Creaton Neighbourhood Plan

2025-2043

CREATON NEIGHBOURHOOD PLAN

Contents

FOREWORD

Within the Localism Act introduced in 2011, there is provision for communities to shape their own future at a local level through the preparation of a Neighbourhood Plan. The Parish Council had considered undertaking a Neighbourhood Plan for some time, and on 30 July 2015 West Northamptonshire Council approved the Parish as a Designated Area for the purposes of undertaking a Neighbourhood Plan. It was in early 2023 that the Parish Council made the decision to move forward with this opportunity

As well as time spent gathering evidence through the examination of strategic documents, the Neighbourhood Plan Advisory Committee has carried out many hours of consultation with residents. This work has resulted in a Plan which you are now invited to read and which sets out a vision for the Parish which will help to ensure that it continues to develop as a vibrant community whilst retaining its rural character for future generations.

This Plan has been produced by a Neighbourhood Plan Advisory Committee and members of Theme Groups, including Parish Councillors and community representatives. It is appropriate to record thanks to all of those who contributed to the development of the Neighbourhood Plan for the benefit of the community.

Once the Plan has been 'made' following a favourable referendum, the Creaton Neighbourhood Plan will take its place alongside the West Northamptonshire Local Plan as the reference point for the determination of planning applications across the District. The Neighbourhood Plan covers the period 2025 – 2043, in line with the emerging Local Plan.

As well as the built environment, the Plan also considers environmental issues, community facilities and services, as well as transport and employment, all of which are important to the quality of life in Creaton during the years up to 2043 and beyond.

The Parish of Creaton is an attractive and popular place in which to live and work, and the contribution from people who care about their community and want to make it better for generations to come is greatly appreciated.

The Creaton Neighbourhood sub-committee of the Parish Council was made up of eight members, namely Richard Hollingum, Lucy Kimbell, Tom Kimbell, Louisa Norrie, Chris Reading, Bill Warden, Ross Watts and Geoff White. We benefitted greatly by additional help from Tim Bridges and James Hill. We were patiently guided through the often laborious process, by Gary Kirk and John Martin of YourLocale, for whose tireless work we are much indebted.

Chris Reading
Chair
Creaton Neighbourhood Plan Advisory Committee

1. Introduction

This is the Pre-Submission version of the Neighbourhood Plan for Creaton Parish. It has been prepared by the Creaton Neighbourhood Plan Advisory Committee together with the support Theme Groups which have helped to prepare the evidence base in support of the draft policies. This organisation has brought together members of the local community and Parish Councillors and has been led by the Parish Council.

A Neighbourhood Plan is a type of planning document that gives local people greater control and say over how their community develops and evolves. It is an opportunity for local people to create a framework for delivering a sustainable future for the benefit of all who live or work in that community, or who visit it.

As the Plain English Guide to the Localism Act 2011 states, “Instead of local people being told what to do, the Government thinks that local communities should have genuine opportunities to influence the future of the places where they live”.

A neighbourhood plan can be general or more detailed, depending on what local people want. However, they must have regard for national planning policies and be prepared in a prescribed manner. In addition, they should be in general conformity with the strategic policies in the development plan (here the West Northamptonshire Joint Core Strategy 2014 and The Settlements and Countryside Local Plan (Part 2) for Daventry District 2011-2029 (2020).

Comments received through the pre-submission consultation process will be taken on board and agreed changes to the Neighbourhood Plan will be made prior to Submission to West Northamptonshire Council.

After being ‘Made’, each time a planning decision has to be taken by West Northamptonshire Council, or any other body, they will be required to refer to the Neighbourhood Plan (alongside the West Northamptonshire’s own Core Strategy and other relevant documents) and check whether the proposed development is in accordance with the policies the community has developed.

2. How the Neighbourhood Plan fits into the Planning System

The right for communities to prepare Neighbourhood Plans was established through the Localism Act 2011, which set out the general rules governing their preparation.

A Neighbourhood Plan forms part of the statutory Development Plan for the area in which it is prepared. This statutory status means that it must be taken into account when considering planning decisions affecting that area.

A Neighbourhood Plan is not prepared in isolation. It also needs to be in general conformity with relevant national and authority-wide (i.e. West Northamptonshire) planning policies.

For Creaton, the most significant planning documents are the West Northamptonshire Joint Core Strategy and Daventry Part 2 Local Plan alongside the Northamptonshire Minerals and Waste Local Plan. These documents set out the strategic planning framework for future development up to 2043. It contains a number of policies and objectives which are relevant to Creaton and which the Plan must be in general conformity with. These policies and objectives span issues such as the provision and location of new housing; providing strong and sustainable communities; protecting and enhancing historic character and local distinctiveness whilst protecting and enhancing natural habitats; and providing transport systems that reduce the need to travel. The Neighbourhood Plan is in general conformity with the policies contained in these documents.

Also important is the National Planning Policy Framework (NPPF) updated in December 2024. This sets out the Government's planning policies for England and how these are expected to be applied. The NPPF requires the planning system (including Neighbourhood Plans) to promote sustainable development and details three dimensions to that development: an economic dimension – they should contribute to economic development; a social dimension – they should support strong, vibrant and healthy communities by providing the right supply of housing and creating a high quality-built environment with accessible local services and an environmental dimension – they should contribute to protecting and enhancing the natural, built and historic environment. In addition, Neighbourhood Plans must be compatible with that European Union (EU) legislation that is now absorbed into English law. Particular obligations which pertain to the neighbourhood planning process are those relating to Strategic Environmental Assessments, protected European Habitats and Human Rights Legislation.

Full details of how the Plan complies with these legislative requirements will be set out in the Basic Conditions Statement which will be part of the submission package once the Plan has reached that stage. These policies are specific to Creaton and reflect the needs and aspirations of the community.

3. The Plan, its vision, aims and what we want it to achieve

Neighbourhood planning enables communities to produce their own planning policies for West Northamptonshire Council to take into account when determining planning applications in the Parish. They add local detail to broader strategic policies and can include anything for which planning permission is required.

The vision for Creaton is as follows:

'In 2043 Creaton will be a sustainable and thriving rural community with the distinctive local environment of the village and surrounding countryside robustly and successfully safeguarded and will have done what it can to mitigate the impact of climate change. Creaton will have retained its rural nature, open spaces and 'green' character and any new development will be consistent with the rural nature of the village'.

This vision will be achieved by

- Maintaining the high-quality natural environment with protected wildlife interests.
- Ensuring that any new infill development is planned to be beneficial to the sustainable population growth of the Parish, matching it to support current amenities, e.g. the village hall.
- Retaining and enhancing the character and appeal of the existing Conservation Area and unique assets of the parish, including footpaths, open green spaces and community and recreational facilities.
- Endorsing developments in environmentally acceptable locations that have a positive effect on the sustainability and environment of the parish.
- Promoting the existing local economy including small businesses and farming. Encouraging, where applicable, new small businesses to the area to benefit the people of the Parish and to provide employment opportunities.
- Endorsing highways policies that ensure any potential increase in traffic volume is controlled in order to maintain the character of the parish and the safety of the residents and visitors.

It is important to note that when using the Plan to form a view on a development proposal or a policy issue the whole document, and its policies must be considered together.

While every effort has been made to make the main parts of this Plan easy to read and understand, the wording of the actual policies is necessarily more formal, so that it complies with statutory requirements.

The Plan will be kept under review and may change over time in response to new and changing needs.

4. How the Plan was prepared

The Parish Council decided to undertake the formulation of a Neighbourhood Plan for Creaton In early 2023 and appointed an Advisory Committee to take the process forward. The Parish Council appointed neighbourhood plan consultants 'Yourlocale' to advise and assist the Advisory Committee.

The mandate was to drive the process, consult with the local community, gather evidence to support the development of policies and deliver the plan.

The whole of the Parish was designated as a neighbourhood area by West Northamptonshire Council on 30 July 2015

An open event was organised by the Parish Council which took place on 13 April 2024. In total, 27 people attended the event.

There was strong support for the draft Vision Statement. Themes that were elaborated on throughout the consultation emerged here – the need for affordable housing and the importance of having a School. The rural nature of the Parish was highlighted and a request that the vision should make reference to the community shop, families and the need for a School.

Views were mixed on design issues, with support for imaginative design and housing that does not conform to the norm. The need for bungalows and adequate parking was highlighted. Residents gave their views on a range of house types.

Comments repeated ongoing concerns for suitable parking arrangements, affordable housing and the importance of the School. Other comments made related to the need for eco-sustainability and for new housing to be low cost and smaller, suitable for older residents and young families. The desire to limit new development to no more than 10 dwellings was expressed.

Residents expressed a view as to where new housing development might be suitable and where it might be inappropriate.

Environment comments included the importance of wildlife and of retaining access to the countryside. Providing better links and facilities for cyclists and walkers was also mentioned, along with a need to widen the footpath along the A5199and improving verges.

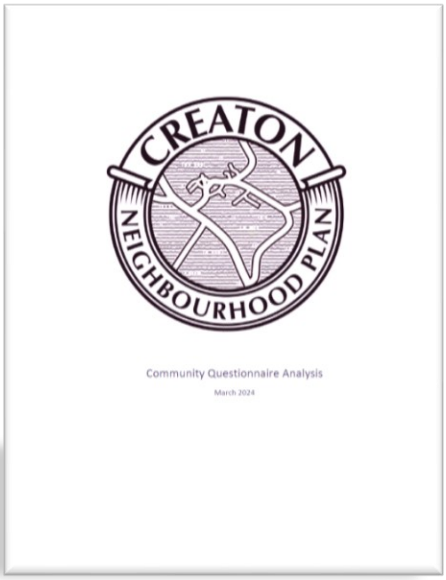
Attendees identified the best views and areas of recreation within the Parish in an exercise available on the day.

In the community facilities section, people drew attention to the need for a School and other facilities such as allotments and an orchard were also referenced. The importance of existing community facilities was highlighted, and one person commented on the need for bus shelters. The new owners of Highgate House were urged to run a café for residents.

Cars speeding and parking problems were raised as transport issues, along with the need for off-street parking and traffic calming measures. The need to fix potholes was also raised.

People commented on the gates and façade of Highgate House as heritage features to be protected.

A questionnaire was produced by the Advisory Committee and delivered to each household in the parish during early spring 2024 and was available by hard copy and electronically. 110 responses were received, representing a return of over 22% of the adult population and up to 56% of households in the parish.



Many comments were made which are detailed in the policy section of this Neighbourhood Plan and as an appendix to the consultation statement which is to be included with the Neighbourhood Plan documentation on submission.

Once background information such as socio-economic data and design guidance had been gathered, work concentrated on considering environmental aspects of the Neighbourhood Plan. Work then focused on the housing and sustainability policies. This work continued into 2025, and it was through this process that the draft polices and supporting evidence emerged.

On xx xxxx a further Drop-in Event was held in the Village Hall to allow Parishioners to view draft policy statements and make their comments on the Plan.

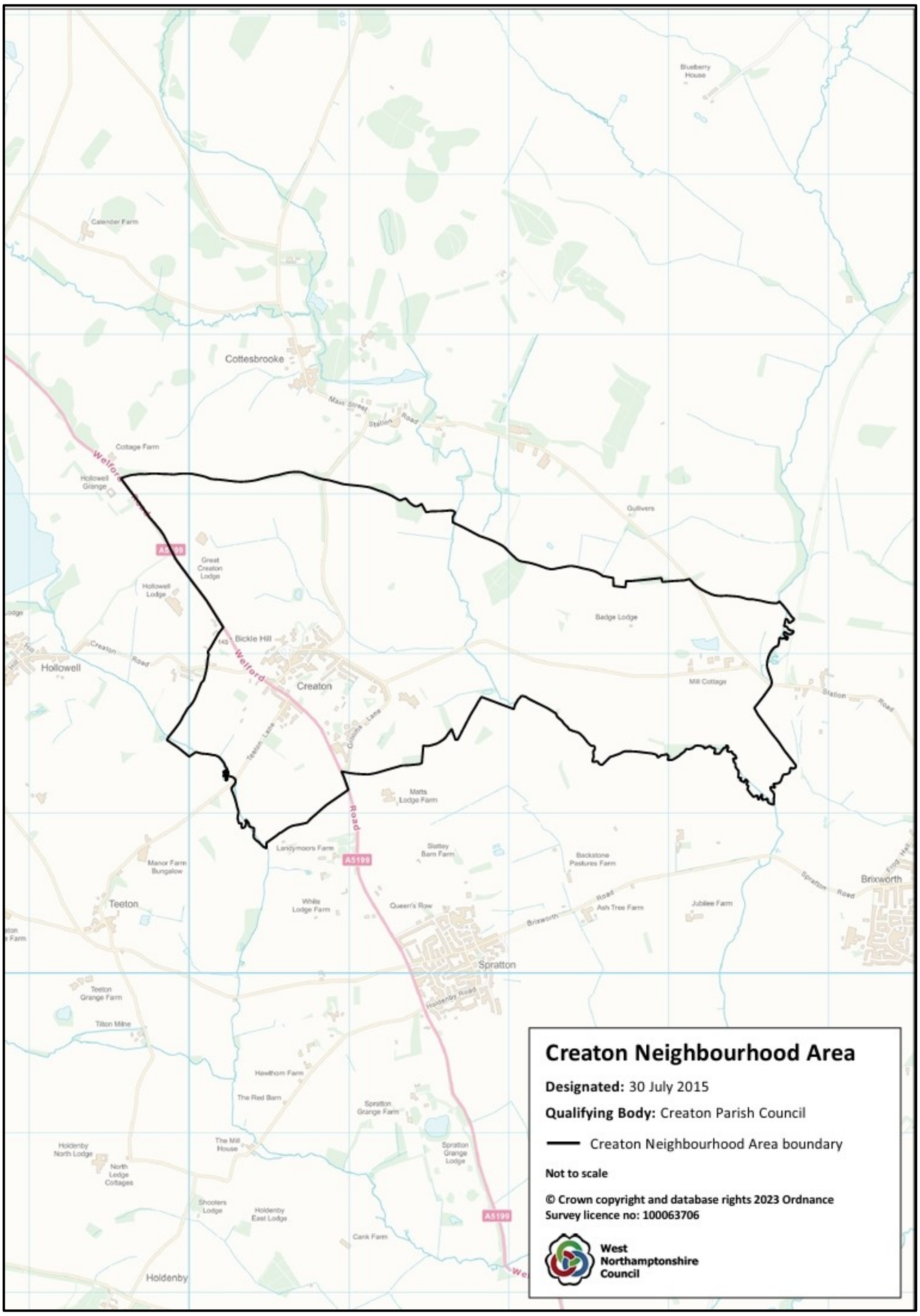
Throughout the process, Parishioners have been kept informed on progress and all supplementary documents relating to the consultation process can be found on the Parish Council website.

