

# Brigstock Housing Needs 2011-2031

## 1 Introduction

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Only a draft Neighbourhood Plan that meets each of a set of basic conditions can be put to a referendum and be made. One of these basic conditions requires the neighbourhood plan to be in general conformity with the strategic policies contained in the local plan for the area.

For the purposes of the Brigstock Neighbourhood Plan, the Local Plan comprises the North Northamptonshire Joint Core Strategy and the Rural North Oundle and Thrapston Plan.

The Brigstock Neighbourhood Plan should not promote less development than set out in the Local Plan or undermine its strategic policies. This report considers the scale of housing provision for the Brigstock Neighbourhood Plan within the context of the North Northamptonshire Joint Core Strategy and the Rural North Oundle and Thrapston Plan.

## 2 North Northamptonshire Joint Core Strategy

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The strategic part (Part 1) of the Local (Development) Plan is largely prepared by the North Northamptonshire Joint Planning Unit. The first Core Spatial Strategy (CSS) was adopted in 2008 and covered the period to 2021. It is currently being reviewed to take account of progress and to plan forward to 2031. The review has also responded to the Government's reforms to the planning system, including the National Planning Policy Framework (NPPF) and the revocation of Regional Plans.

The North Northamptonshire Joint Core Strategy (2011-20131) was submitted to the Secretary of State for Examination on 31 July 2015. A number of proposed Main Modifications have arisen during the examination process. They have been endorsed by the North Northamptonshire Joint Committee and the Planning Inspector confirmed that he is content that the draft schedule of Main Modifications was satisfactory for public consultation. Consultation on the Modifications ended on 16 March 2016 and the responses will be provided to the Examination Inspector, who will consider them in completing his examination of the Joint Core Strategy. Assuming that no further hearing sessions or consultation on additional Main Modifications are required, it is estimated that the Inspector's report could be available in June 2016.

In view of the advanced progress made by the Core Spatial Strategy review it is sensible to consider the housing provision for the Brigstock Neighbourhood Plan in the context of the emerging North Northamptonshire Joint Core Strategy 2011 - 2031.

The emerging North Northamptonshire Joint Core Strategy's housing provision for East Northamptonshire equates to 2,100 dwellings (420 dwellings per year) over the period 2011-2031. The rural housing requirement for the district is 820 dwellings over the plan period.

The scale of development in an individual village, such as Brigstock, other than small scale infill opportunities, will be led by locally identified employment, housing, infrastructure and service requirements and dependent upon the form, character and setting of the village and its proximity to larger settlements. Opportunities for development to meet specific local needs may be identified through the Brigstock Neighbourhood Plan.

In order to create sustainable, inclusive and mixed communities, the housing requirements should deliver a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. Policy 30 of the emerging North Northamptonshire Joint Core Strategy sets out the overall approach that will be taken in considering the size and tenure of new housing and in encouraging development to meet the needs of particular groups. Neighbourhood Plans may identify more specific requirements for particular locations.

The Core Strategy requires the mix of house types within a development to reflect the need to accommodate smaller households with an emphasis on the provision of small and medium sized dwellings (1-3 bedrooms) including, where appropriate, dwellings designed for older people. The house types on new development should also take account of the existing housing stock within the settlement in order to address any gaps in provision and to avoid an over-concentration of a single type of housing where this would adversely affect the character or infrastructure of the area.

New dwellings must meet Category 2 of the proposed National Accessibility Standards as a minimum.

In Brigstock, on private sector developments of 11 or more dwellings (or 0.3 hectares or more of land) 40% of total dwellings should be affordable.

### **3 Rural North Oundle and Thrapston Plan**

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Site specific Development Plan Documents and the policies map, which together form Part 2 of the Local Plan, are prepared by the East Northamptonshire District Council Planning Policy Team. For Brigstock, Part 2 of the Local Plan consists of the Rural North Oundle and Thrapston Plan (adopted July 2011), covering all of the District north of the A14.

The adoption of the Rural North Oundle and Thrapston Plan pre-dates the National Planning Policy Framework, so parts of the Plan are out-of-date. Further, important changes to planning rules have been introduced nationally which allow certain types of development and changes of use to proceed without having to apply for planning permission.

