

Housing and Population Projections

Annex A



WNDC

A1 WNDC Planning Obligations Strategy: Housing Projections

A1.1 Introduction

The purpose of this note is to determine:

- the total number of new housing to be built within the WNDC areas between 2007 - 2026;
- the timing of development coming forward; and
- the total number of people (ie population growth) expected as a result of the new housing.

The resultant data will aid in giving a clearer picture of the quantity, type and location of the infrastructure requirement, as well as the timing of infrastructure delivery, and will assist in refining calculations for infrastructure costs.

A1.2 Population and Housing Projections for Northampton

A1.2.1 Defining the Northampton Implementation Area (NIA)

The Milton Keynes and South Midlands Sub-Regional Strategy requires that the majority of development in West Northamptonshire should be concentrated in the Northampton Implementation Area (NIA). The MKSM Sub-Regional Strategy does not define the area to be covered by the NIA but proposes that it covers Northampton Borough and neighbouring parts of Daventry and South Northamptonshire districts. The West Northamptonshire Joint Core Strategy has put forward the following two broad options for defining the NIA:

- Define the NIA as a wider policy area including the urban area and surrounding countryside and villages;
- Define the NIA as a tighter area just including the urban area and any land required to meet future growth requirements in specific directions.

Regardless of which option is progressed, it is reasonable to assume that the strategic housing requirement for the NIA will be met through a combination of urban regeneration, intensification and the identification of new sustainable urban extensions to Northampton. Whilst the new urban extensions might straddle the administrative boundary of Northampton and the neighbouring districts, our consideration of the infrastructure and service requirement must extend to the satisfactory functioning of Northampton as a whole. Therefore, for the purposes of this study, the NIA has been treated as the functional town of Northampton irrespective of administrative boundaries.

A1.2.2 Identifying a Total Housing Provision Figure for Northampton

The Draft Regional Plan requires that a total of 40,375 dwellings be built within the NIA between 2001 and 2026. Taking account of completions for 06/07 and those applications that have planning permission but are yet to be completed, 10,618 dwellings have already been delivered. The remaining strategic housing requirement for the NIA is therefore 29,757 dwellings to 2026. In calculating the total infrastructure requirement, it is assumed that the respective LPAs will allocate sufficient sites in their LDF to meet the minimum strategic housing requirement for the NIA to 2026.

To determine the total number of new housing likely to be subject to a standard charge requires consideration of WNDC's development control powers.

The Order giving the WNDC development control powers within its territory came into effect in 6 April 2006. The Order established the Corporation as the local planning authority for strategic planning applications for Northampton, Daventry and Towcester – in summary, more than 50 homes or 2500m² of business floorspace.

In Northampton's central area, given its strategic importance to the county, the WNDC is also responsible for determining most applications relevant to its purpose.

The responsibility for determining planning applications below the WNDC threshold remains with the LPA. Whilst such development will have an impact on infrastructure and service requirements, it is for the Borough to determine how this is to be addressed and the level of s106 contribution to be sought. As a result, such development is to be excluded from our calculation of the overall total housing provision likely to be subject to a standardised charge.

Taking account of the small scale windfalls sites within the Northampton Centre Area, and excluding strategic schemes that already have planning permission as well as those major developments (10+ to <50 dwellings) below the WNDC threshold, provides a figure of 27,025 additional dwellings, on which a planning obligation towards infrastructure and service provision can be levied for Northampton / NIA.

A1.2.3 The Timing of Development Coming Forward

The Annual Monitoring Report (AMR) for Northampton Borough Council records the number of housing completions for the NIA over the 2001 to 2007 period. These are set out in Table 1.1 below:

Table 1.1 Housing Completions 2001 to 2007

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	Total
Northampton NIA	1,084	1,208	1,009	1,623	1,626	1,857	8,407
Annual Housing Requirement	1,300	1,300	1,300	1,300	1,300	1,450	7,950

The AMR demonstrates that, within the NIA, cumulative housing completions over the past six years exceeded the annual housing requirement for the same period, despite the relatively poor performance to 2003/04. The improvement in housing performance is attributed to completions on a number of major development schemes including Grange Park, St Crispins and Upton.