5. Our Parish

The Plan area comprises the whole of the Creaton Parish, within the West Northamptonshire Council, as shown in Figure 1. (High resolution versions of all figures are available in 'Supporting Documents and on the Parish Website.) The Plan period is 2022 to 2043.

The area was formally designated by Daventry District Council (Now West Northamptonshire Council) on 30 July 2015.

Figure 1 – Creaton Neighbourhood Area



6. History of Creaton

The Parish of Creaton covers about 450 hectares and is made up of the land of two medieval settlements, Great and Little Creaton. The civil parish of Creaton comprises the ecclesiastical parish of St Michael & All Angels (Great Creaton) and that portion of the ecclesiastical parish of St Mark, Spratton that is Little Creaton. The 1894 Local Government Act had sorted the boundaries of civil parishes and that of Creaton has remained much the same ever since.

The origin of the name Creaton is not particularly certain though it is thought to refer to the name of the hill on which the village stands. If so it has a similar etymology to Crick. However, at the time of the Domesday Book there was no definite spelling, it being written as Crapton, Creptone and Creton. Various other spellings appeared across the following centuries with current spelling 'Creaton' first being recorded in 1657. The two villages were also distinguished by Creaton Magna and Creaton Parva.

There is evidence of early occupation of this area including Mesolithic Ring Ditches, Iron Age pottery, and pottery from the Roman times. Saxon settlement took over from the Romans and the two settlements grew during the Medieval period.

Of Little Creaton, little is known and it is not mentioned directly in the Domesday Book though a small manor has been identified as being there. Clearly it did not thrive and in the 18th century there were recorded eight surviving houses, the bulk of the village already deserted. Little Creaton does have one claim to fame. Like a lot of places in Northamptonshire, it has a link to the founding fathers of the USA. For Little Creaton, this was the home of Amphillis Twigden, the great, great grandmother of George Washington. Here, her memory is maintained in the business units on the road leading to Brixworth: Twigden Barns.

The common fields of Great Creaton were enclosed in 1782.

The population of the two village prior to 1894 fluctuated between approximately 350 and almost 600. This fluctuation continued after the introduction of the civil parish, the population dropping to 290 in the 1921 census but climbing back to 500 or more in the present day.

The position of the church, atop the hill on what appears to be a mound suggests ancient origin, a site no doubt appropriate for pre-Christian Creatonians. Norman in structure, the nave and north porch are late 12th century. The tower may be C13th or C14th and may have doubled as a watch tower and refuge in time of need.

A whole church restoration took place in 1857, including the addition of the south aisle. The seating was renewed, the roof redone and the gallery taken down. The organ and its chamber were added in 1888.

The War Memorial, refurbished for the century commemorations, tells of the 20 men from Creaton who died in the Great War. One family lost 3 sons. The three 'big houses' each only had one son and all were killed and their line stopped. The Memorial also shows the names of two men of Creaton who died in the 2nd World War.

There has been a non-conformist church in Creaton for over 300 years. In 1793 the lease for their church ended but the trustees were able to purchase the land for £10. They demolished the old building and built the present one. In subsequent years the village was known to have a large number of dissenters.

For much of the past millennium Creaton appears to have been primarily a village of workers supporting directly or indirectly the work of the estate, the owners of which lived elsewhere. From 1635 the estate was based at Cottesbrooke owned by Sir John Langham. In 1911 the family were forced to sell the estate and it was bought by Captain Robert Bingham Brassey MP. Since 1937 Cottesbrooke has been the home of the MacDonald-Buchanan family. There had been a number of farms in the village but only two survive, both outside the village centre.

Creaton in recent years

At the time of the 2021 Census, in 2021 Creaton was home to 509 residents, formed into 199 households. There was a small growth in the population 2011-2021 from 503 to 509 people (+6 people) with the number of households increasing by one over the same period. The population has essentially been relatively stable over the last 10 years. This is in contrast to many rural villages across England which have experienced some population decline. The number of dwellings recorded in 2021 was 217. The Census recorded 211 dwellings in 2011 which suggests an increase of 6 additional dwellings over the last 10 years. This increase matches the number of net completions recorded for Creaton parish by West Northamptonshire Council. Most (4) were delivered as single dwellings with one site of 2 dwellings completed.

The largest group in the population in 2021 were aged 45-64 (34.4% of people). Those aged 65+ accounted for 26% of the population. The number and share of older people (65+) has increased by 43.5% over the period, consistent with the ageing of the population.

The older population groups make up a much larger share of the population of Creaton that the younger age groups. 11.6% of the population are children aged 0-14. The number and share of children in the population has fallen over the 10 year period.

Creaton has a large proportion of older households – accounting for 28.6% of all households – half of which are single older people. The largest household group are couples without children (23.6%) with a substantial proportion likely to be older households aged 45-64 where children have left home.

Population growth in Creaton can be expected to be driven by the oldest households, with the greater growth in households aged 65+ (+74% growth between 2011 and 2031).

7. Meeting the requirement for sustainable development

The NPPF states that there are three dimensions to sustainable development: social, environmental and economic, all of which are important and interrelated.

a) Social

We have sought, through the neighbourhood plan, to safeguard existing open space for the future enjoyment of residents.

We are also seeking to protect existing community facilities and to deliver a mix of housing types so that we can meet the needs of present and future generations and ensure that we support the community's needs and its health, social and cultural wellbeing.

b) Environmental

In order to protect and enhance our natural, built and historic environment, we are seeking to ensure that housing development is of the right type in the right location, so that it does not harm but instead positively reflects the existing historic character of the area in order to:

- Protect the village identity and conserve the rural nature of its surroundings;
- Recognise the need to protect and, where possible, improve biodiversity and important habitats; and
- Provide for improved pedestrian facilities.

c) Economic

The built-up parts of the parish of Creaton are primarily residential, but there is a desire to ensure that appropriate economic activity is maintained on condition that the local infrastructure supports it. We therefore wish to encourage employment opportunities in our area by:

- Supporting appropriate existing business development and expansion where the local infrastructure would not be adversely affected by the proposals; and
- Encourage start-up businesses and home working.

This document sets out local considerations for delivering sustainable development across Creaton Parish. Development proposals should meet the requirements of all relevant policies in the Local Development Plan.

8. Neighbourhood Plan Policies

A. Housing and the Built Environment

Introduction

One of the ways in which the planning system can ensure sustainable development is to direct residential and employment growth to the most sustainable locations and to shape the key characteristics of that development.

This is a core principle of the NPPF, which promotes “guiding development towards sustainable solutions” whilst recognising that in doing so it “should take local circumstances into account, to reflect the character, needs and opportunities of each area”. It is also at the heart of the Daventry Part 2 Local Plan which seeks to direct growth to the most sustainable settlements based on a Settlement Hierarchy.

In the Part 2 Local Plan for Daventry, (now part of West Northamptonshire Council) a settlement hierarchy is established to help determine the most suitable locations for development. Primary Service Villages are deemed to be most appropriate for local housing and employment needs followed by Secondary Service Villages. Creaton is classed as a ‘Secondary Service Village’ along with 17 other similarly sized villages.

In general terms, development in Secondary Service Villages is described in the Part 2 Local Plan as having a ‘more limited range of services [than Primary Service Villages] but still provide scope to meet some local needs for housing, employment and service provision’. The Local Plan goes on to say that ‘To reflect their role it is proposed that development should be within the confines of the village and a scale appropriate to the village’.

The Local Plan Part 2 (Policy RA2 – Secondary Service Villages) says that development proposals will also need to meet the following criteria in Creaton and other Secondary Service Villages:

i. Be of an appropriate scale relative to its role as a Secondary Service village; and

ii. Not result in the loss of existing services and facilities important to the sustainability of the settlement and its role as a Secondary Service Village; and

iii. Protect the form, character and setting of the village and areas of historic or environmental importance including those identified in conservation area appraisals and village design statements; and

iv. Protect the integrity of garden or other open land that makes an important contribution to the form, character and setting of the settlement; and

v. Be accessible by walking and cycling to the majority of services and facilities within the settlement; and

vi. Protect the amenity of existing residents.

West Northamptonshire Council is preparing a new local plan for West Northamptonshire. A consultation draft was prepared and consulted upon in the spring/ summer of 2024 and identified the need to provide for additional 39,150 houses over the plan period to 2041. Following the publication of the NPPF in December 2024, the requirement for housing in West Northamptonshire has been extended by around 10,100 dwellings. As a result, the Council has approved an extension to the plan period to 2043.

There is a housing requirement for Creaton of 22 dwellings in the Regulation 18 Local Plan.

The West Northamptonshire Joint Core Strategy Local Plan Part 1 was Adopted in December 2014.

The Joint Core Strategy makes it clear that 'Quality and affordable housing must be delivered to create balanced communities and to meet the current and future needs of our communities, taking into account mix, size and tenure and including the requirements for specialised accommodation. Housing should be sustainable, flexible and well designed' (para 4.57).

Village Confines

The parish is predominately rural in nature with the built-up area of Creaton surrounded by open and attractive, countryside.

In planning terms, land outside a defined Village Confines, including any small groups of buildings or small settlements, is treated as countryside. The purpose of Village Confines is to ensure that sufficient housing and employment land is available in appropriate locations that can be supported by existing infrastructure and avoid impinging into the local countryside.

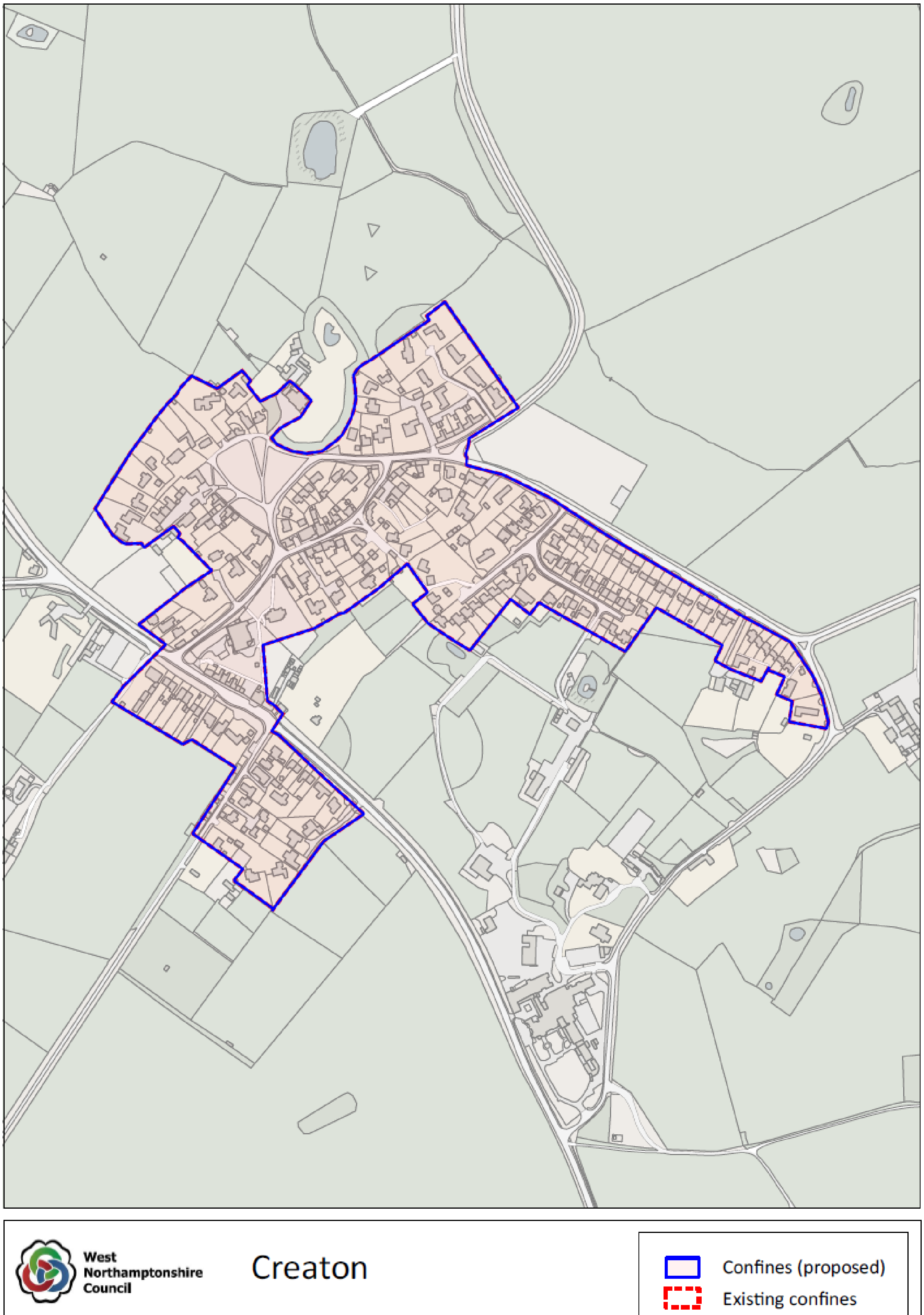
It is national and local planning policy that development in the countryside should be carefully managed. Supporting "the intrinsic character and beauty of the countryside" is identified as a key element in the NPPF. This approach is also supported by this Plan, in particular, because it will help ensure that development is focused in more sustainable locations with a greater range of services and facilities and infrastructure that has capacity for expansion, as well as helping to maintain the special landscape character of the Parish and protecting the countryside for its own sake as an attractive, accessible and non-renewable natural resource.

