

Evidence Document (August 2022)

Report on past housing delivery/indicative dwelling requirement for Uppingham

This note considers the past performance of housing delivery for Uppingham and the County, with reference to the adopted Development Plan, the existing Neighbourhood Plan and draws on recently published material for the Local Plan Review.

1. Outline of relevant content from the Development Plan

A) RCC Core Strategy (CS) and Site Allocations & Policies DPD

CS (July 2011) The Plan Period is 16 years (to 2026)

CS 3 Settlement Hierarchy - Uppingham is a "Small Town"

2.17 Uppingham will be able to support development of a moderate scale appropriate to the size of the town.

CS 4 Location of development - Uppingham will be a focus for more moderate growth mostly on allocated sites to the west or north west of the town. Uppingham has the capacity to accommodate about 16 dwellings per annum up to 2026.

The housing requirement and distribution

3.8 Table 2 shows the housing requirement in Rutland up to 2026.

Table 2: Housing Requirement in Rutland

Requirement	
Housing requirement 2006-2026 (20 years @ 150 dwellings per annum)	3,000
Net completions 2006-2010	532
Existing commitments at 1 st April 2010 ⁽¹⁾	549
Remaining requirement 2010-2026	1,919

Notes:

1) Existing commitments including outstanding permissions and sites under construction as 1st April 2010 from Rutland County Council monitoring

Distribution of housing in Rutland

3.15 The distribution of housing in Rutland will follow the Spatial Strategy Policy CS2 in accordance with the settlement hierarchy and the principles for the location of development policies CS3 and CS4. 34

3.16 Housing development will be predominantly focused in Oakham in order to support delivery of the sustainable urban to the north west of Oakham. Detailed phasing and management of the release of allocated sites will be set out in a Supplementary Planning Document and the Site Allocations and Policies DPD.

CS 9 Provision and distribution of new housing

Provision will be made for 3,000 new dwellings over the period 2006-2026.

As of 1st April 2010 at least 1,930 new dwellings will be made available in accordance with the following distribution:

About 70% of new housing (about 1,350 new dwellings) will be located within and adjoining Oakham and Uppingham, of which:

80% will be in Oakham (about 1,100 dwellings or 69 per annum)

*20% in Uppingham (about **250** dwellings or 16 dwellings per annum - dpa)*

Notes

(NB 20% of 1350 is 270, not 250, the higher figure equates to 17 dpa rather than 16).

Information provided by RCC states that Uppingham should provide 14% of the overall (county wide) dwelling requirement (1930) which is 270 dwellings

The County provision is 3000 dwellings, equivalent to an annual rate of 188/year in Rutland.

Delivery

3.20 The housing trajectory (Appendix 1) sets out the predicted levels of supply year on year up to 2026. The housing trajectory sets out what has been achieved to date and the future delivery of housing. The trajectory shows that most strategic development in the plan period 2012-2022 will predominantly be focused in Oakham. Detailed phasing of housing development will be set out in a masterplan for the strategic allocation and the Site Allocations and Development Control Policies DPD. See Appendix A of this report.*

B) Site Allocations & Policies DPD (October 2014)

*1.18 The **Uppingham Neighbourhood Plan** proposes extensions to the Planned Limits of Development (PLD) to allow for allocations of land for housing to deliver 170 new dwellings. The UNP makes it clear that this is in addition to existing commitments and allowances for future rates of housing development. The PLD is also extended to include a 3 hectare site for employment on land east of Uppingham Gate.*

Sites for residential development and phasing

4.6 The Core Strategy provides for a total of 3,000 new homes to be provided in the plan period 2006-2026. A summary of the housing requirement in Rutland is set out Table 1 below. The remaining requirement at 1st April 2012 is for a total of 741 new homes to be provided in the period to 2026.

4.9 In Uppingham, an assessment of the potential contribution to housing delivery from windfall sites has been made, again after taking account of housing commitments as at 1st April 2012. Based on this assessment, a minimum of 160 additional new dwellings will be required at approximately 11 dwellings per annum.

4.10 No new housing sites are allocated in Uppingham. It is intended that any new sites for housing development in Uppingham will be allocated in the Uppingham Neighbourhood Plan. This has been subject to separate local consultation, examination and referendum through the neighbourhood planning process.

4.11 The Preferred Options version of the Site Allocations and Policies DPD identified three potential housing allocations in Uppingham totalling about 160 new dwellings to meet the

3. Analysis

The published figures suggest an underperformance in housing delivery. For **Uppingham**, although 216 dwellings were completed between 2006/07 and 2020/21, the existing NP included a figure of at least 170 new dwellings for the period 2013 to 2026 (excluding windfall sites). The table shows that over that period 135 dwellings have been completed, but this figure includes some windfall sites.

In the 2020 Small Sites Windfall Assessment Report Uppingham contributed 10% of windfall between 2006 and 2020 – 54 dwellings (annual average of 4/year). Over the lifetime of the NP to date i.e. 2013 to 2022 (using figures recorded to 2018/19 and averages for the other 3 years) 22 dwellings were built on windfall sites. The annual contribution is reducing.

These figures suggest that the total number of dwellings built on non-windfall sites is just over 100. These comprise 104 (75+29) dwellings on the recent Bloors development, off Leicester Road. There is, therefore, a potential shortfall of 70 dwellings/completions on the NP requirement of 170 (albeit that this applies to the whole NP period up to 2026). **RCC figures suggest that only 8.5% of completions were achieved in Uppingham, against the intended 14% anticipated. Across the county there was an over-performance which equated to 168 dwellings per annum, higher than the Core Strategy requirement of 150 dwellings per year. Underperformance in Uppingham may related to the time taken for the current Neighbourhood Plan to be adopted and allocations to come forward, but there will also be other external factors in play. Whatever the reasons, this underpins the importance of the review of the NP. There is clear implication that the existing and potential shortfall completions should be addressed. In addition to the possibility of the higher annual build rates of 160 and 190, this may be a further argument to support an increase in the dwelling requirement of 431 (401 net) for Uppingham suggested in I &O consultation.**

The Issues & Options consultation report states that “*..over the period 2006 to 2021, approximately 60% of all dwellings were completed in Oakham and Uppingham, which was below Core Strategy Spatial Strategy and Settlement Hierarchy target of 70%*”.