The housing projection for the NIA, provided in **Table 1.4**, shows that the good performance of the past three years, when set against the annual housing requirement, is unlikely to be replicated going forward. Housing completions are projected to peak at 1,552 in 2011/12 and steadily decrease thereafter to around 982 dwellings from 2015/16 onwards. This decrease in housing completions also coincides with an increase in the annualised housing requirement, from 1,450 to 1,775 dwellings. Based upon the current housing projections, there will be a significant shortfall of around 14,843 dwellings within the plan period, which will require additional urban extensions or new identified urban capacity sites.

It is assumed that the Joint Planning Unit will identify, through the Northampton Implementation Area Development Plan Document (DPD), sufficient housing allocation sites to meet the projected shortfall in the strategic housing requirement.

The timeframe for adoption of the DPD is currently programmed for February 2011 (Joint Local Development Scheme March 2007). Assuming no slippage occurs against the joint LDS timeframe, it is likely that such sites could begin delivering housing by 2012/13. With respect to the current projection (**Table 1.4**), this is likely to result in an increase in housing completions from 2013/14 onward. The level of increase and the timing of development coming forward will depend on the balance to be struck between a number of competing requirements, including:

- the constraints placed upon existing urban capacity through demand for employment land;
- PPS3, which states that the priority for development should be previously developed land (para. 36);
- the need to meet the growth requirements of the RSS; and
- the need to meet any housing backlog experienced as a result of poor performance to 2012/13.

The likely result of these competing requirements is that the bulk of development will be towards the end of the plan period.

The three scenarios for the timing of housing development coming forward within the NIA are outlined in **Table 1.2** below.

Table 1.2 Phasing of Housing Development to 2026

	01/06	06/11	11/16	16/21	21/26
Phasing Based on Draft RSS	6,500	7,250	8,875	8,875	8,875
Phasing Based on Housing Projection July 2007	6,550	6,952	6,204	4,910	920
Phasing Based on Housing Projection and Adopted NIA DPD	6,550	6,952	7,342	9,477	920

A1.2.4 Population Estimates/Projections

The Department for Communities and Local Government (DCLG) has produced 2004-based population estimates/projections for the East Midlands Region, which includes an estimate of average household size for 2006 to 2026 at five year intervals. Given the size of Northampton's population, it is reasonable to assume that trends in average household size within the NIA will be comparable to the regional estimates for East Midlands over

the same period. An estimate of the total population growth expected as a result of the new housing within the NIA has been produced using the projected phasing of housing coming forward from **Table 1.2** (minus completions for 06/07 and those projected developments below the WNDC threshold), multiplied by the DCLG average household size. This is set out in **Table 1.3** below.

Table 1.3 Total population growth for WNDC Development within the NIA to 2026

	07/11	11/16	16/21	21/26	Total
Average Household Size*	2.31	2.25	2.19	2.14	
Phasing Based on Housing Projection and Adopted NIA DPD**	4,323***	6,722	8,857	9,334	29,236***
Total Population Growth	9,986	15,125	19,397	19,975	64,483