Upon adoption, the North Northamptonshire Joint Core Strategy (2011-2031) will replace the majority of the adopted Local Plan policies, including Policy 1 of the Rural North Oundle and Thrapston Plan which provides an overarching spatial development strategy, including settlement hierarchy, for the area.

## 4 Housing Supply

Of the 820 dwellings planned for rural East Northamptonshire for the period 2011 to 2031, 274 have already been built (at 31 March 2015) and there are 241 dwellings committed. A further 11 dwellings are identified as an allocation in Titchmarch and 76 houses are anticipated to be delivered through building on unallocated sites.

14 new homes have been built in Brigstock over the period 2011 to 2016. There are a further 11 new homes in the pipeline.

Planning Application Reference	Description	Address	Dwellings (net)	Status at 31 March 2016
10/01410/FUL	Change of use from Carers accommodation ancillary to main dwelling to separate residential unit	Stable Cottage, 25 Park Walk	1	Completed
11/01341/FUL	Erection of 2 no. new dwellings	Land Adjacent Honey Bun Hill, Newtown	2	Completed
12/00905/FUL	Erection of detached Three bedroom dwelling with integral double garage	Pumping Station Site Rear Of 16, Stanion Road	1	Completed
13/01331/REM	Demolition of garages and construction of 1 No.2 bed, 3 person bungalow	Garage Block Adjacent 23, Barnards Way	1	Completed
12/01862/FUL	Demolition of existing building to the rear, conversion	43, High Street	8	3 Completed 2 Under-construction

Planning Application Reference	Description	Address	Dwellings (net)	Status at 31 March 2016
	of buildings and new buildings to form 8 no. dwellings			<u>3 Not started</u>
14/00006/FUL	Erection of 4 bedroom dwelling with integral garage (Plot 1)	Pumping Station Site Rear of 16, Stanion Road	1	Completed
14/01221/FUL	Exchange of house type to provide a detached dwelling and garage.	Pumping Station Site Rear of 16, Stanion Road	1	Completed
14/01990/FUL	Proposed new dwelling	42, High Street	1	Application Permitted
14/02182/REM	Reserved matters: Erection of four dwellings and upgrade of Newtown (Resubmission of application 11/00450/OUT) pursuant to planning permission 11/01347/OUT dated 22/03/2012	Allotment Gardens, Newtown	4	Completed
16/00125/FUL	Erection of one and a half storey residential dwelling, conversion of an existing outbuilding and means of access onto The Syke (resubmission pursuant to planning application 15/01596/FUL)	Property Between No 4 And Stable Barn Stable Hill	1	Application Permitted
15/02276/FUL	Dwelling with off-road parking for both new and existing dwellings. Alterations to elevations to existing dwelling	10 Sandlands Avenue	1	Application Permitted

Planning Application Reference	Description	Address	Dwellings (net)	Status at 31 March 2016
15/01725/FUL	Erection of two semi-detached dwellings with car parking facilities	Allotment Gardens, Newtown	2	Started
15/01735/FUL	Conversion of single dwelling into two dwellings including internal and external alterations	6 Stable Hill	1	Application Permitted

On 2 April 2015, East Northamptonshire District Council refused outline planning permission (Ref: 14/02372/OUT) for the demolition of a buried reservoir and residential development of 110 houses with access and associated infrastructure at land off Benefield Road and Old Dry Lane Brigstock. The applicants- Gladman Developments have appealed against that decision and a public inquiry is programmed for July 2016.