If, for example, the Core Strategy distribution target of 14% for Uppingham was increased to 16%, arguably not strategically significant, the indicative dwelling requirement increases from 431 (401 net) to 492 (461 net). An 18% share result in a requirement of 554 (523 net).

This would take pressure off the “Larger Villages” (which have an obligation to provide 20% of the total) and the “Other Villages” (which have an obligation to provide 20% of the total) and would arguably result in a more sustainable form of development.

Similarly, the planned split of the requirement for the two large towns (80% for Oakham and 20% for Uppingham) could be amended to 75% and 25% without any adverse strategic impact. Even with the minimum dwelling requirement of 2156 (70% of 3080) That would result in a requirement of 539 for Uppingham.

The NP review is occurring at a time when Rutland does not have a sufficient supply of deliverable sites to meet the five year requirement of 746 dwellings **and can only demonstrate a 4.1 year supply** when looking at the Local Housing Need figure. See: 5 Year Land Supply & Developable Housing Land Supply 2022/23 - 2026/27 (May 2022).

<https://www.rutland.gov.uk/my-services/planning-and-building-control/planning/housing-supply/>

4. Conclusion

The above suggests that the current RCC IDR for the Uppingham NP is low, and that once the new Local Plan is in place, it would need increasing to at least 400 (net) and possibly up to 460 dwellings.

Further increases would result from only small percentage changes in the share of new development that is directed to Uppingham. It would be reasonable for Uppingham to take 16% or 18% of the overall Rutland requirement, rather than the 14% which is derived from the (now aging) Core Strategy, which in any event has not been achieved. Similarly, the split of the requirement for the larger towns, between Oakham and Uppingham could be amended from an 80/20 to a 75/25 split without prejudice to strategic interests.

There is also the issue that past development rates in Uppingham have been lower than expected and that the contribution from windfall sites has fallen. With respect to the latter, the extent of the Conservation Area, the needs of Uppingham School and other heritage/landscape related constraints, may limit future windfall opportunities.

*Given sight of an earlier version of this paper, RCC officers have commented: "...in the past there has been under-performance in Uppingham against the Core Strategy target of 14% for the town. The proposals seek to deliver more than the minimum set by RCC's indicative housing requirement to enable further growth of the town. The proposed growth would contribute 17.5% when compared to the minimum set out in the Rutland Local Plan Issues and Options, assuming no allowance is made for further windfalls. **This level of growth is still considered to be in general conformity to the adopted strategic policies set out in Rutland's development plan.**" (my highlighting)*

It is noted that the RCC IDR methodology is not set in stone and the Nov. 2021 Cabinet Report includes the statement:

"17. It will be for Neighbourhood Plans to consider an appropriate buffer on top of the indicative housing supply figure to ensure choice and competition in the market for land and allow for contingency and any other factors. Again, there should be compelling evidence to justify the scale of any proposed buffer or the non-inclusion of a buffer."

Taking into account the above evidence and arguments and noting the current lack of a 5-year housing land supply in Rutland, it is argued that, for Uppingham, there is "*compelling evidence*" for an increased buffer, as suggested in the final sentence of Para. 17 of the Cabinet Report.

It is also pertinent that work on the NP review to date has demonstrated the potential for development of new housing sites in Uppingham, albeit in a phased manner, to benefit the town, Rutland as a whole and increase the supply of housing in line with government policy.

In commenting on this paper, RCC Officers also stated that "...it needs to be made clear to the public that the draft NP plans growth beyond the minimum required. In addition, it is also important to note that further supply on top of the proposed numbers will come from policy compliant applications ("windfalls") being granted over the plan period." The NPAG agrees that in consultation, the proposed level of new development should be set out clearly and explained as part of the Reg. 14 Consultation in the Draft NP.

Core Strategy Development Plan Document
 Appendix 1 – Housing supply and trajectory

	2006-2026										Housing Trajectory										
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	Totals
Past completions - Allocated Sites	35	0	3	12																	50
Past completions - Unallocated Sites	123	127	124	108																	482
Projections - Allocated Sites					12	0	30	29													71
Projections - Unallocated Sites					62	57	64	89	107	67											446
Projections - SHLAA Sites					0	25	97	98	86	88	88	88	88	88	88	88	88	88	88	88	1275
Total Past completions	158	127	127	120																	532
Total Projected Completions					74	82	131	216	133	155	88	88	88	88	88	88	88	88	88	88	1792
Cumulative Completions	158	285	412	532	606	688	879	1095	1238	1443	1531	1619	1707	1795	1883	1971	2059	2147	2235	2324	
Plan base date Cumulative Completions	158	285	412	532	606	688	879	1095	1238	1443	1531	1619	1707	1795	1883	1971	2059	2147	2235	2324	
PLAN - Strategic Allocation (annualised)	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	3000
MONITOR - No. of dwellings above or below cumulative allocation	8	-15	-38	-68	-144	-212	-171	-105	-62	-57	-118	-181	-243	-305	-367	-429	-491	-553	-615	-676	
MANAGE - annual requirement taking account of past/projected completions	150	143	144	145	150	154	152	147	143	142	147	153	162	172	186	206	225	284	383	676	