*Source: DCLG 2004-based: Household Estimates/Projections

** Includes only housing projections above the WNDC threshold

*** Includes commitments PP & UC of 2,211 dwellings

Table 1.4 Total Projected Net Additional Dwellings by Year for Northampton

	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/26	Total
Small Scale Sites/ Windfalls (>10)	169	124	124	124	124	124	124	124	124	124	124	124	124	124	720	2,501
Large Scale/Windfall Sites (10+<50)	151		40	40												231
Northampton Town Centre (>10)		127	18													145
Dallington Grange				350	350	350	350	350	350	280	280	280	280	280		3,500
St Crispin's*	190	160	100	40												490
Upton Phase 1*	326	294	218	95												933
Upton Lodge (Excl Norwood Farm)				126	168	156	200	128	112	146	146	146	146	146		1,620
Upton Park										162	162	162	162	162		810
Princess Marina Hospital			50	150	150	150	50									550
Castle Station					180	180	180									540
Freeschool Street			100	50	50	50										250
Emmanuel School		63	63													126
British Timken		50	150	150	130											480
Nunn Mills			50	200	200	200	200	200	150							1,200
Harvey Reeves Road			100													100
Ransome Road			50	100	100	100	100	100	100	50	50	50	50	50		900
East of Upton Way			90													90
Bective Road*		100	55													155
Sixfields District Centre										140	140	140	140	140		700
Pineham					100	100	100	100	100	40	40	40	40	40		700
Adnitt Road*	54															54
David Wilson Homes										40	40	40	40	40		200
Newport Paguel Road	50	25														75
St Edmunds Hospital*		43	42												200	285
Hawkins Shoe Factory*	52															52
Talavera Way*	50	50														100
Talbot Road*	52															52
Wellingborough Road*		41	55	55												151
Woolmonger Street*	65															65
Guildhall Road*	40															40
Cotton End*	34															34
Strategic Housing Allocation	1,450	1,450	1,450	1,450	1,775	1,775	1,775	1,775	1,775	1,775	1,775	1,775	1,775	1,775	8,875	40,375
Total Projected Completions	1,233	1,077	1,305	1,480	1,552	1,410	1,304	1,002	936	982	982	982	982	982	920	17,129
Cumulative Completions From 01/02	9,640	10,717	12,022	13,502	15,054	16,464	17,768	18,770	19,706	20,688	21,670	22,652	23,634	24,616	25,536	

Source: Northampton Borough Council and Northamptonshire County Council July 2007.

Note: *Commitments including PP and UC

A1.3 Population and Housing Projections for Daventry Town

A1.3.1 Identifying a Total Housing Provision Figure for Daventry Town

The Milton Keynes and South Midlands Sub-Regional Strategy identifies Daventry as a Sub-Regional centre and a focus for development. The draft Regional Spatial Strategy has set a total housing requirement for Daventry District of 13,500 dwellings between 2001 and 2026. Taking account of completions for 06/07, as well as those applications that have planning permission but are yet to be completed, leaves a residual of 10,377 dwellings still to be delivered by 2026. Whilst the forthcoming LDF will contain new housing allocations to meet the strategic requirement, it is expected that the vast majority of new housing will be allocated to Daventry Town.

To derive a total housing provision figure for Daventry Town requires consideration of the housing projection prepared by the District Council, provided at **Table 1.6**. This demonstrates that the Council anticipates 1,729 dwellings to be provided for within the rural area of the District within the plan period, based on past completions. This figure, along with sites within Daventry Town below the WNDC threshold, can then be subtracted from the strategic housing requirement residual given above. This gives a total housing provision figure for Daventry Town of 8,171 additional dwellings, against which a planning obligation towards infrastructure and services can be levied.

It should be noted that site allocations for the urban extension of Daventry Town are likely to extend beyond the WNDC administrative boundary, and as such, will be considered by both WNDC and the Daventry Council. However, our consideration of the infrastructure and service requirement must extend to the satisfactory functioning of Daventry Town as a whole. Therefore, for the purpose of the study, any urban expansion is to be considered as part of the functional town of Daventry irrespective of administrative boundaries.

A1.3.2 The Timing of Development Coming Forward

The housing projection in **Table 1.6** includes the Council's assumptions on urban extensions to Daventry Town as a result of new housing allocations being identified through the emerging LDF. As a result, the housing projection indicates that yearly completion rates in the District are likely to be comparable to the annualised strategic housing requirement, with the urban extensions beginning to contribute towards completions during 2009/10. This timing is heavily dependant upon the Core Strategy and Daventry Town DPD being adopted in line with the programme outlined in the current joint Local Development Scheme (March 2007). However, there is presently no reason to assume that the timing of development coming forward will differ significantly from that proposed in the housing projection.

The overall shortfall in housing provision occurs as a result of the Council's projection extending only to 2021. However, it is anticipated that sufficient new housing allocations will be identified through the LDF to meet the strategic requirements to 2026.