Village Confines were established by Daventry District Council in order to clarify where new development activity is best located. Now that Daventry District Council has become part of the bigger West Northamptonshire Council, the Village Confines remain in the Local Plan Part 2.

After considering the Village Confines as drawn in the Local Plan, it has been decided to retain the Village Confines as they currently exist.

POLICY H2: VILLAGE CONFINES – Development proposals on sites within the Village Confines as identified in Figure 3, will be supported where they comply with the policies of this Neighbourhood Plan. Development outside the defined Village Confines will be carefully managed in accordance with national and local planning policies.

Fig. 2 – Village Confines for Creaton



Housing Mix

The mix of housing proposed within the Neighbourhood Plan is based on statistical data and the views of residents obtained through various consultation exercises including an open event and a community questionnaire. The Parish Council commissioned a Housing Needs Survey through AECOM which forms the basis of the statistical information.

Analysis of the 2021 Census shows that in terms of the existing dwelling stock, the majority of homes are detached – almost two thirds of dwellings (65.2%). Almost one quarter of properties are semi-detached (24.4%) but with a small proportion (9.5%) of terraced properties. Detached homes account for more than double the proportion of these properties in West Northamptonshire as a whole (31.7%). Compared to both West Northamptonshire and England, Creaton has a very small share of terraced properties.

Over half of the stock has four or more bedrooms with a further 30.4% having three bedrooms. Just 18.2% of homes have 1-2 bedrooms. This is unsurprising given the dominance of detached properties in the stock, which tend to be larger homes in terms of number of bedrooms. It confirms the limited availability of smaller properties for households who need or want these and, in turn, has an impact on the average price of properties sold and the availability of relatively affordable options.

The vast majority of households own their homes in Creaton at 86.4% of households. This level is substantially higher than West Northamptonshire (64.8%) and England as a whole (61.3%).

The vast majority of households in Creaton have more bedrooms than they need according to their household size. This is particularly true of older households as many of these households continue to occupy larger properties as they age. Most out of choice but some because they are unable to find suitable properties for downsizing.

AECOM's modelling exercise suggests that new housing provision should deliver a mix of 1-3 bedroom dwellings but with particular focus on 3 bedroom homes, followed by two bedroom homes. The modelling suggests that there are sufficient larger (4+ bedroom) homes to meet demographic needs and given the dominance of these properties in the existing stock in Creaton.

Policy H2: HOUSING MIX - New housing development proposals should provide a mixture of housing types specifically to meet identified and evidenced local needs as identified in the Housing Needs Assessment (Appendix 1) or more recent study updating these findings.

Priority should be given to smaller family homes (3 bedrooms or fewer) and those suitable for older people (especially those who wish to downsize). The inclusion of four-bedroom or larger houses in housing developments will be supported where they are subservient in number to one, two and three-bedroom accommodation and where there is a proven housing need.

Affordable Housing

Affordable housing is defined in the NPPF (2024 - annex 2) as "housing for sale or rent, for those whose needs are not met by the market".

The West Northamptonshire Joint Core Strategy Policy H2 requires 40% Affordable Housing to be provided on all individual sites subject to an assessment of viability on a site-by-site basis. Policy H3 considers the provision of Affordable Housing through rural exception sites. This is intended to address the issue of high average house prices.

The Part 2 Local Plan adds local detail to the Joint Core Strategy by requiring Rural Exception Sites to be located in settlements that are highest in the settlement hierarchy where they meet the needs of more than one community. This is effectively a sequential test. The Joint Core Strategy makes it clear that 'Quality and affordable housing must be delivered to create balanced communities and to meet the current and future needs of our communities, taking into account mix, size and tenure and including the requirements for specialised accommodation. Housing should be sustainable, flexible and well designed' (para 4.57)

Adopted Policy H2 of the West Northamptonshire Joint Core Strategy Local Plan states 40% of new dwellings in rural Daventry should be affordable housing, on sites larger than 5 dwellings. There have been no developments larger than 5 dwellings in Creaton over the plan period and as such no new Affordable Housing has been delivered. Very limited new housing is anticipated in the Neighbourhood Area and such a mix would only apply if a site of sufficient size to deliver Affordable Housing came forward, or through the provision of exception sites which deliver Affordable Housing directly.

Local households in Creaton on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. Market housing, even with the benefit of a higher than average income, is likely to remain out of reach to most households unless they are existing home owners (with equity in their properties) or have large deposits.

At the Open Event held in April 2024 there was some support for the provision of affordable housing, whilst over 20 comments were made in the Community Questionnaire in relation to the need for Affordable Housing.

The Neighbourhood Plan supports the development of an Affordable Housing Exception Site to help address local housing need.

POLICY H3 AFFORDABLE HOUSING –To meet identified needs within the community, the provision of high-quality affordable housing through an exception site will be supported where the following criteria are met:

a) The site adjoins the Village Confines;

b) The type and scale of affordable housing is justified by evidence of need from a local housing needs survey;

c) Arrangements for the management and occupation of the affordable housing will ensure that it will be available and affordable in perpetuity for people with a local connection to the Plan area. In this context, a local connection means applicants who:

I. have normally resided in the neighbourhood area for at least 12 months at the time of application;

II. have lived in the neighbourhood area for three out of the last five years;

III. are employed (or a member of their household is employed) within the neighbourhood area on a permanent basis or on a temporary contract running for a minimum of 12 months (confirmation will be required from the employer);

IV. have parents (including guardians), brothers, sisters or adult children who have been living within the neighbourhood area for at least five years and with whom they have an ongoing close relationship. The applicant will need to provide evidence to support this connection. Step equivalents will be allowed; or

V. have children under 18 years of age for whom they are not the primary carer but where there are formal access arrangements in place and living closer to the child(ren) would be in the child(ren)'s best interest. The applicant will need to provide evidence to support this connection, and

d) The development consists entirely of affordable housing or is for a mixed-tenure scheme where an element of market housing is essential to the delivery of the affordable housing. The market housing must be the minimum necessary to make the scheme viable and be of a type and size that will meet a specific locally identified housing need for low cost market housing.

First Homes and self-build proposals will be welcomed. Where First Homes are provided, they should be at a discount of 50% (as per the evidence provided in Appendix 1, Housing Needs Assessment (2024), subject to viability.

Windfall sites

A windfall site is defined in the NPPF as one which has not been specifically identified in the development plan. The sites usually comprise previously developed land or open spaces within the Settlement Boundary that has unexpectedly become available.

The Part 2 Local Plan references windfall development as follows: 'This Plan provides further policy guidance for each settlement according to its classification within the settlement hierarchy. This allows for appropriate levels of windfall development that will ensure services and facilities can be sustained or, where necessary, enhanced without undermining the overall spatial strategy'. Within Secondary Service Villages, development will be 'located within the confines of the village' other than in prescribed circumstances.

The Parish Council has agreed a policy on windfall development to add local detail to Local Plan Part 2 Policy RA3.

POLICY H4: WINDFALL SITES – Development proposals for infill and/or redevelopment sites comprising individual dwellings or small groups of dwellings within the Village Confines will be supported where they:

a) retain existing important natural boundaries such as trees, hedges and streams;
b) provide for a safe vehicular and pedestrian access to the site; and
c) do not reduce garden space to an extent where it unacceptably impacts on the character of the area, the amenity of neighbours and the occupiers of the dwelling or has an unacceptable heritage or environmental impact.

Design and the built environment

The Parish of Creaton has a long and interesting history, resulting in a wide array of heritage assets, attractive landscapes and a distinctive local character. This is reflected in the fact that Creaton sits within a Conservation Area.

The biggest challenge facing the future of Creaton is to balance the desire to protect the character of the village with the need for it to grow and evolve in a sensitive and proportionate manner in order to sustain the community and its facilities.

Consultation has showed that many people value the built environment and expressed concern that it should be is protected from insensitively located or poorly designed development. The built form of Creaton boasts an interesting mix of architectural styles, much of it historic. This adds to the village's vibrancy and informs its distinctive character.

The Design policy seeks to reflect the design principles which the community believes will help to achieve this aim. They reflect the outcome of consultations with the community and a comprehensive design guide and codes (Appendix 2). The overall aim is to protect Creaton so that it retains its character within a unique and distinctive Parish. This can be achieved by the use of the planning system to respond sensitively to the wide range of historic buildings, structures, landscapes and archaeology situated within the Parish. These assets form many of the key characteristics of the Parish, and future development should seek to enhance, reinforce and preserve this distinctive historic environment.

The NPPF notes that development that is not well designed should be refused, especially where it fails to reflect local design policies.

To ensure this new development will be assessed against the criteria in Policy H5 and the accompanying Design Guide. This is in line with national planning policy which promotes good quality design.

In this section therefore, the Neighbourhood Plan sets out a planning policy which seeks to identify and protect the distinctive elements which together provide the special qualities of the landscape setting and built heritage of Creaton Parish.

New development proposals should be designed sensitively to sit within the distinctive settlement patterns of the village. Existing settlement patterns have grown incrementally over time. The buildings date from many different periods, providing a richness and variety of styles and materials. This traditional rural character should be enhanced by new development and schemes should be designed to ensure that new buildings sit comfortably within the existing settlement pattern and are respectful of their surroundings.

The community considers it to be important that new residential development is of the highest standard to ensure that it is in keeping with the majority of residential properties in the village. It is not considered necessary to have a uniform series of properties that all look the same, rather to ensure that new developments respect the features of buildings which make the Parish a desirable place in which to live.

New development proposals should be designed sensitively to ensure that the high-quality built environment of the Parish is maintained and enhanced, particularly where schemes are located within or in close proximity to the Conservation Area. New designs should respond in a positive way to the local character through careful and appropriate use of high-quality materials and detail. Proposals should also demonstrate consideration of height, scale and massing, to ensure that new development delivers a positive contribution to the street scene and adds value to the distinctive character of the area.

POLICY H6: DESIGN – Development proposals should demonstrate a high quality of design, layout and use of materials which make a positive contribution to the special character of the neighbourhood area.

As appropriate to their scale, nature and location, development proposals should respond positively to the Design Guide and Codes (Appendix 2) and demonstrate how its contents has been incorporated in their design and layout. Development proposals should contribute positively to the existing character of the part of the neighbourhood area in which it is located.

B The Natural, Historic and Social Environment

Introduction

This chapter of the Neighbourhood Plan deals with the environmental agenda of sustainable development, together with open spaces of community value in the social agenda, as described in the National Planning Policy Framework (December 2024), page 5. The chapter aims to balance the requirement for appropriate development in the Plan Area against the value of environmental and other features that are both special – valued, in their own right and as community assets, by local people – and significant for their wildlife, history and other material factors. It also deals with broader environmental issues of concern to the community, including protection and enhancement of biodiversity, planning for resilience to climate change, and approaches to renewable energy generation.

Care was taken during preparation of the Plan to ensure that the policies (and the sites and areas of environmental significance covered by them) were not unduly restrictive on development during the Plan's lifetime. A sustainable 23% by area of all the open and currently undeveloped land in the parish is protected at some level through the Neighbourhood Plan's policies, and the planning system generally, from the environmentally damaging effects of development:

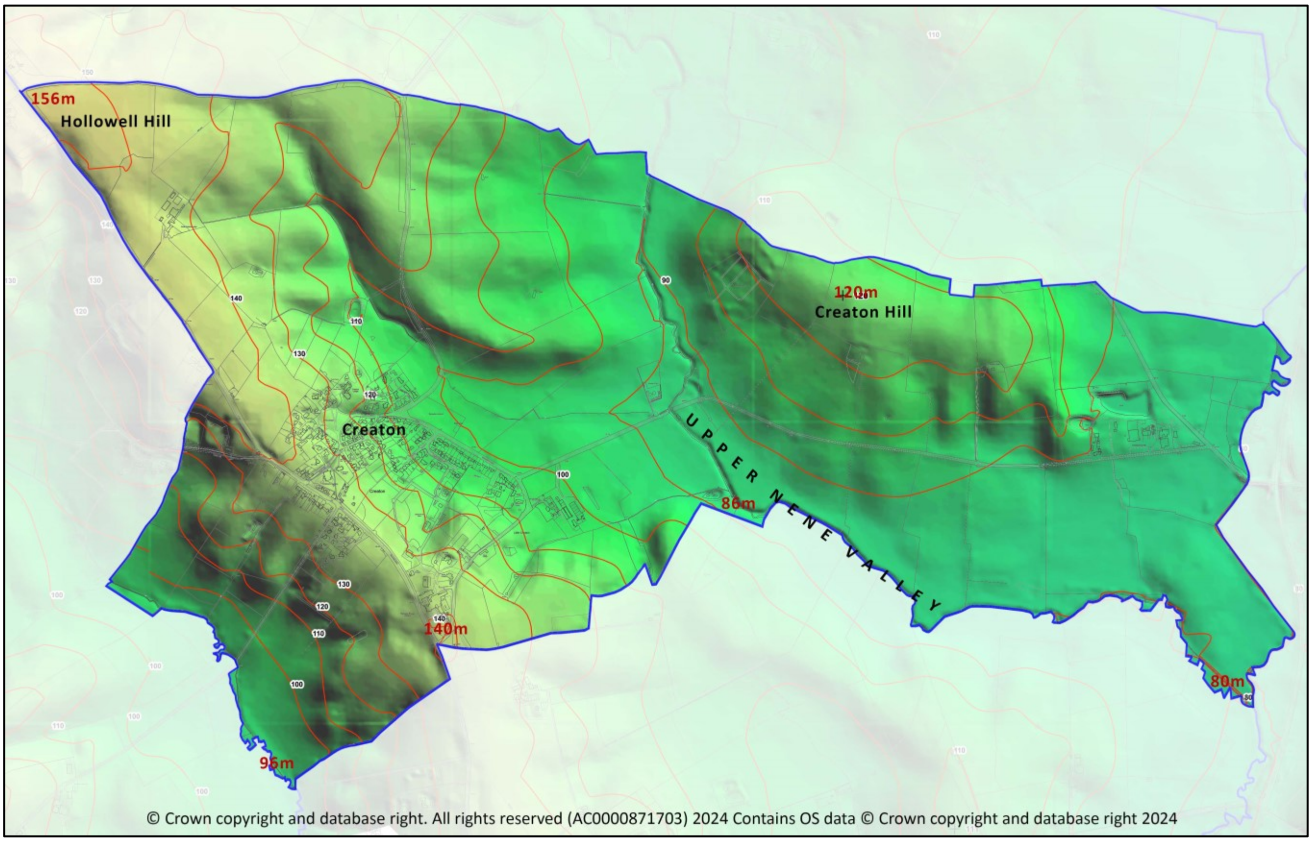
1. Total area of Neighbourhood Plan Area	c. 535 ha
2. Open and undeveloped land	c. 510 ha
3. Area designated or recognised in this Plan for environmental protection	c. 120 ha

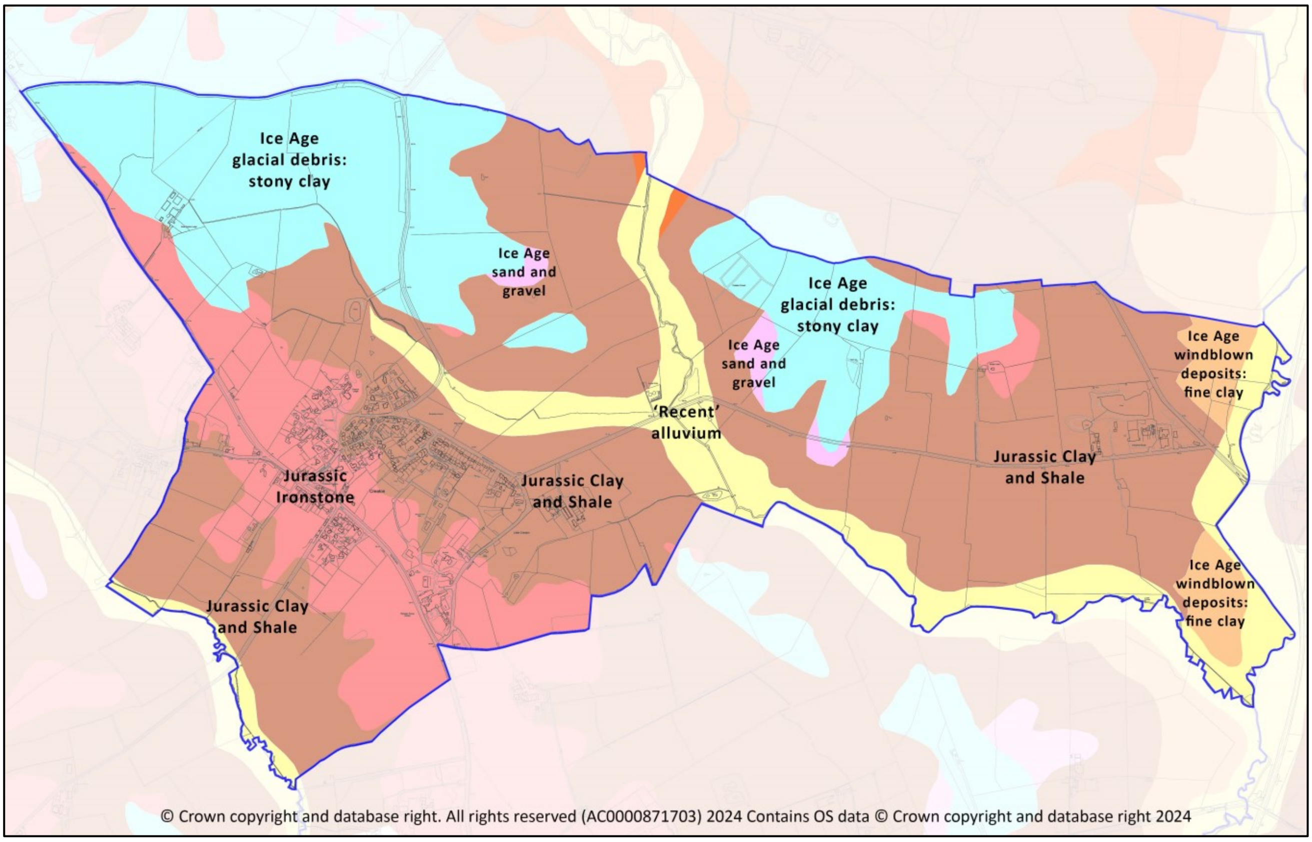
Landscape, geology and setting

Creaton is a hilltop village, standing at 136m on a northwest-southeast ridge which rises to a 156m summit to the north. This ridge is one of a series in the high ground forming the watershed of the upper river Nene catchment, with three tributary brooks flowing through attractive valleys southeast out of the Neighbourhood Area toward Northampton. The difference in altitude between the ridges (Hollowell Hill, Creaton Hill) and the valley bottoms means that the area is characterised by extensive, deeply rural views. This is typical 'champion' country, with a patchwork of fields and hedges created in the 18th century Enclosures, originally as pasture but now mostly arable.

Beneath the soil, the underlying rocks are of Jurassic age (c.190 million years old): mostly heavy clay but with a smallish outcrop of Northampton Sand Ironstone on the crest of the Creaton ridge. Also perched on higher ground are remnants of the blanket of stony clay dumped all across the Area by ice sheets in the Quaternary era (since 1 million years ago). The well-drained nature of the ironstone (in contrast to the cold, often wet clays elsewhere) was almost certainly part of the reason Anglo-Saxons chose this site for their first settlement. The extensive coverage of impermeable clay (combined with intensive arable farming and the effects of climate change) also explains why much of the Area is affected by surface water flooding.

Figures 3.1 and 3.2: Topography (top) and geology of the Plan Area





Natural environment

Creaton has no nationally important wildlife sites, and (a result of two millennia of continuous habitation, its history of land use and ownership, and a change to intensive arable farming since c.1950) relatively few designated sites of ecological significance. These comprise a few areas of good-quality (for wildlife, i.e. permanent, minimal chemicals use) semi-improved grassland, some 12 hectares of deciduous and mixed woodland, species-rich hedgerows, watercourses, gardens, and the churchyard. The relative paucity of habitat for wildlife in the Neighbourhood Area makes protection of what survives, and measures for net biodiversity gain as a condition of new developments, a priority for the community.

Historic environment

Archaeological finds, geophysics, imaging and excavations show that the area has been occupied since at least the Bronze Age and through the Iron Age to the time of the Roman occupation; evidence for the latter (either Romans or Romano-British natives adopting Roman culture) includes at least seven known villa or farmstead sites. Soon after the Romans left England in the early 5th century, waves of 'invaders' (more likely immigrants/ settlers) from mainland northwest Europe arrived in the Area. Creaton (name and village) dates from this time (probably before c.AD500) when Anglo-Saxons migrated up the Nene valley and into the 'Northamptonshire Uplands' to settle in places at or near where old Romano-British settlements already existed. The placename "Creaton" encapsulates this neatly, with a native 'British' element (describing the place's location at the top of a steep slope) to which the Anglo-Saxon settlers added their own 'Old English' suffix:

History from a placename

Creaton "cliff farm/settlement"

Elements and their meanings:

- **Creig** (Primitive Welsh, i.e. 'British') A rock, a cliff.
- **Tūn** (Old English) An enclosure; a farmstead; a village; an estate

Source: *Key to English Placenames* (Nottingham University, online)

Creaton appears in Domesday Book (AD1086), with 14 households under three owners. By then it was already 500 years old, with a well-established social hierarchy, church and agricultural system; the territory was farmed using the open field system, fragmentary evidence for which survives around the parish as ridge and furrow earthworks. Some time after the Norman invasion, a separate manor based on a new settlement (Little Creaton) was established. The remains of Little Creaton (house platforms and streets), which flourished briefly but was deserted in the 14th century, are preserved as a locally important 'visible archaeology' site. The layout of modern Creaton preserves much of its medieval layout, in particular the way houses face onto the large village green and the network of lanes leading away from it to the parish church and into open farmland. Buildings dating from the 17th through to the 21st centuries attest to the gradual growth of the village, which (except for the short economic boost of being on the 18th century turnpike road from Welford to Northampton) remained a rural settlement until the mid-20th century when small-scale residential, industrial and agricultural development arrived.

Existing environmental designations

Creaton is a Secondary Service Village in the Daventry Settlements & Countryside Local Plan (Part 2) 2011-2029 settlement hierarchy. This settlement hierarchy is under review as part of the development of a new Local Plan for West Northamptonshire, but this is at too early a stage to be taken into account in this Neighbourhood Plan.

Figure 4: Northamptonshire Landscape Character Types in the Neighbourhood Area

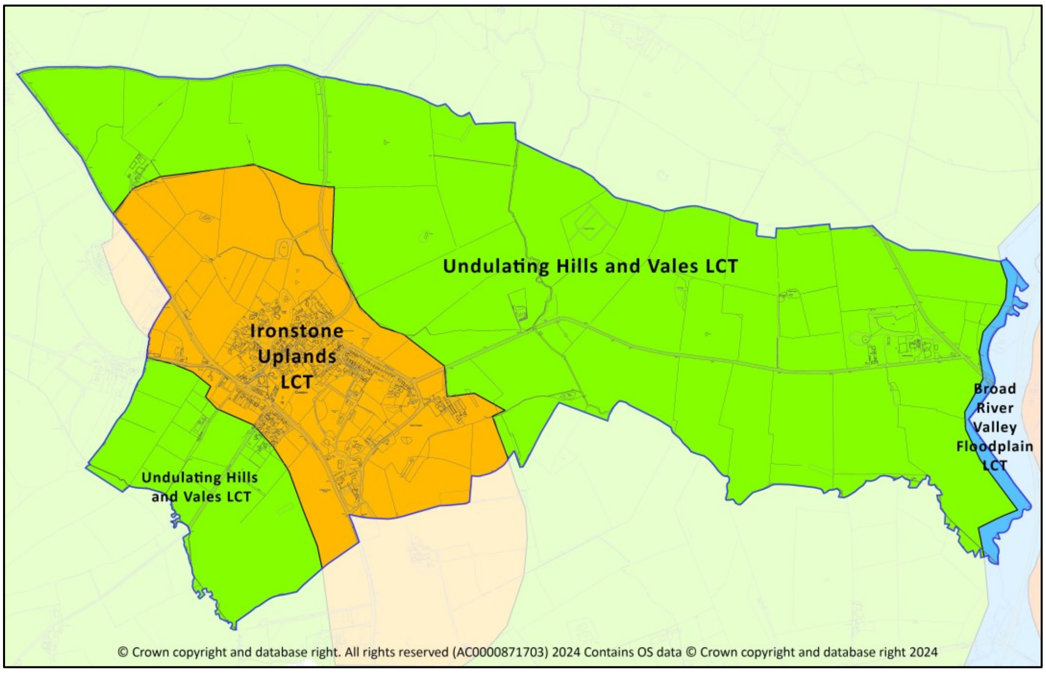
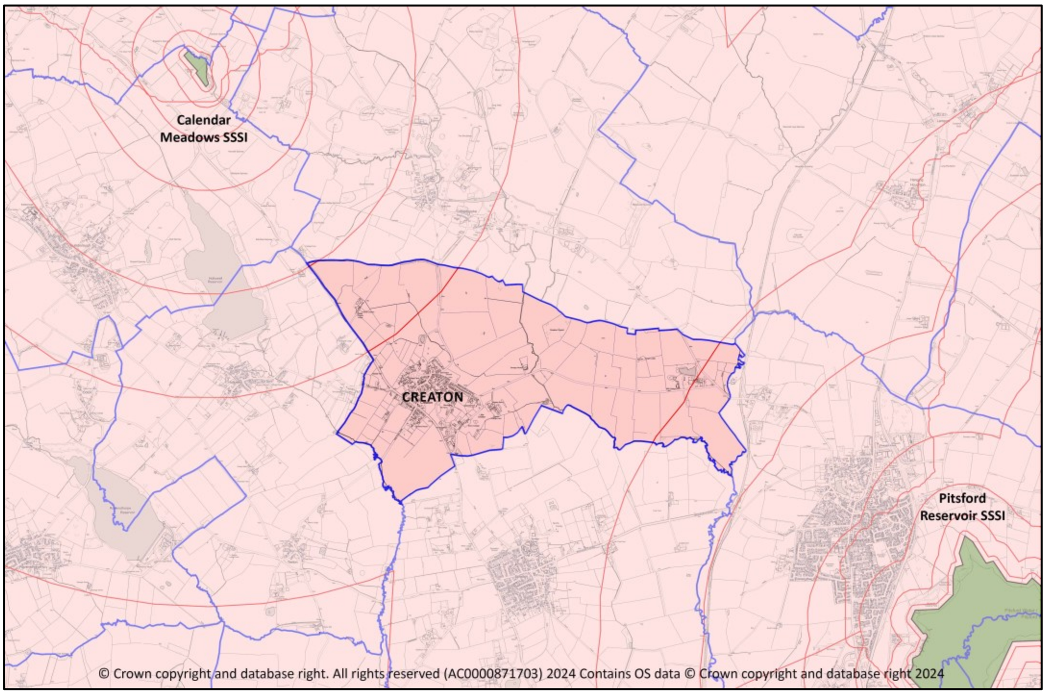


Figure 5: Impact Risk Zones for nearby Sites of Special Scientific Interest (Natural England)



The Neighbourhood Area is located in National Character Area (NCA) 95 Northamptonshire Uplands. NCAs are landscape areas defined by Natural England for planning purposes. It is also in three Northamptonshire Landscape Character Types (reference Daventry Landscape Character Assessment

(2017) within the larger national designation area: Ironstone Uplands, Undulating Hills and Valleys and Broad River Valley Floodplain (figure 5).

