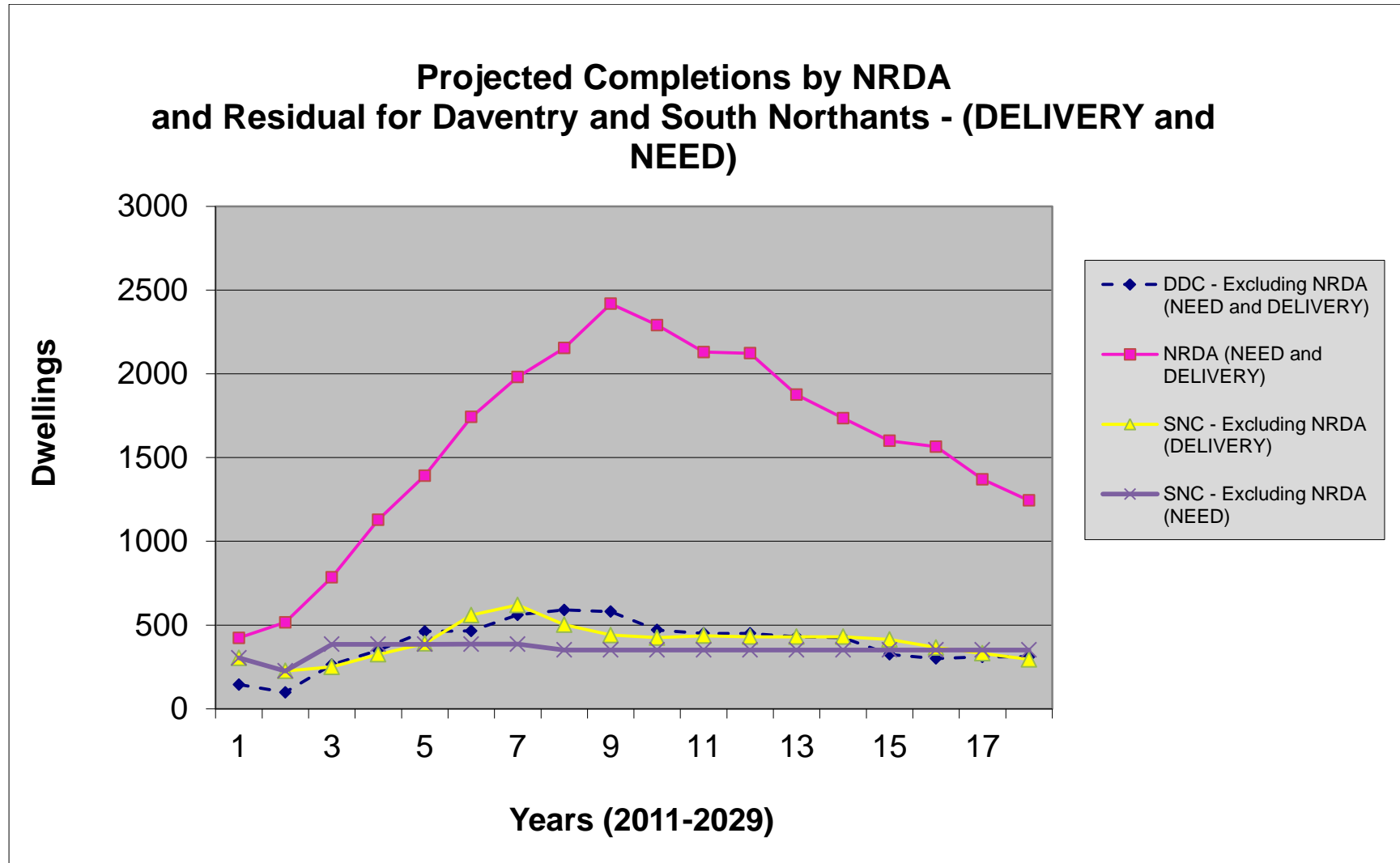


Chart 3: Delivery and Need by plan area



Appendix E: Comparison of past building rates with new proposed rates

- E.1 Table E1 sets out headline information on housing completions in West Northamptonshire to April 2013. It should be noted that the data for 2012-13 are provisional prior to the final reporting of housing completions in the Joint Authorities' Monitoring Report scheduled for publication in January 2014, although any revisions are likely to be minor.
- E.2 The East Midlands Regional Strategy remained in place at March 31st 2013 and was therefore extant for the period over which housing completions are reported in Table E1 below. To provide comparison against the housing targets in the East Midlands Regional Strategy (RSS), that data is presented using the definition of the 'Northampton Implementation Area'. When analysing historic information this terminology can be used interchangeably with the area defined as the 'Northampton Related Development Area' in the Joint Core Strategy that identifies specific locations to meet the housing needs of Northampton Borough in locations adjoining the Borough Boundary as part of the provisions of the Plan.
- E.3 The Housing Technical Paper prepared in support of the Proposed Changes to the Pre-Submission Joint Core Strategy (July 2012) provides a detailed assessment of performance against the now revoked East Midlands Regional Strategy housing targets.
- E.4 Attention in this Technical Paper is specifically drawn to the output of housing over the years 2011-12 and 2012-13 which provide additional information to that already published. Table E1 clearly demonstrates that whilst there was some recovery in the level of completions in the period 2011-12 further increase in output was not sustained in 2012-13; annual completions fell -2.5% between the two years. The Joint Planning Unit's 'Update: Housing Monitoring and the Housing Market'⁷ prepared as a supporting evidence for the Joint Core Strategy Examination provides more information and explanation for patterns of house building and transactions relevant to this period.

⁷ The document can be downloaded as item J32 in the Joint Core Strategy Examination Library here: http://www.westnorthamptonshirejpu.org/connect.ti/website/view?objectId=3418128#Section_J_JPU_Hearings_Docs

Table E1: Housing Completion 2001-13						
District Completions				Northampton Implementation Area ⁸		
	DDC ⁹	NBC ¹⁰	SNC ¹¹	Northampton Implementation Area	South Northamptonshire (excluding NIA)	Totals
2001-2	417	935	647	1084	498	1999
2002-3	435	581	993	1208	366	2009
2003-4	266	753	432	1009	175	1451
2004-5	247	1353	595	1623	325	2195
2005-6	360	1554	310	1626	238	2224
2006-7	295	1802	257	1824	235	2354
2007-8	319	983	248	1020	211	1550
2008-9	183	707	219	707	219	1109
2009-10	174	360	258	360	258	792
2010-11	158	322	207	322	207	687
2011-12	145	423	304	423	304	872
2012-13 ¹²	98	516	226	516	226	850
Total	3097	10289	4695	11722	3262	18081

⁸ The Northampton Implementation Area was undefined in the RSS, but the Grange Park Development Area in South Northamptonshire was allocated in the Adopted 1997 local plan to specifically meet the needs of Northampton. This is therefore accepted as being within the former Northampton implementation Area. Similarly Land north of Whitehills was allocated in Daventry District, but no dwellings have been completed on this site as yet.

⁹ DDC – Daventry District Council

¹⁰ NBC – Northampton Borough Council

¹¹ SNC – South Northamptonshire Council

¹² Figures are provisional until publication of the Joint Authorities' Monitoring Report, scheduled for January 2014