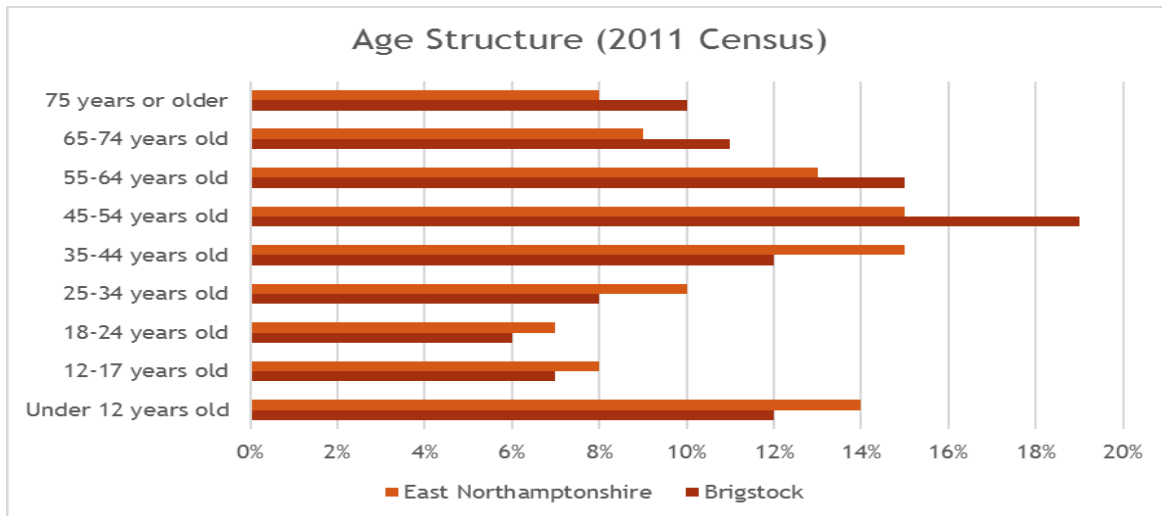
## 5 Population and Housing

At the time of the 2011 Census, Brigstock had 1,357 residents living in 591 households.

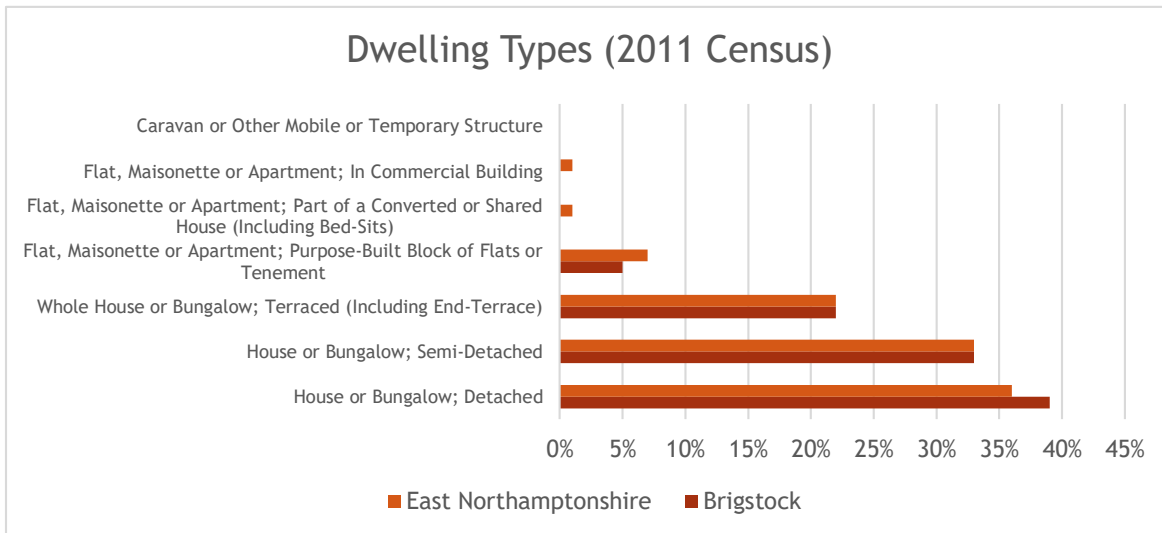
Brigstock parish provides for 1.7% of East Northamptonshire district's dwellings and 7.1% of the dwellings in the district's rural area. Applying the same proportion to the 820 dwellings planned for rural East Northamptonshire would suggest that the provision for Brigstock would be 58 homes for the period 2011 to 2031.

2011 Census	Brigstock	East Northamptonshire (Brigstock %)	East Northamptonshire rural area (Brigstock %)
Resident population	1,357	86,765 (1.6%)	20,260 (6.7%)
Households	591	35,662 (1.7%)	8,357 (7.1%)
Dwellings	623	37,326 (1.7%)	8,776 (7.1%)

55% of Brigstock's population were aged over 45 compared with the East Northamptonshire district average of 45%.