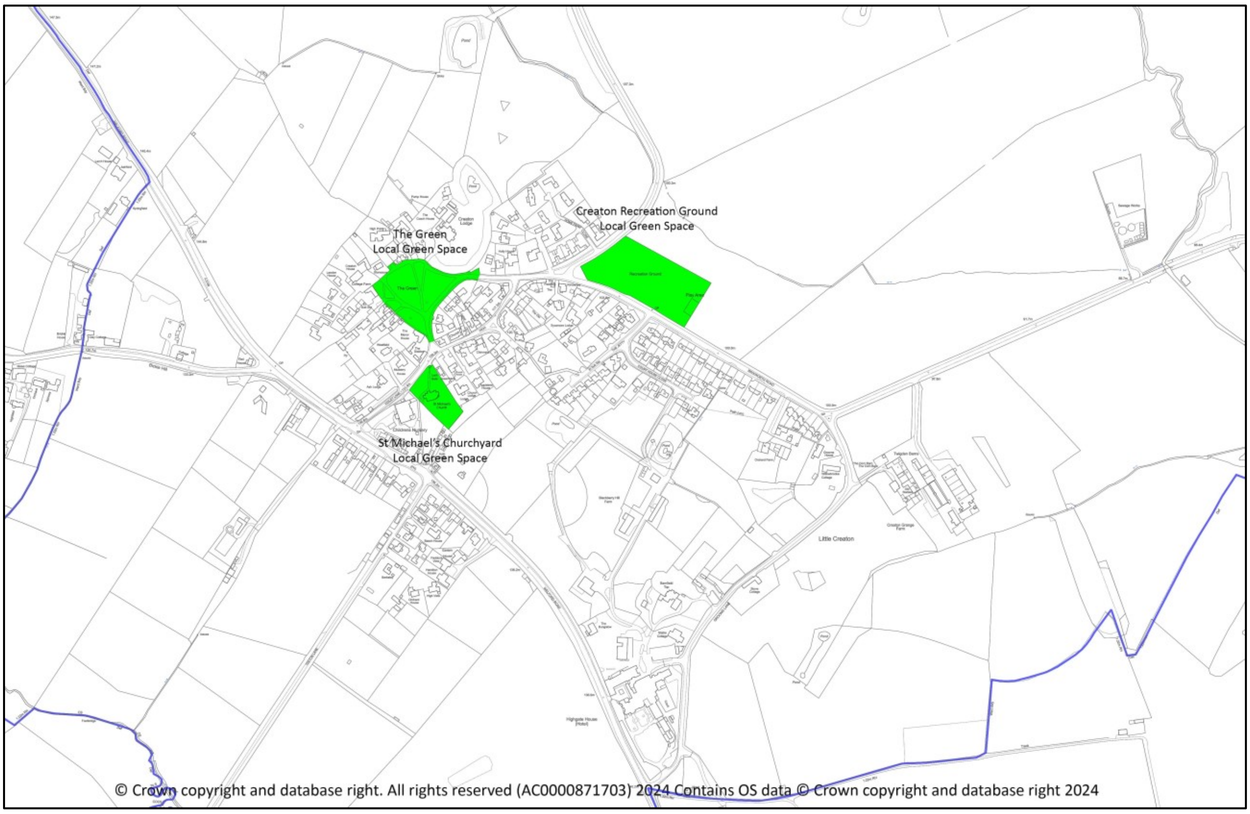
In the natural environment there are five sites of Priority Habitat (as designated by Natural England), together with two Local Wildlife Sites (LWS), and four Potential LWSs in the Northamptonshire Biodiversity Records Centre (NBRC) database. There are no Sites of Special Scientific Interest (SSSIs) or other statutorily protected natural environment features in the Neighbourhood Area, but the Area falls within the Impact Risk Zones (2.5 to 5 kms) of two SSSIs in nearby parishes (figure 6).

In the historical environment there are seven Listed Buildings, and 30 further sites and features of historical environment significance (Historic England and/or Northamptonshire Historic Environment Records, HER), of which ten (plus five areas of ridge and furrow) are of direct relevance to Neighbourhood Plan policies.

Local Green Spaces

Three open spaces (figure 6) in the Neighbourhood Area are designated as Local Green Space in this Plan. They were originally identified as having heritage, community/recreational and amenity values in the *Creaton Conservation Area Appraisal and Management Plan* (WNC, 2021), and this assessment is endorsed by the community, with additional supporting evidence based on the National Planning Policy Framework (paragraphs 106-108, December 2024 as amended February 2025) criteria for Local Green Space eligibility. Supporting evidence for the LGS designations is in Appendix 3.

Figure 6: Local Green Spaces



The statutory status of Policy ENV 1 will ensure these sites' protection for future generations.

POLICY ENV 1: LOCAL GREEN SPACES – Development proposals that would result in the loss of, or have an adverse effect on, the following Local Green Spaces (details Appendix 3; location figure 6) will not be supported other than in very special circumstances:

The Green, Great Creaton

Churchyard of St Michael and All Angels, Great Creaton

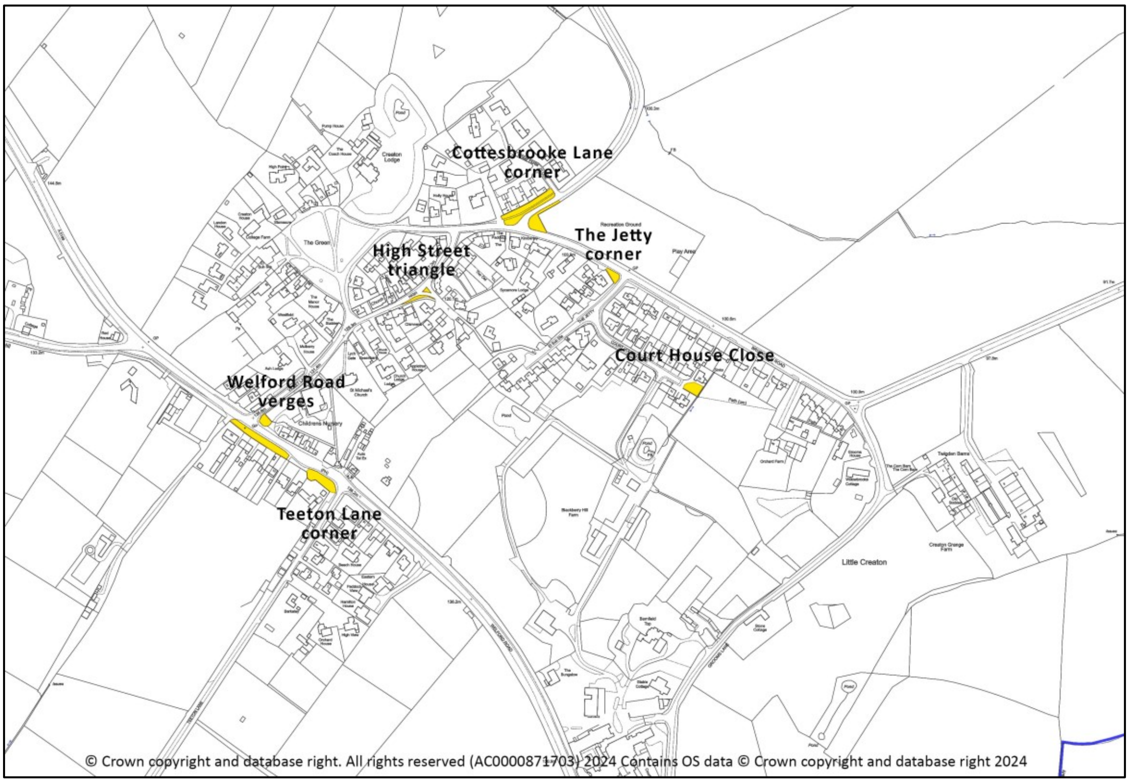
Creaton Recreation Ground

Open Space, Sport & Recreation sites and other Important Open Spaces

The two Open Space, Sport & Recreation sites (OSSRs) (The Green and St Michaels's churchyard) included in the West Northants Council audit (*Planning the Future of Open Space, Sport and Recreation in West Northamptonshire*: Daventry District, 2017, parts 2-4 and appendices) are designated as Local Green Spaces in this Neighbourhood Plan; they, and their OSSR functions, are therefore protected at the higher level and, although they still contribute to the Council's quota of *amenity green space* and *churchyards and cemeteries* typologies they are (to avoid policy duplication) not included under Policy ENV 2 in this Plan.

A group of distinctive verges and small green areas in the village core was identified in the Creaton Conservation Area Appraisal 2021 as being significant for characterising Creaton and enhancing the street scene. "Several do not have kerbstones and this contributes to the rural character [of the village] … the space they create provides a contrast to the narrow, enclosed spaces of High Street and the lane running from the north end of High Street to The Green". Although mostly small (less than 0.2 ha in area, the threshold used by West Northants Council for OSSR designation) they, and several others providing similar amenity and aesthetic values outside the Conservation Area boundary, are identified in this Plan for protection as specified in Policy ENV 2.

Figure 7: Important Open Spaces – verges and greens



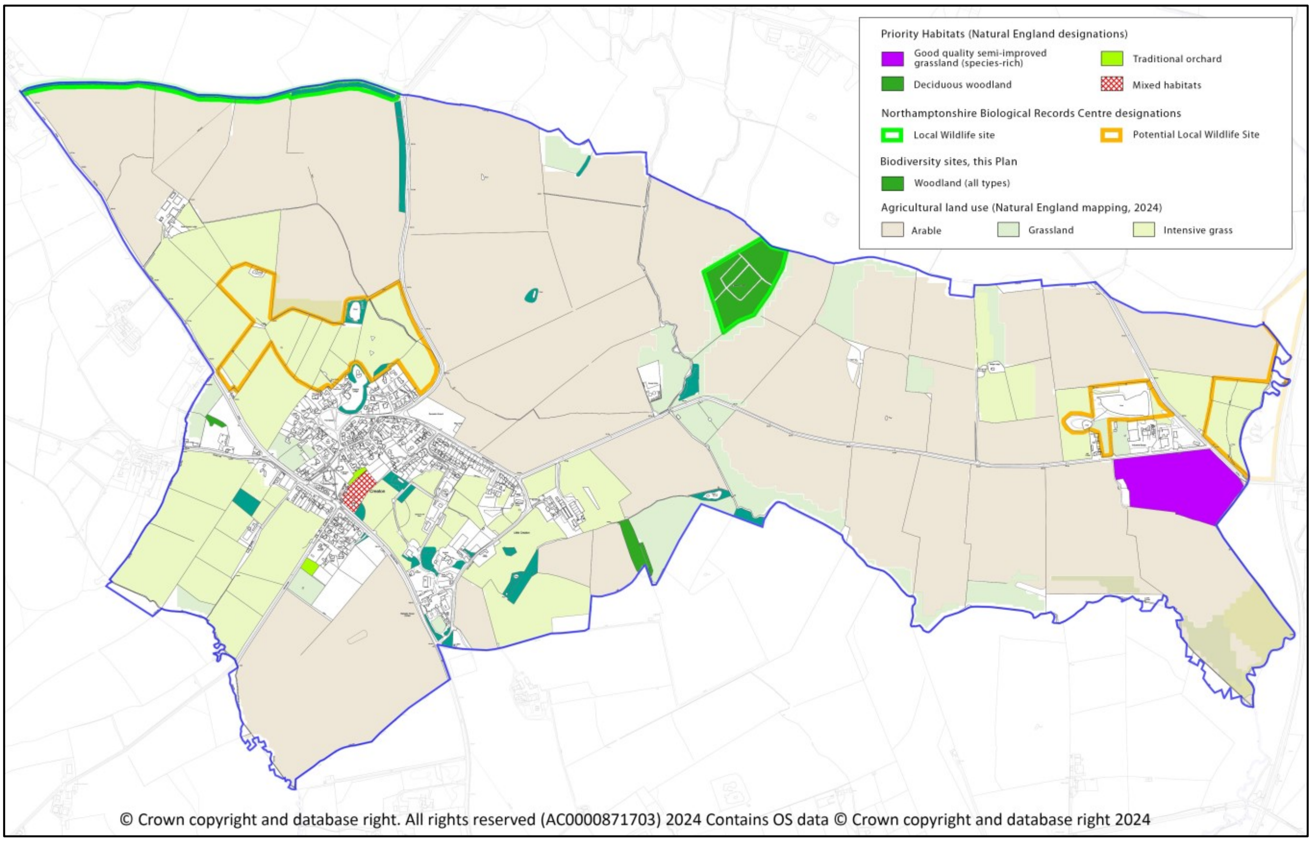
The policy is in general conformity with, and adds local detail to, West Northamptonshire Joint Core Strategy Policy RC2 and Daventry Part 2 Local Plan Policy CW1 (B).

