

BOROUGH OF KETTERING

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Report Originator	Head of Development Services	Fwd Plan Ref No:	
Wards Affected	All	23 November 2016	
Title	SITE SPECIFIC PART 2 LOCAL PLAN - HOUSING LAND ALLOCATIONS (VILLAGES)		

1. PURPOSE OF REPORT

To update Members on the assessment of sites for the allocation of housing land in the villages for inclusion in the draft Site Specific Part 2 Local Plan; and

For Members to endorse the 'next steps' as outlined in Section 5 and 6 of Appendix 1, attached to this report.

2. INFORMATION

- 2.1 The Site Specific Part 2 Local Plan (SSP2) will form part of the statutory North Northamptonshire Development Plan. The Development Plan, as it relates to Kettering Borough, will consist of the North Northamptonshire Joint Core Strategy (Part 1 Local Plan) adopted July 2016; the Kettering Borough Site Specific Part 2 Local Plan; the Kettering Town Centre Area Action Plan (July 2011); and any made Neighbourhood Plans.
- 2.2 The Joint Core Strategy (JCS) provides a set of strategic planning policies for Corby, Kettering and Wellingborough Borough Councils, and East Northamptonshire District Council. Whereas, the Site Specific Part 2 Local Plan (SSP2) will provide local planning policies to cover Kettering Borough, and include the identification of sites for housing, employment, gypsy and traveller accommodation, recreation and other land uses.
- 2.3 The JCS proposes a housing requirement for Kettering Borough for the period 2011-2031 of 10,400 dwellings, this equates to an annual average dwelling completion rate of 520 dwellings per annum. The distribution of new homes is set out in Table 1 below:

Table 1: JCS Housing Delivery in Named Settlements (information taken from Table 5 of the JCS)		
	Settlement	Housing Requirement (2011-31)
Growth Town	Kettering	6,190
Market Town	Burton Latimer	1,180
	Desborough	1,360
	Rothwell	1,190
Rural housing		480
Kettering Borough Total		10,400

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- 2.4 The above housing targets form the basis for calculating the housing land supply position for the Borough and the urban and rural settlements within it.
- 2.5 Members may recall that on 27th January 2016, a report was presented to update Members on the supply of housing necessary to meet the JCS requirements (Minute 15.PP.22 refers). Officers have prepared an update to the April 2015 base date report. This is provided in Table 2 below, focussing on the rural area, and updates the base date position to 1st April 2016.

Table 2: Housing numbers requirements 2011-2031

Settlement/ Category	JCS requirement 2011-2031	Completions 2011-16	Commitments 2011-16*	Residual JCS requirement	Windfall allowance	Residual JCS requirement
Kettering (inc. Barton Seagrave)	6,190	Refer to Planning Policy Committee report - Item 6, 1 st November 2016 for breakdown of figures for these towns				
Burton Latimer	1,180					
Desborough	1,360					
Rothwell	1,190					
Rural Area	480	83	104	293	150	143
Total	10,400					

*Commitments include sites with planning permission/ resolution to grant planning permission/ sites currently under construction.

- 2.6 The SSP2 will need to provide sufficient land to meet the housing requirements contained within the JCS. Through the earlier work on the Plan, a number of sites have advanced through this committee in September 2012 and January 2014 to be supported for allocation. There remains however a number of sites at various settlements within the Borough yet to be progressed towards allocation, and Officers have been undertaking further technical work to resolve their suitability. The results of the work for each of the four towns were considered at the Planning Policy Committee meeting on 1st November 2016.
- 2.7 The housing requirement for the rural area is set in the JCS as 480 dwellings for the plan period 2011-2031. Refer to Table 2 above (column 2 'JCS requirement 2011-2031').
- 2.8 The table also shows that since 2011, the rural area has experienced a number of sites coming forward for development. Between the period 1st April 2011 and 31st March 2016 there have been 83 new dwellings completed, this is shown in column 3 'Completions 2011-16'. In terms of existing commitments (where planning permission has been granted but plots are not started or complete), there are 104 dwellings. Refer to column 4 'Commitments 2011-16'. This therefore leaves a residual figure of 293 dwellings to meet the JCS requirement.