There was a slightly higher proportion of detached dwellings and slightly fewer purpose-built flats compared with East Northamptonshire district.



## 6 Strategic Housing Land Availability

Local authorities are required to carry out a Strategic Housing Land Availability Assessment (SHLAA) to identify future sources of land for housing. These assessments are a key component of the evidence base to support the delivery of sufficient land for housing to meet the community's need for more homes.

The 2011 North Northamptonshire Strategic Housing Land Availability Assessment presents the results of an objective assessment of potential housing sites submitted to the Joint Planning Unit during a 'call for sites' in July 2010 together with sites from the previous SHLAA.

All 583 sites identified for potential housing have been assessed and categorised. Category 1 sites are those that perform well against most of the defined assessment

criteria and are affected by the least amount of constraints. Category 2 sites are those that face a moderate level of constraints but are still likely to be deliverable/achievable. Category 3 sites have a greater number of constraints and perform least well against the assessment criteria. Category 4 is used to flag the potential available from 'broad locations' which, in the context of this SHLAA, consists of sites within and/or adjacent to the consented and non-consented sustainable urban extensions as identified in the adopted Core Strategy.

The SHLAA identifies eight sites in Brigstock (see Appendix 2) with a total potential yield of 406 dwellings.

Site Reference	Address	Land Type	Yield (dwellings)	Category
973	Land on the west side of Grafton Road, Brigstock	Greenfield	61	2
974	Land on the east side of Grafton Road, Brigstock	Greenfield	17	2
1005	Land adjacent to Lyvenden Road, Brigstock	Greenfield	76	2
1093	Woodland Pytchley Hunt Kennels	Previously Developed Land	63	2
2211	Land off Old Dry Lane	Greenfield	52	2
457	43 High Street	Previously Developed Land	10	3
951	Land off Church Street and Grafton Road	Greenfield	5	3
1101	Land off Stanion Road	Greenfield	122	3

Site reference 457 has permission for the demolition of an existing building, the conversion of buildings and new buildings to form 8 dwellings (Ref: 12/01862/FUL). Development has commenced.

Site reference 2211 is the subject of the Gladman Developments appeal referred to above, although the appeal site is much larger.

## 7 Services, Facilities and Infrastructure

Planning policies should aim for a balance of land uses within the area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities. Where practical, key facilities such as primary schools and local shops should be located within walking distance of most properties.

The table below identifies the range of key services and facilities in Brigstock.

Service/facility	Name
Primary school	Brigstock Latham's Church of England School
GP surgery	Brigstock Surgery
Pharmacy	Brigstock Surgery
General store	Central England Co-op Brigstock convenience store
Post Office	Brigstock Newsagent
Community hall	Brigstock Village Hall
Place of worship	St Andrews Church Brigstock United Reformed Church
Library	x
Sports and recreation ground	Brigstock Cricket Club
Public house	The Green Dragon Olde Three Cocks
A daytime (i.e. 7am to 6pm) bus service, Monday-Saturday with a frequency of at least once an hour	Cenrebus 8 Corby - Kettering via Stanion and Geddington
Local businesses	Brigstock Sawmill Pressure Treatment Services Collings Brothers CAS Nationwide



In connection with the proposed Gladman development, Northamptonshire Highways advised that the village has a limited number of facilities which can be accessed by sustainable modes.

We have contacted Anglian Water regarding the scale of development in Brigstock and the capacity of the existing sewerage network to accommodate housing growth. Comments are awaited.

Brigstock does not have a secondary school. In terms of primary education facilities, it is uncertain whether the existing primary school could be increased in capacity without feasibility studies carried out, and should it not be possible to extend the existing school, Northamptonshire County Council has confirmed that the next primary school would be located in Stanion, 2.6 miles away.

We have contacted Lakeside Healthcare who run the Brigstock Surgery regarding the capacity of healthcare services to accommodate housing growth. Comments are awaited.