POLICY ENV 2: IMPORTANT OPEN SPACES - The open spaces mapped in figure 7 are of high local value as amenity green spaces, and for their value in defining the village's character and layout. When development proposals that would result in their loss or have a significant adverse effect on them are under consideration, their community, amenity, historic and biodiversity values should be fully balanced against the benefit of the development.

Sites and features of Natural Environment significance

A number of identified sites in Creaton are important for wildlife (biodiversity). The features and designations for which they have been identified comprise a) statutorily protected sites, b) those where priority habitats and National Forest Inventory sites occur (Natural England mapping) or where at least five Northamptonshire biodiversity action plan (NBAP) species have been recorded; c) sites identified as ecologically significant in the Northamptonshire Biodiversity Records, including Local Wildlife Sites, and d) sites identified during the preparation of the Neighbourhood Plan as being of high biodiversity significance in the context of the Plan Area. The map (figure 8) shows their locations.

Figure 8: Sites and features of natural environment significance



Policy ENV 3 delivers site-specific compliance in the Neighbourhood Area with the relevant West Northamptonshire and Daventry Local Plan policies, the Wildlife & Countryside Act 1981 (as amended), the Natural Environment and Rural Communities Act 2006, the Habitats and Species Regulations 2017-2019, and the UK Environment Act 2021. It has direct regard for National Planning Policy Framework (December 2024, as amended February 2025) policies 192 and 193. It also refers to the Planning

Practice Guidance of December 14, 2023, in respect of the use of the biodiversity metric approach for assessing the wildlife value of development sites and for delivering biodiversity net gain.

POLICY ENV 3: SITES AND FEATURES OF NATURAL ENVIRONMENT SIGNIFICANCE – The sites mapped in figure 8 have been identified as being of at least local significance for biodiversity and the natural environment. They are ecologically important in their own right, make a contribution to carbon sequestration, and are locally valued. The significance of the species, habitats or features present should be balanced against the benefit of any development that would adversely affect them. Development proposals affecting the identified sites will not be supported unless they include evidence-based, measurable proposals for delivering biodiversity net gain at a minimum 10%.

If significant harm to biodiversity cannot be avoided (through relocating to an alternative site with less harmful impacts), adequately mitigated by net gain as above or compensated for, planning permission should be refused, in conformity with paragraph 193a of the NPPF (December 2024, as amended February 2025).

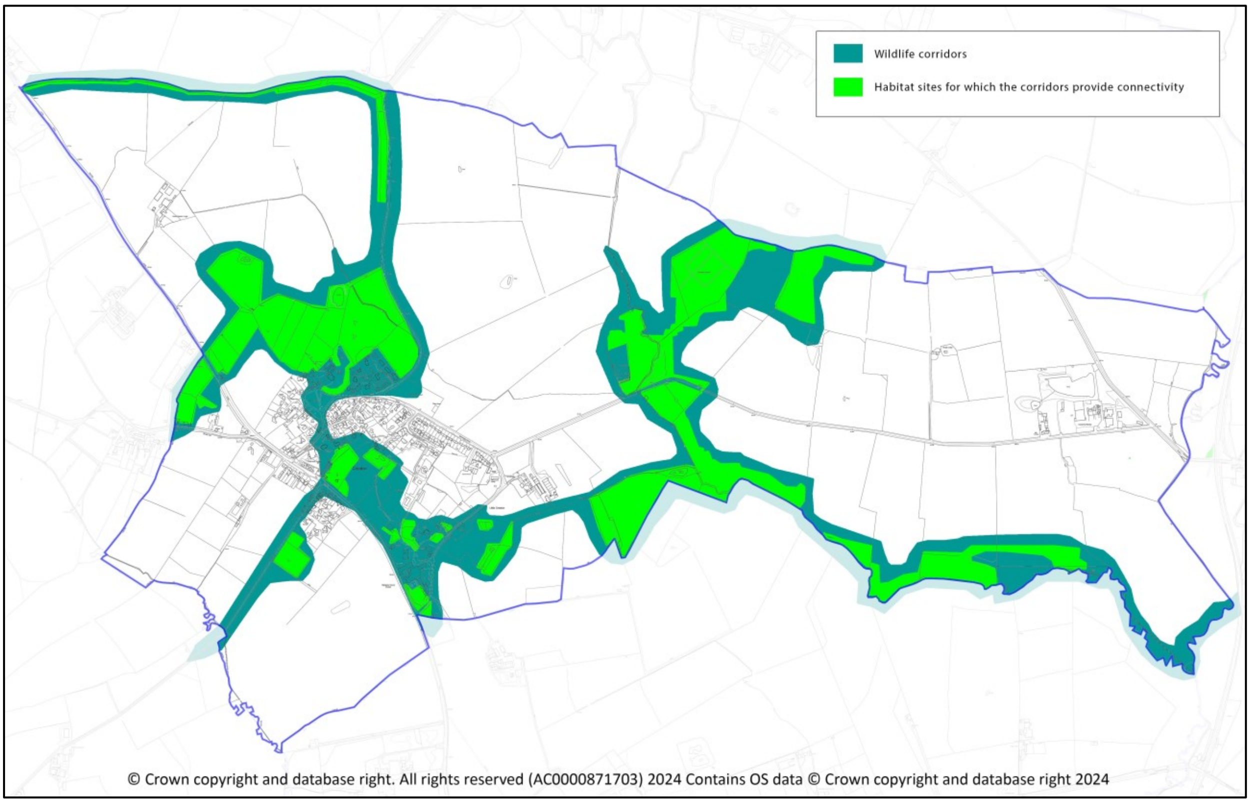
Biodiversity and Habitat Connectivity

It might be said that Creaton is a 'typical' area of English Midlands countryside because it has no nationally important wildlife hotspots, and thus that it has little or no biodiversity significance to be taken into account in the Planning system. This would be a misunderstanding of the concept of biodiversity. England's biodiversity is entirely and only the sum of the wildlife in all of its individual parishes: Creaton is as important in this regard as every other parish, and residents want it to play its essential part in protecting what remains of England's threatened and diminishing biodiversity.

Habitat connectivity is delivered by wildlife corridors, which are designated to prevent obstacles to the movement or spread of animals and plants that would otherwise be imposed by new developments. They also help to re-connect populations and habitats within parishes and more widely. A wildlife corridor is mapped in this Plan (figure 7) for attention when development proposals within it are under consideration.

While policy ENV 3 delivers site-specific compliance in the Plan Area with the relevant West Northamptonshire and Daventry Local Plan policies, the Wildlife & Countryside Act 1981 (as amended), the Natural Environment and Rural Communities Act 2006, the Habitats and Species Regulations 2017-2019 and the UK Environment Act 2021, this policy (ENV 4) does the same for strategic planning and future development proposals across the Neighbourhood Area The policy is explicitly supported by National Planning Policy Framework (December 2024, amended February 2025) paragraphs 187, 192 and 193(a), on which this policy's wording is partly based. The community also expects all planning strategies, proposals and decisions affecting the Neighbourhood Area to comply with the requirements of the *Climate Change Act* 2008, to follow the spirit of the *Paris Agreement* (UK ratification 2017) and the UK's *25 year environment plan (2018)*, and to plan for *biodiversity net gain* through the mechanisms described in the *Environment Act 2021*, the relevant *Planning Practice Guidance* of December 14, 2023 and paragraphs 192(b) and 193(d) of the NPPF December 2024.

Figure 9: Wildlife corridors



POLICY ENV 4: BIODIVERSITY, TREES AND HEDGEROWS, AND WILDLIFE CORRIDORS - All new development proposals will be expected to safeguard habitats and species across the Plan Area, including those of local significance, and to deliver biodiversity net gain. If significant harm to biodiversity cannot be avoided (through relocating to an alternative site with less harmful impacts), adequately mitigated, or dealt with through onsite or offsite enhancement (via biodiversity net gain at 10%), planning permission should be refused, in conformity with paragraph 193a of the NPPF (December 2024).

Development proposals that adversely affect trees, woodland and hedges of environmental (biodiversity, historical, arboricultural) significance, or of landscape or amenity value, will be resisted. New development should be designed to retain such trees and hedges wherever possible. Where destruction cannot be avoided, developers will be required to plant replacement trees and/or hedges on site or to provide compensatory planting elsewhere in the Parish.

Hedgerows should be retained and protected. Where loss is unavoidable, it should be minimised and compensated for by replacement planting of locally appropriate native species. Only development proposals providing a net gain in length and species diversity of hedgerows will be supported. When fulfilment of biodiversity net gain involves trees and hedges, compensatory plantings should be of native or suitable exotic/ornamental species and should take account of current best practice regarding plant disease control and aftercare.

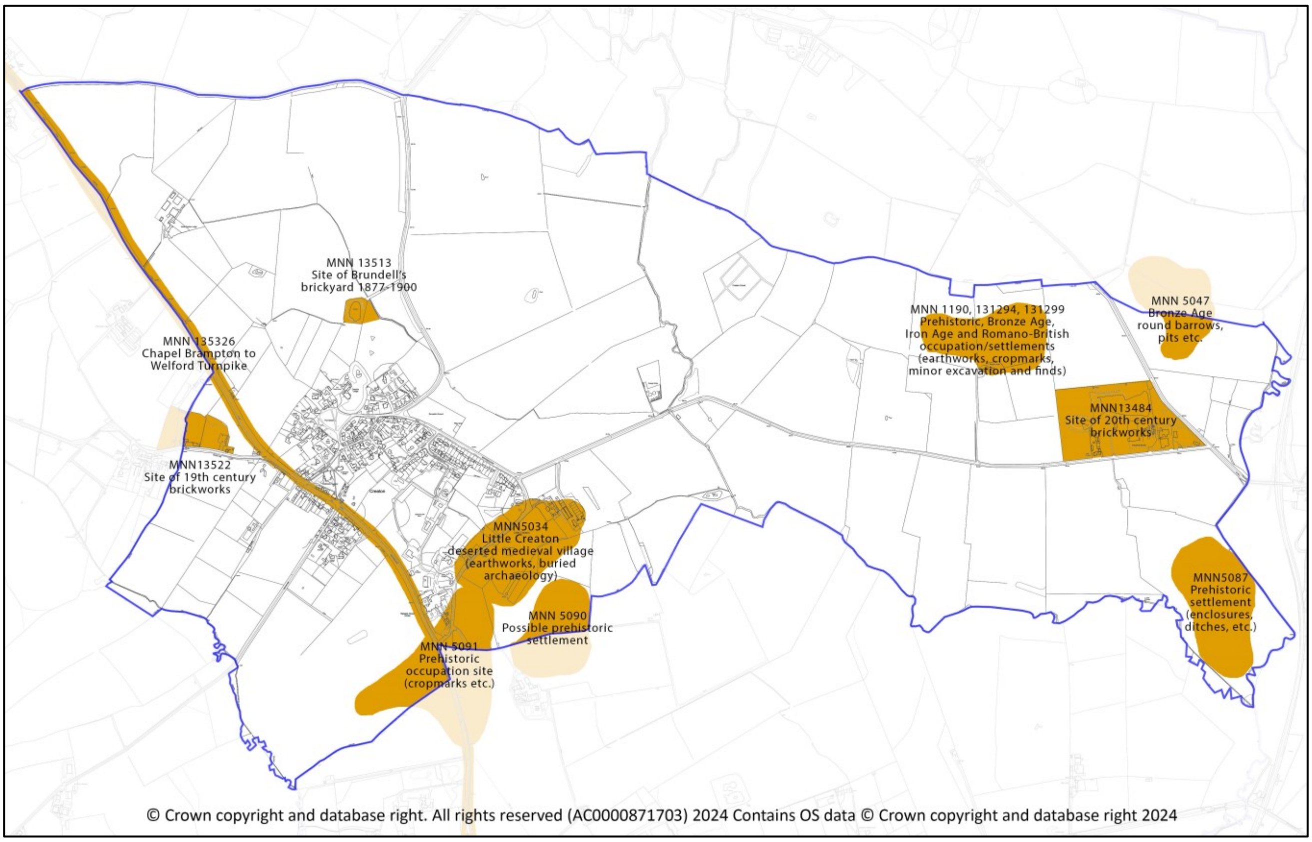
Development in the Neighbourhood Area will be expected to protect and enhance the identified wildlife corridors (figure 9) and other potential habitat links. It should not create barriers to the permeability of the landscape for wildlife in general, or fragment coherent populations of species of conservation concern.

Sites of historic environment significance

A number of sites in Creaton are important (at least locally) for archaeology, history and heritage. They comprise ten features of relevance to Neighbourhood Plan policies in the Northamptonshire Historic Environment Record (HER) and Historic England databases. The map (figure 10) shows their locations. In addition, there have been occasional finds of Iron Age and Roman pottery shards across the parish. Within the village envelope much of the sites of historic environment significance are covered by the Conservation Area, The Green being a main case.

POLICY ENV 5: SITES OF HISTORIC ENVIRONMENT SIGNIFICANCE - The sites mapped in figure 10 are of at least local significance for their historical features. The features are extant and have visible expression or there is proven buried archaeology on the site, and they are locally valued. The significance of the features present should be balanced against the local benefit of any development that would affect or damage them.