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2.9 The addition of a windfall allowance is also made within Table 2. Windfall allowance is defined in the National Planning Policy Framework (NPPF) as:

“Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.”

Paragraph 48 of the National Planning Policy Framework advises that:

“Local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to 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, and should not include residential gardens.”

2.10 The size threshold for sites to be allocated in the SSP2 is 0.25ha., so windfall sites are often small scale developments.

2.11 During the preparation of the JCS, officers undertook a detailed review of historic windfall delivery rates in the rural area for the previous 13 years. The work recognised the potential of reducing availability of windfall sites in the villages, the conclusion being that 10 dwellings per annum would be a reasonable allowance. Therefore, 10 dwellings per annum for the remaining period of the JCS (15 years), provides a windfall allowance of 150 dwellings. Refer to column 6 ‘Windfall allowance’. The addition of this windfall allowance therefore reduces the residual JCS requirement further, to 143 dwellings, column 7 of Table 2.

2.12 The rural sites that remain for consideration for allocation, discussed in Section 3 below and within Appendix 1 of this report, have the potential to provide in excess of 200 dwellings in total. However, it is unlikely that all of these sites will be allocated, or will deliver to the maximum density currently estimated. It does though suggest that the allocation of sites could supply sufficient land to meet the JCS requirement.

2.13 Four villages have currently been designated a Neighbourhood Plan area. It is recognised that residents should be encouraged to prepare Neighbourhood Plans for their areas, in support of the Localism agenda, and allocate land for development through their Neighbourhood Plans. Equally, other villages in the Borough continue to show an interest in Neighbourhood Planning, and they too should be given their chance to shape the environment in which they live, including through the allocation of land for housing development. The number of additional dwellings likely to be allocated through Neighbourhood Plans is difficult to predict at this stage. However, some account can be made in meeting the rural housing requirement through Neighbourhood Plans, without a risk that they will be in sufficient numbers to affect the urban focussed growth

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strategy of the JCS i.e. Growth Towns – Market Towns – Villages; or threaten a loss of character in the Borough's villages.

3. **IDENTIFICATION OF POTENTIAL RURAL HOUSING SITES**

- 3.1 As set out in paragraph 2.6 above, the process of identifying sites to date has been based on the emerging evidence base and the results of engagement with the public and other stakeholders on these matters.
- 3.2 At the meeting of this Committee on 30th January 2014, Members endorsed a series of next steps to enable Officers to proceed with the production of the plan document and entailed concluding on each of the sites and placing them into one of three broad categories. (Minute 13.PP.39 refers). These were sites that were:
- 1) Recommended to be progressed as housing allocations; or
 - 2) Require further identified work before concluding whether they should be progressed as housing allocations; or
 - 3) New sites (submitted during the Options stage consultation process) which were to be assessed against criteria set out in the Housing Allocations Background Paper.
- 3.3 The recent work that Officers have been undertaking has been to provide a further shortlist of potential sites. The results of this work are provided in summary form for each village at Appendix 1. The three largest villages (Broughton, Geddington and Mawsley) appear first, for reason of the number of sites and potential for cumulatively delivering higher levels of growth than the smaller villages. The other villages appear in alphabetical order. Maps are also provided which indicate the location and extent of the various sites under consideration. The maps will show the existing village boundaries and identify recent development sites or commitments, to provide context to the sites for consideration.
- 3.4 Sites at those villages not included were largely discounted based upon the roles of those villages, local need for housing, and constraints and characteristics identified through the preparation of the Kettering Borough Rural Masterplanning Report. The purpose of the Rural Masterplanning project was to develop a clearer understanding of the roles, functions, relationships, needs, aspirations and qualities of the built and natural environment to ensure any new development in villages respects and enhances the qualities of that village. The report considered the suitability and sustainability of settlements for accommodating growth.