A1.3.3 Population Estimates/Projections

The Department for Communities and Local Government provides 2004-based population estimates/projections for the East Midlands Region, which includes an estimate of average household size for 2006 to 2026 at five year intervals. An estimate of the total population growth expected as a result of the new housing within Daventry Town has been produced using the projected phasing of housing coming forward from **Table 1.6** (adjusted to take account of WNDC attributed development), multiplied by the DCLG average household size (adjusted to take account of Daventry Town average household size given in 2001 Census data). **Table 1.5** provides a summation of the projected phasing of development within Daventry Town to 2026.

Table 1.5 Total Population Growth for Daventry Town to 2026

	07/11	11/16	16/21	21/26	Total
Average Household Size*	2.40	2.34	2.28	2.23	
Phasing based on Housing Projection**	2,118***	2,260	2,070	2,074	8,522***
Total Population Growth	5,083	5,288	4,724	4,625	19,720

* DCLG 2004-based average household size estimates adjusted by a factor of 1.04

** Includes only housing projections above the WNDC threshold

*** Includes commitments PP and UC of 351 dwellings

Table 1.6 Total Projected Net Additional Dwellings by Year for Daventry District, particularly Daventry Town Centre

	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/26	Total
Rural Windfall Sites	91	91	91	91	91	91	91	91	91	91	91	91	91	91	455	1,729
Urban Capacity and Windfall Sites	26	26	25	25	25	25	25	25	25	25	25	25	25	25	125	477
Outstanding Planning Permissions (excluding Middlemore)*	288	207	206													701
Middlemore*	96	110	98	99												403
Town Centre – North of High Street	90															90
Town Centre – Canal Side					15	25	110									150
Other Town Centre			169	100	100	60										429
Urban Extension – East of Welton Lane			90	90	90	90	90	90	90	74	74	74	74	74		1,000
Urban Extension – North of A45 The Marches		25	150	150	100	100	100	100	100	140	140	140	140	140		1,525
Urban Extension – Long Buckby Road		50	200	200	200	200	200	200	200	200	200	200	200	200		2,450
Strategic Housing Allocation	540	540	540	540	540	540	540	540	540	540	540	540	540	540	2,700	13,500
Total Projected Completions	591	509	1,029	755	621	591	616	506	506	530	530	530	530	530	580	8,954
Cumulative Completions from 01/02	2,610	3,119	4,148	4,903	5,524	6,115	6,731	7,237	7,743	8,273	8,803	9,333	9,863	10,393	10,973	

Source: Northamptonshire County Council and Daventry District Council ARM 2005/06

*Commitments including PP and UC

A1.3 Population and Housing Projections for Towcester

A1.4.1 Housing Projections

The strategic housing requirement for South Northamptonshire is 8,250 dwellings by 2026. Completions for the period 01/02 to 06/07, as well as commitments, amounts to 1,987 dwellings across the District. This leaves a residual requirement of 6,263 dwellings by 2026. To derive a total housing provision figure for Towcester requires consideration of the housing projection prepared by South Northamptonshire Council, provided at **Table 1.9**. This indicates that 1,620 dwellings are to be provided for within the rest of the District. It also suggests there will be a shortfall of some 1,267 dwellings against the strategic housing requirement for the plan period to 2026. Council planning staff members have indicated that the Council intends to allocate sufficient housing sites in the emerging LDF to meet this shortfall, and that it is most likely to be allocated to sites outside of Towcester.

Taking account of dwellings to be provided for within the rest of the District over the plan period, and those below the WNDC threshold, the total housing figure for Towcester is likely to be of 3,166 additional dwellings, against which a planning obligation towards infrastructure and services can be levied.

A1.4.2 The Timing of Development Coming Forward

The housing projection in **Table 1.9** includes the Council's assumptions on an urban extension to Towcester as a result of new housing allocations being identified through the emerging LDF. The Council's Local Development Scheme indicates that the Site Specific Allocations DPD is to be adopted by June 2008. However, given that the joint Core Strategy for the three West Northamptonshire LPAs is unlikely to be adopted until February 2011, we assume that the programme for the Site Specific

Allocations DPD will be amended to reflect this. The proposed timing for the completion rates of the Towcester extension will therefore, also change. As a result, housing completions within the extension site(s) are more likely to be delivered starting in 2012/13.