Figure 10: Sites of Historical Environment significance



Ridge and furrow

The medieval villages of Great Creaton and Little Creaton were primarily agricultural and, beginning in the 8th or 9th century AD, were farmed using the Open Field system. All the open land, except small fields (closes) backing onto the houses and areas of woodland or waste, was worked in a seasonal and yearly rotation of arable crops (cereals, beans), grazing and fallow. The ploughlands of Great Creaton consisted of four large open fields (Upper, Middle, West and Nether); the details of Little Creaton's fields are unknown but some ploughlands earthworks survive. Medieval ploughs were pulled by oxen and, because they were not reversible, the soil was always turned rightwards as the plough team progressed up and down the furlongs, producing a corrugated pattern of ridges and furrows whose dimensions increased with every year.

The open field system was practised for most of the medieval period and beyond, until the changes in land ownership or adoption of the latest farming methods in the ‘agricultural revolution’ of the mid-18th century gave rise to a move from the large open fields to smaller fields with hedged boundaries, and a change from arable to pastoral (livestock) farming. The open land in the Plan Area was Enclosed in this way in several phases, culminating in Great Creaton’s Parliamentary Enclosure in 1782-3.

The result of the Enclosures was to ‘fossilise’ the ridges and furrows under grass and hedgerows, and this situation persisted until the mid-20th century, when a second ‘agricultural revolution’ after the Second World War effectively reversed the first one. British governments, and later the European Union, encouraged farmers, mainly through subsidies, to plough the pastures and turn them over to intensive arable production. Wherever this happened, modern reversible ploughs quickly obliterated the ridge and furrow. In most English open field parishes, the loss of ridge and furrow since 1950 has been over 90%. In the late 1990s, English Heritage (now Historic England), realising the scale of this destruction, undertook the first of a series of surveys (‘Turning the Plough’) across the Midlands and made recommendations for protection and management, including in the Planning system.

The extent of ridge and furrow across Creaton mapped in the late 1990s for the Turning the Plough (Historic England and Northamptonshire CC) survey (figure 11.1) provided the baseline for a new survey undertaken for this Plan in 2025 (figure 11.2). The summary results show the decline since World War II (extent estimated from local history information and maps) and since 1999; although the 2025 survey identified on the ground some areas missed by the 1999 study, the situation is now as follows:

1950s	[estimated] 500 ha
1999	c.20 ha
2025	c.17 ha

In English legislation ridge and furrow fields (except for the few that are Scheduled Monuments) are not statutorily protected, despite recognition that, in view of the level of loss since the mid-20th century, “as the open field system was once commonplace in NW Europe, these [surviving] sites take on an international importance” (English Heritage, 2001).

While the five individual fields with surviving ridge and furrow in Creaton are not claimed to be of international importance, their rarity here and across the Midlands, and their relationship with the other medieval heritage assets in the Plan Area means that any further, avoidable, loss would be irreversibly detrimental. In conformity with paragraph 216 of the National Planning Policy Framework 2024 (including footnote 75) and following the recommendation of Historic England, all surviving ridge and furrow in the Plan Area (figure 11.2) should now be regarded as a non-designated heritage asset and taken into account in the planning system as the visible evidence of a component of national heritage comparable in significance to that of surviving medieval buildings. In future, and whenever possible, increased local housing need or new targets required at a higher level in the planning system should only be fulfilled in the Plan Area by allocating development to available sites where there is no surviving ridge and furrow. The policy is supported by NPPF (2024) paragraph 216.

POLICY ENV 6: RIDGE AND FURROW – The areas of ridge and furrow earthworks mapped in figure 11.3 are non-designated heritage assets.

Any loss or damage arising from a development proposal (or a change of land use requiring planning permission) is to be avoided; the significance of the ridge and furrow features as heritage assets must be balanced against the local benefits of such development.

Figure 11.1: Ridge and furrow in Creaton c.1947 (from RAF aerial imagery via Google Earth)

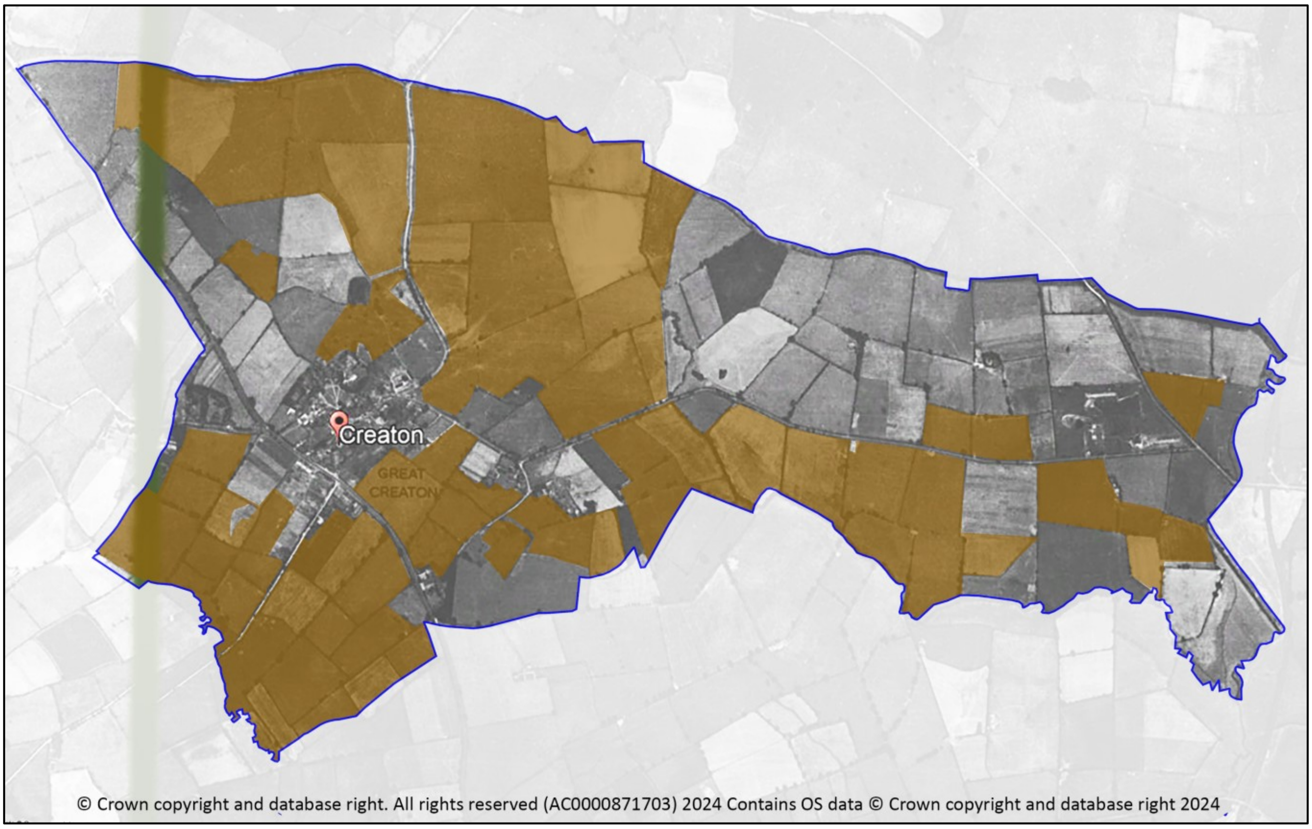


Figure 11.2: Ridge and furrow in the Plan Area c.1999
(Northamptonshire Historic Environment Record data from *Open Fields* Project survey)

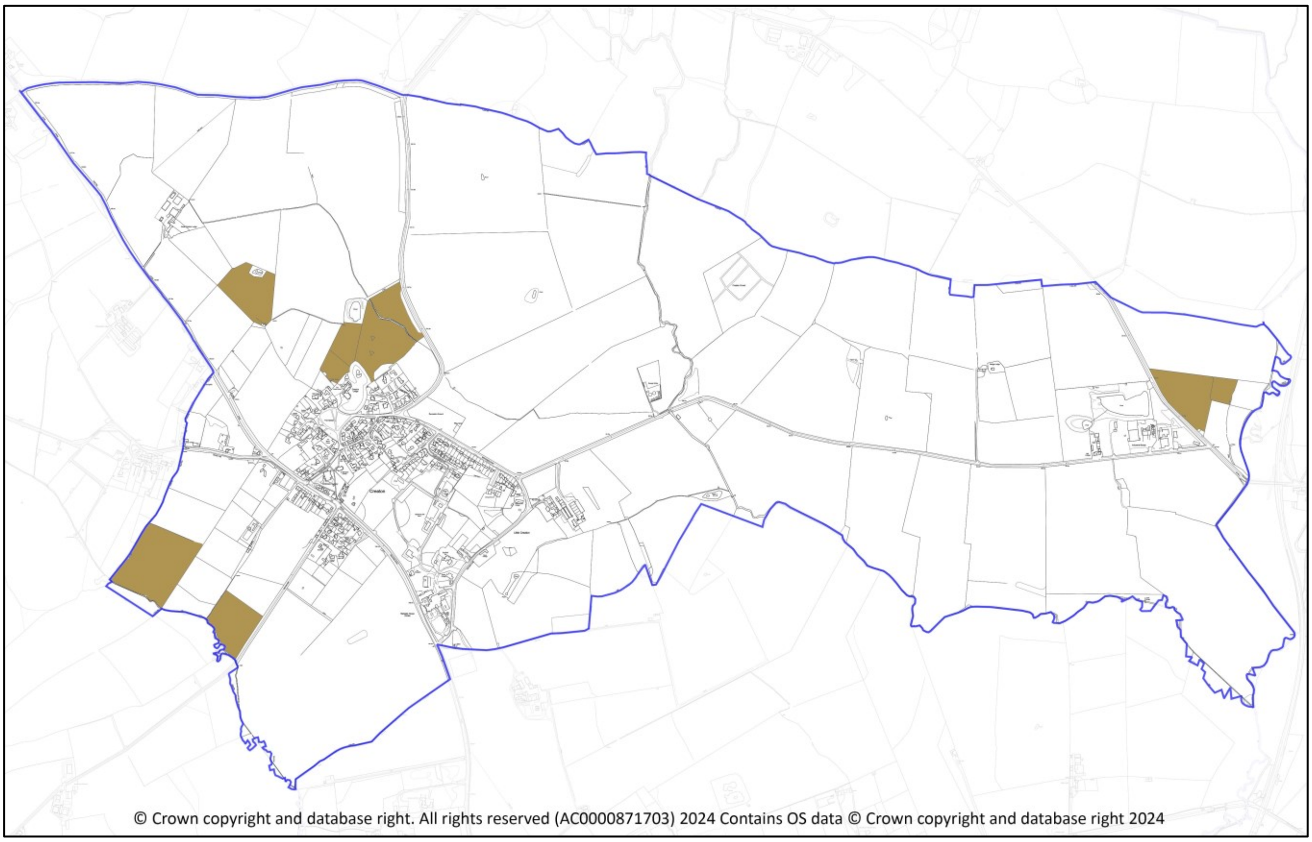
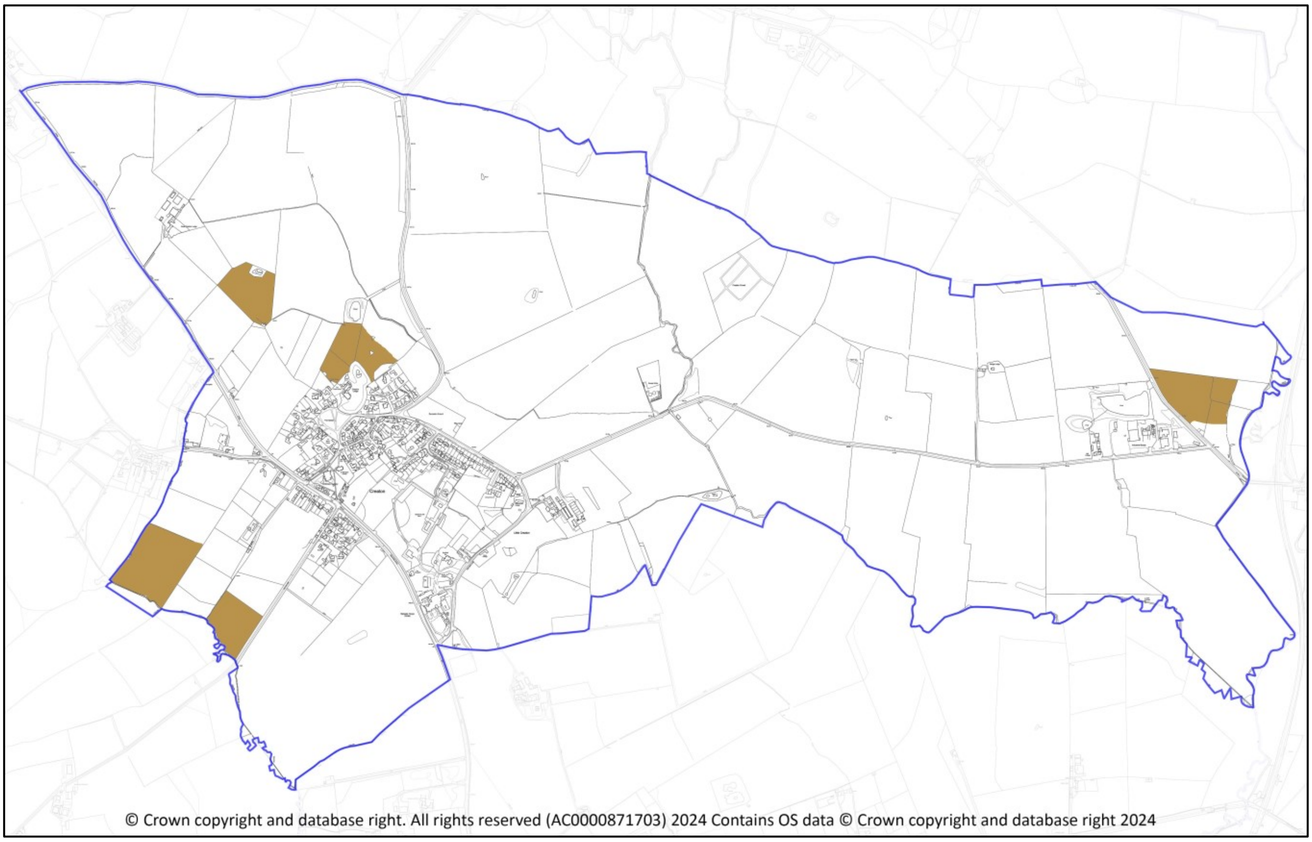