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- 3.5 In accordance with Government guidance in considering sites, the emphasis is about sites being available, achievable and suitable. These criteria are explained below:
- Available - the issue is whether there is knowledge of any legal or ownership issues that might prevent the site's development. Generally, a site is considered to be available if the land owner has indicated that it will be released for development in a timely fashion. A site owned by a house builder should suggest greater certainty in this regard.
 - Achievable - the issue is whether there is confidence that the site will be developed during the period of the Local Plan.
 - Suitable - the issue is whether the development of the site would contribute to the creation of sustainable, mixed communities.
- 3.6 To this end, Officers have continued to use a detailed assessment process and relevant planning policy to make these judgements. This methodology is set out in the previous published housing background papers. The summaries on each site found in Appendix 1 highlight the considerations and conclusions coming out of this assessment work.
- 3.7 Other government guidance also specifies that in allocating sites to promote development, it should provide detail on form, scale, access and quantum of development, where appropriate. Therefore, in carrying out the assessment work Officers have contacted landowners/ site promoters for up-to-date information about their site and intentions to develop it.
- 3.8 Re-visiting the sites has highlighted, in some cases, where they are no longer available, or fresh issues have arisen requiring a degree of resolution prior to the sites being allocated within the Plan. Where this affects particular sites, this is highlighted in the summary sheets, as the sites may not become available, in the short term or within the life of the Plan.
- 3.9 Consultations with technical/statutory consultees have been on-going. Where there are outstanding issues to resolve, these are being discussed with both those consultees and the site promoters, in order to conclude if there are substantive issues to resolve at this allocations stage. This is also required for the purposes of identifying design/ development principles for sites which would be important to include in any allocation policy in the draft plan.
- 3.10 It is recognised that in some villages, a Neighbourhood Plan is being prepared. In some cases, housing sites being identified for allocation may be the same in both the SSP2 and the Neighbourhood Plan, equally, allocations may differ. At this stage in the preparation of the SSP2, and given that the neighbourhood plans are still working their way towards submission to the Council, it is considered prudent to retain those sites still being considered for allocation.

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This is until such time as there is a clearer understanding of the contents of the Neighbourhood Plans in those villages affected.

4 RECOMMENDED NEXT STEPS

- 4.1 A summary for each of the villages is provided at Appendix 1, and this sets out a number of recommendations to proceed with making further progress to the allocation of housing sites in those locations. It is recommended that the steps set out in Section 5 and 6 of Appendix 1, concerning the named villages should be endorsed so that this work is carried out and brought back for Members consideration at the earliest opportunity, where required.

5. CONSULTATION AND CUSTOMER IMPACT

- 5.1 The draft SSP2 will be subject to public consultation in due course. Prior to this, Members will be asked to agree evidence, the contents of the plan and the approach taken with respect to consultation.

6. POLICY IMPLICATIONS

- 6.1 The SSP2 will form part of the North Northamptonshire Development Plan and will guide the provision of sustainable growth in Kettering Borough.

7. USE OF RESOURCES

- 7.1 The preparation of the SSP2 contained in this report will be met within the existing Development Services Planning Policy budget.

8. RECOMMENDATION

It is recommended that:

- Members note the update given on the assessment of sites for allocation for housing in the emerging Site Specific Part 2 Local Plan; and
- Members endorse the 'next steps' outlined in Section 5 and 6 of Appendix 1 attached to this report.

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Contact Officer: Simon Richardson – Development Manager

Previous Reports/ Minutes:

Ref: Site Specific Part 2 Local Plan – Housing Land Allocations (Towns)

Date: 1st November 2016

Ref: Housing Land Supply

Date: 27th January 2016

Ref: Site Specific Proposals Local Development Document – Progress Update and Programme

Date: 2nd September 2015

Ref: Site Specific Proposals Local Development Document – Housing Allocations Assessment of Additional Sites and Update Consultation

Date: 30th January 2014

Ref: Site Specific Proposals Local Development Document – Housing Allocations Paper

Date: 30th September 2013

Ref: Site Specific Proposals Local Development Document – Options Paper

Date: 13th September 2012

Ref: Site Specific Proposals Local Development Document – Options Paper

Date: 4th September 2012

Ref: Site Specific Proposals Local Development Document – Options Paper Consultation

Date: 22nd February 2012