## 8 Market Signals

### 8.1 House Prices

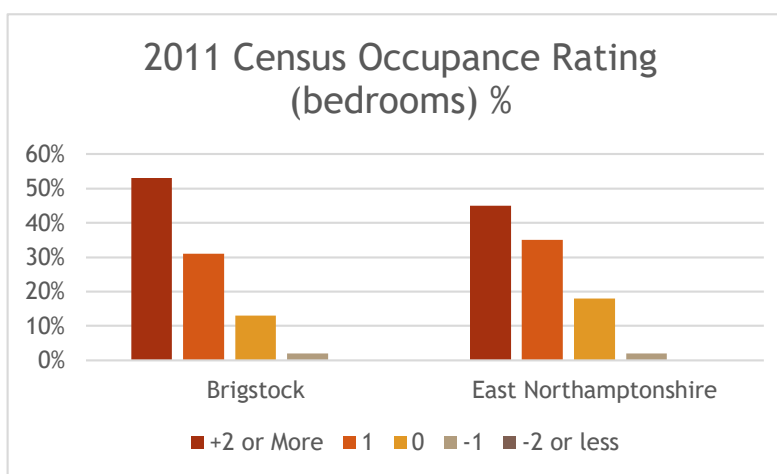
Brigstock, with an overall average price of £305,295 paid (April 2016) was more expensive than nearby Stanion (£239,307) and Thrapston (£192,927), but similar in price to Geddington (£297,339). Higher prices may indicate an imbalance between the demand for and the supply of housing. Rents also provide an indication of the cost of consuming housing in the area, but there is insufficient activity in Brigstock to compare.

### 8.2 Overcrowding

Indicators on overcrowding, concealed and sharing households, homelessness and the numbers in temporary accommodation demonstrate un-met need for housing.

Occupancy rating provides a measure of whether a household's accommodation is overcrowded or under occupied. The ages of the household members and

their relationships to each other are used to derive the number of rooms/bedrooms they require, based on a standard formula. The number of bedrooms required is subtracted from the number of bedrooms in the household's accommodation to obtain



the occupancy rating. An occupancy rating of -1 implies that a household has one fewer room/bedroom than required, whereas +1 implies that they have one more room/bedroom than the standard requirement.

Brigstock shows higher levels of under-occupancy than the district as a whole, there is very little difference in terms of over-crowding. The 2011 Census shows that no dwellings in the parish had more than one household living in it.

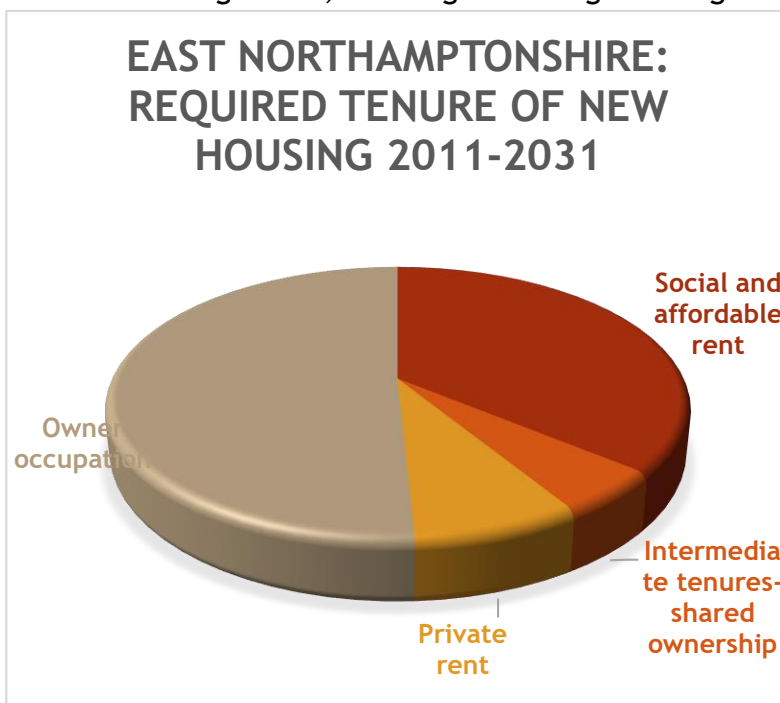
## 9 Housing Need

To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, we need to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes).

### 9.1 Strategic Housing Market Assessment

Local planning authorities are required to prepare a Strategic Housing Market Assessment (SHMA) to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period.