The two scenarios for the timing of housing development coming forward within Towcester are outlined in **Table 1.7** below.

A1.4.3 Population Estimates/Projections

The Department for Communities and Local Government provides 2004-based population estimates/projections for the East Midlands Region, which includes an estimate of average household size for 2006 to 2026 at five year intervals. An estimate of the total population growth expected as a result of the new housing within Towcester has been produced using the projected phasing of housing coming forward from **Table 1.7** above (adjusted to take account of WNDC attributed development), multiplied by the DCLG average household size (adjusted to take account of Towcester average household size given in 2001 Census data). **Table 1.8** provides a summation of the projected phasing of development within Towcester to 2026.

Table 1.7 Phasing of Housing Development to 2026

	07/11	11/16	16/21	21/26	Total
Phasing Based on Housing Projection July 2007	558	1,320	985	760	
Phasing Based on Housing Projection & Site Specific Allocations DPD being adopted in 2011	251	1,030	1,105	1,130	8,522***

Table 1.8 Total population growth for Towcester to 2026

	07/11	11/16	16/21	21/26	Total
Average Household Size*	2.42	2.36	2.30	2.25	
Phasing based on Housing Projection and adoption of Site Specific Allocations DPD in 2011**	111***	980	1,085	1,030	3,206
Total Population Growth	269	2,313	2,496	2,318	7,396

* DCLG 2004-based average household size estimates adjusted by a factor of 1.05

** Includes only housing projections above the WNDC threshold

*** Includes commitments PP and UC of 40 dwellings

Table 1.9 Total Projected Net Additional Dwellings by Year for South Northamptonshire, particularly Towcester

	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/26	Total
Small Scale/ Windfalls (>10)	20	20	20	20	10	10	10	10	10	2	2	2	2	2	10	150
Large Scale/ Windfalls (10+<50)		5	40	15												60
BAE Marconi Burcote Road		30	11	30	30											101
Water Lane*	40															40
Towcester Extension			50	150	250	250	250	250	250	195	195	195	195	195	750	3,175
Rest of the District	167	175	248	250	210	185	190	65	65	13	13	13	13	13		1,620
Strategic Housing Allocation	330	330	330	330	330	330	330	330	330	330	330	330	330	330	1,650	8,250
Total Projected Completions	227	230	369	465	500	445	450	325	325	210	210	210	210	210	760	5,146
Cumulative Completions from 01/02	2,064	2,294	2,663	3,128	3,628	4,073	4,523	4,848	5,173	5,383	5,593	5,803	6,013	6,223	6,983	

Source: Northamptonshire County Council

*Commitments including PP and UC

A1.5 Conclusions

We have undertaken an assessment of housing projections for the three West Northamptonshire LPAs in an effort to derive a total housing figure likely to be subject to WNDC determination. A key consideration in devising a Planning Obligations Strategy for WNDC will be to ensure timely and sufficient infrastructure and service provision is made to match housing delivery. Our assessment has therefore, considered both the likely timing of development coming forward over the plan period to 2026 and an estimate of population growth over the same time periods, which will assist in refining calculations for the quantity of infrastructure provision required. The summary of our findings is provided in Table 1.10 below. These figures are exclusive of commitments including PP and UC.

Table 1.10 Summary of Findings into Housing and Population Projections for WNDC

	07/11	11/16	16/21	21/26	Total
Total Additional Dwellings					
NIA	2,112	6,722	8,857	9,334	27,025
Daventry Town	1,767	2,260	2,070	2,074	8,171
Towcester	71	980	1,085	1,030	3,166
Totals	3,950	9,962	12,012	12,438	38,362
Total Population Growth					
NIA	4,879	15,125	19,397	19,975	59,376
Daventry Town	4,241	5,288	4,724	4,625	18,878
Towcester	172	2,313	2,496	2,318	7,299
Totals	9,292	22,726	26,617	26,918	85,553



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