The General and Older Persons' housing requirements of the 2012 SHMA for the North Northamptonshire Joint Planning Unit (NNJPU) and its constituent authorities was updated in 2014.



The most pressing issue over the next 20 years is the growth in older households with only Corby showing a growth of under 40%. The largest growth is East Northamptonshire.

The largest housing requirement for East Northamptonshire, 2011-31, is for 1 bedroom properties followed by 3 bedroom properties. Overall, under this scenario, the greatest need in East Northamptonshire will be for Market Housing 2011-31 (58.81%), most of which will be for owner-occupied dwellings.

## 9.2 Household Composition

Using data from the 2011 Census Household Lifestage table for Brigstock parish and comparing this with East Northamptonshire district overall shows that Brigstock has a higher proportion of older, but a lower proportion of Cohabiting couples.

Household Composition	Brigstock	East Northamptonshire District
All Households	591	35,662
One Person Household; Total	27%	26%
One Person Household; Aged 65 and Over	15%	11%
One Person Household; Other	12%	15%
One Family Only; Total	69%	70%
One Family Only; All Aged 65 and Over	11%	9%
One Family Only; Married Couple; Total	40%	40%
One Family Only; Married Couple; No Children	17%	16%
One Family Only; Married Couple; One Dependent Child	6%	6%
One Family Only; Married Couple; Two or More Dependent Children	12%	11%
One Family Only; Married Couple; All Children Non-Dependent	6%	6%
One Family Only; Cohabiting Couple; Total	9%	12%
One Family Only; Cohabiting Couple; No Children	7%	6%
One Family Only; Cohabiting Couple; One Dependent Child	1%	2%

One Family Only; Cohabiting Couple; Two or More Dependent Children	1%	2%
One Family Only; Cohabiting Couple; All Children Non-Dependent	1%	1%
One Family Only; Lone Parent; Total	9%	9%
One Family Only; Lone Parent; One Dependent Child	3%	3%
One Family Only; Lone Parent; Two or More Dependent Children	2%	3%
One Family Only; Lone Parent; All Children Non-Dependent	4%	3%
Other Household Types; Total	4%	5%
Other Household Types; With One Dependent Child	1%	1%
Other Household Types; With Two or More Dependent Children	1%	1%
Other Household Types; Other	3%	3%

Numbers may not add up due to rounding

Overall, Brigstock has a high proportion of older households suggesting a greater need for downsizer housing. Housing will also be needed in for older empty nester households not downsizing, but staying to under-occupy their family houses- as evidenced by the 2011 Census occupancy rating. In which case more family houses will be needed to replace those that do not become available for the families that will emerge.

### 9.3 People wishing to build their own homes

The Government wants to enable more people to build their own home and wants to make this form of housing a mainstream housing option. Additional local demand, over and above current levels of delivery can be identified from the 'Need-a-Plot' information available from the Self Build Portal. However, this suggests that there is no evidence for this form of housing in Brigstock or the surrounding area.

### 9.4 Council House Waiting List

East Northamptonshire District Council no longer keeps a waiting list for each area. People are on a main waiting list and then put forward a "bid" if they are interested in particular vacancies as and when they arise. Looking back at the vacancy pattern for the last few years, there is little demand for the sheltered flats- mainly because they are small and most people are downsizing from family accommodation. Demand

for two bedroom bungalows is relatively high on average, but demand for family accommodation is fairly low. Again this is affected by the profile of the existing stock which is mainly small sheltered flats or three-bedroom houses and following the introduction of the bedroom tax demand is for two-bedroom properties.

### 9.5 2016 Housing Needs Survey

In order to find out the extent of housing need, Northamptonshire Rural Housing Association (NRHA) undertook a Housing Needs Survey of the village to identify whether or not the housing needs of local people are being met. The survey was being carried out at the request of Brigstock Parish Council and East Northamptonshire District Council.

Around 650 survey forms were delivered to every household in the Parish of Brigstock in early December 2015 on behalf of NRHA. The return date for the survey was 15 January 2016 and returns were made via a freepost envelope directly to NRHA. 146 forms were returned.

This study investigated the immediate and imminent local needs for housing within Brigstock; identifying which housing types are most required in order to sustain the local growing community. Thus, allowing local people to continue living in the Parish, in suitable and affordable homes. In addition, the survey has ascertained residents' views with regard to life in the Parish and has identified support for local needs housing, which would contribute to the sustainability of Brigstock's local community.

The survey identified a small need for shared-ownership and open market properties, as well as one rented property:

- Six respondents were each assessed as being in need of a two-bed shared ownership house
- Two respondents were each assessed as being in need of a two-bed bungalow for open market sale
- One respondent was assessed as being in need of a three-bed detached house for open market sale
- One respondent was assessed as being in need of a two-bed bungalow for affordable rent

## 10 Community Consultation

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Early in 2016, as part of the preparation of the Brigstock Neighbourhood Plan, the Parish Council prepared a questionnaire seeking the views of local people on the main issues facing the parish. The questionnaire was circulated to all households and businesses in the parish and 305 questionnaires were returned.

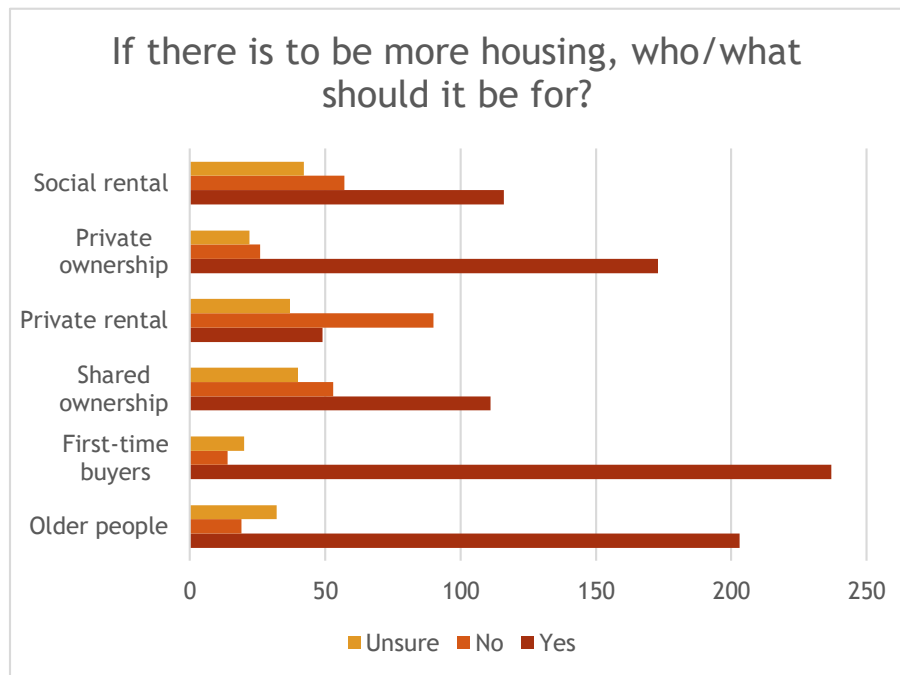
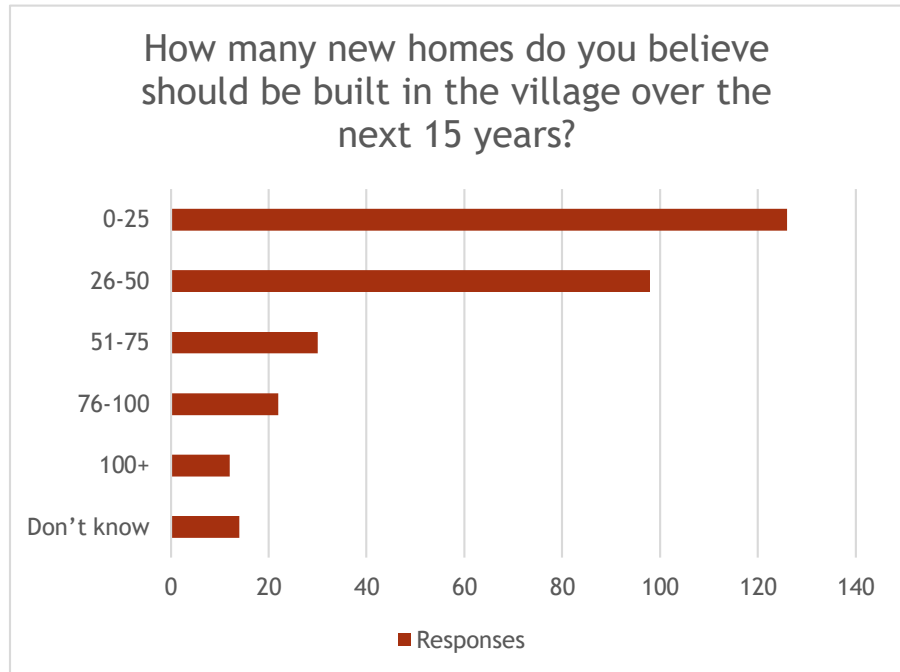
The questionnaire invited people to consider the amount and type of new housing required.

42% of respondents wanted to see less than 25 new homes built over the next 15 years while 33% thought that between 26 and 50 new homes should be built.

In terms of housing mix and tenure, local people supported the provision of housing to meet the needs of first-time buyers and older people. Shared ownership, social rented and owner-occupied housing was supported. There was limited support for private rented housing.

Only 29% of respondents agreed that the Neighbourhood Plan should make provision to allow planning permission to be granted for affordable housing on 'Rural Exception Sites', i.e. sites outside the Settlement Boundary

that would not normally be released for private market housing. 44% did not want to see 'Rural Exception' sites and 27% were unsure.



## 11 Conclusion

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In view of the advanced progress made by the Core Spatial Strategy review it is sensible to consider the housing provision for the Brigstock Neighbourhood Plan in the context of the emerging North Northamptonshire Joint Core Strategy 2011 - 2031. The Brigstock Neighbourhood Plan must be in general conformity with the strategic policies of the emerging Core Strategy and cannot promote less development or undermine its strategic policies.

Although the Core Strategy has no specific housing provision for Brigstock, the parish lies within the rural area of East Northamptonshire where there is a requirement for 820 dwellings over the plan period.

A housing provision of around 60 dwellings over the period 2011 - 2031 in Brigstock would be proportionate to the overall requirement for rural East Northamptonshire. Taking account of the 25 houses already built or in the pipeline, the residual requirement that the Brigstock Neighbourhood Plan would need to plan for would be around 35 new homes. It is a level of growth that is suitable for the level of services and facilities in Brigstock, and allows the village to respond positively to identified housing need issues- especially the need for housing for older people and first-time buyers. Further consultation will be required with the Education Authority and Brigstock Primary School, Lakeside Healthcare and the Clinical Commissioning Group, as well as Anglian Water to ensure that there is sufficient infrastructure capacity to cope with this level of house-building.

The building of 35 additional new homes would seem to have a reasonable level of support from the local community. There are sufficient sites available to meet this requirement. If this requirement were to be provided in the form of one, or more, site(s) of 11 dwellings or more, it would yield 14 affordable homes that could meet the housing needs identified by Northamptonshire Rural Housing Association's Housing Needs Survey of the village. It could also mean that there would be no immediate need to provide for a Rural Exception site for affordable housing, although the Neighbourhood Plan should be flexible to respond to future needs. Further flexibility can be achieved if the Neighbourhood Plan allows for housing development on 'windfall' sites within an updated Brigstock Settlement Boundary in accordance with the Rural North Oundle and Thrapston Plan.

It should be noted, that should the appeal against the refusal of outline planning permission for the development of 110 houses at land off Benefield Road and Old Dry Lane be allowed, the housing requirement will have been met. In this scenario, the Neighbourhood Plan would need to consider the future of the remaining greenfield land that lies between Old Dry Lane and Benefield road, south of the A6116.

In terms of housing mix and tenure, the Core Strategy is likely to require the mix of house types within new development to reflect the need for smaller households with

an emphasis on the provision of small and medium sized dwellings (1-3 bedrooms) including homes designed for older people. This will be particularly important in Brigstock, which already has a slightly older population, more detached homes and higher levels of under-occupancy than the district average. The focus on smaller homes has the support of local residents and feedback from Northamptonshire Rural Housing Association's recent Housing Needs Survey of the village.



## Appendix 1: 2011 North Northamptonshire Strategic Housing Land Availability Assessment (Brigstock Inset)