Figure 11.3: Ridge and furrow in Creaton 2025 (surveyed for this Plan)

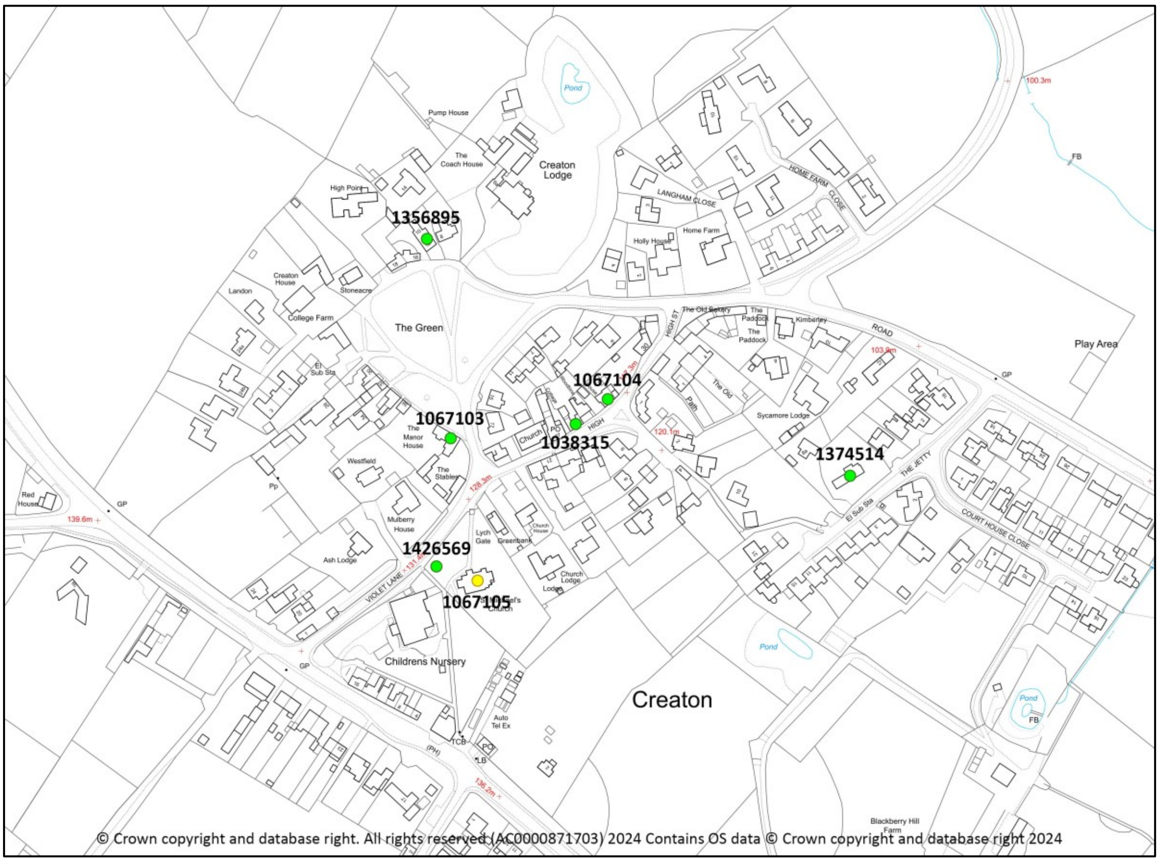


Statutorily Protected Heritage Assets

Seven sites, buildings and structures in the Neighbourhood Area have statutory protection through Listing at Grade II* or II. The Neighbourhood Plan lists them here for reference, and to note that new development nearby will be required to take into account their *settings*, as defined on a case-by-case basis by Historic England.

	Ref	Designation	Grade	Address
Church of St Michael	1067105	Listing	II*	Church of St Michael, Violet Lane, Creaton, West Northamptonshire
Creaton Memorial Cross	1426569	Listing	II	Churchyard of St Michael's Church, Violet Lane, Creaton, Northamptonshire NN6 8NH West Northamptonshire
10 and 12, The Green	1356895	Listing	II	10 and 12 The Green, Creaton, West Northamptonshire
Morningside Cottage	1038315	Listing	II	Morningside Cottage, High Street, Creaton, West Northamptonshire
The Orchard Manor	1374514	Listing	II	The Orchard Manor, The Jetty, Creaton, West Northamptonshire
The Dial House	1067104	Listing	II	The Dial House, High Street, Creaton, West Northamptonshire
The Manor House	1067103	Listing	II	The Manor House, The Green, Creaton, West Northamptonshire

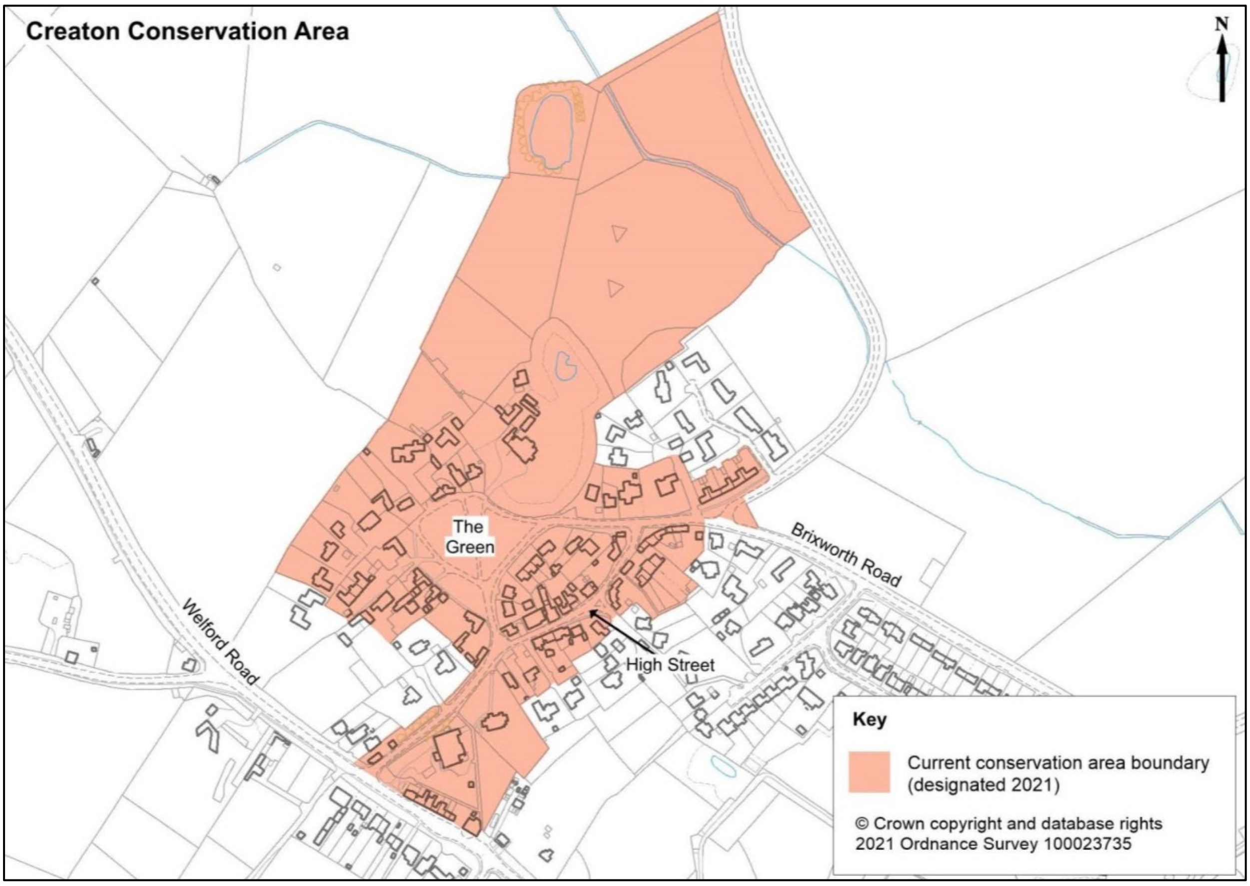
Figure 12: Statutorily Protected Heritage Assets (for reference)



Creaton Conservation Area

The Creaton Conservation Area was appraised and its designation adopted in 2021. This Neighbourhood Plan has no additional (local detail) policy for this topic, as the WNC *Creaton Conservation Area Appraisal and Management Plan (2021)* is relatively up to date, and the measures in NPPF December 2024 (amended February 2025), WNC Joint Core Strategy Local Plan Policy R1(C) and Daventry Part 2 Local Plan Policy RA2 (Ciii) are considered by the community to provide appropriate protections. A number of non-Listed (i.e. non-statutory) buildings and structures identified in the Conservation Area Appraisal as *adopted local list entries* are also included in this Neighbourhood Plan, along with additional candidates outside the Conservation Area boundary, as Non-Designated Heritage Assets (Policy ENV 7)

Figure 13: Creaton Conservation Area (West Northants Council mapping)



Non-Designated Heritage Assets (the 'Local List')

To add local detail to the national statutory List (Historic England, above), this Neighbourhood Plan identifies 14 further buildings and structures in the built environment of the Plan Area that are considered to be of local significance for architectural, historical or social reasons (details in Appendix 4). Inclusion here records them in the Planning system as Non-Designated Heritage Assets. The policy is supported by NPPF (December 2024, amended February 2025) paragraph 216 and the West Northants Council guidance about Non-Designated Heritage Assets in Neighbourhood Plans.

POLICY ENV 7: NON-DESIGNATED HERITAGE ASSETS – The structures and buildings listed here (location map figure 14) are Non-Designated Heritage Assets. They are important for their contribution to the layout and characteristic mix of architectural styles in the village, and their features and settings will be protected wherever possible. Any harm arising from a development proposal or a change of use requiring planning approval affecting any of them will need to be balanced against their significance as heritage assets.

'Local list entries' in the Conservation Area noted in the adopted Conservation Area Appraisal (WNC):

Home Farm, Brixworth Road

The Old Bakery, Brixworth Road

The Manse, High Street

Woodbine Cottage, High Street

No. 18 The Green

Nos. 7-11 The Green

College Farm, The Green

Creaton House, The Green

Creaton Primary School original classroom, Welford Road

'Local list entries' outside the Conservation Area noted in the adopted Conservation Area Appraisal (WNC):

Court House, 4 Court House Close

Willow Brooke House (formerly Ann's House), Grooms Lane

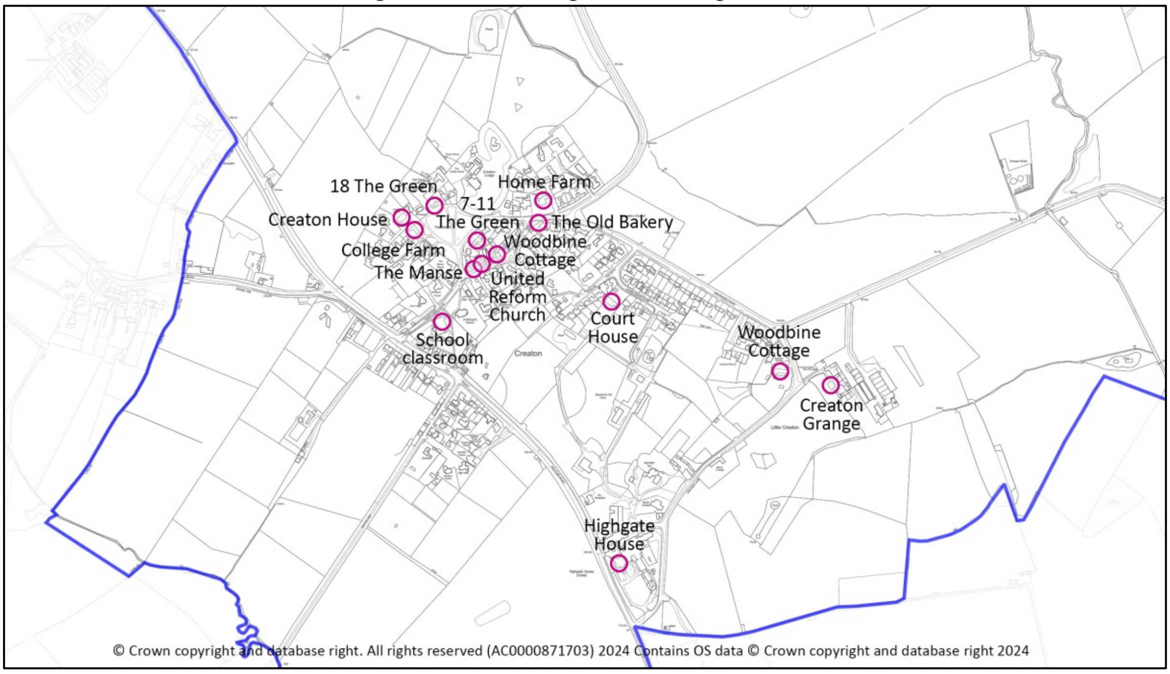
Creaton Grange

Highgate House, Welford Road

Others (Northamptonshire Historic Environment Record)

United Reform Church, High Street. NHER ref 2925/3/1

Figure 14: Non-Designated Heritage Assets

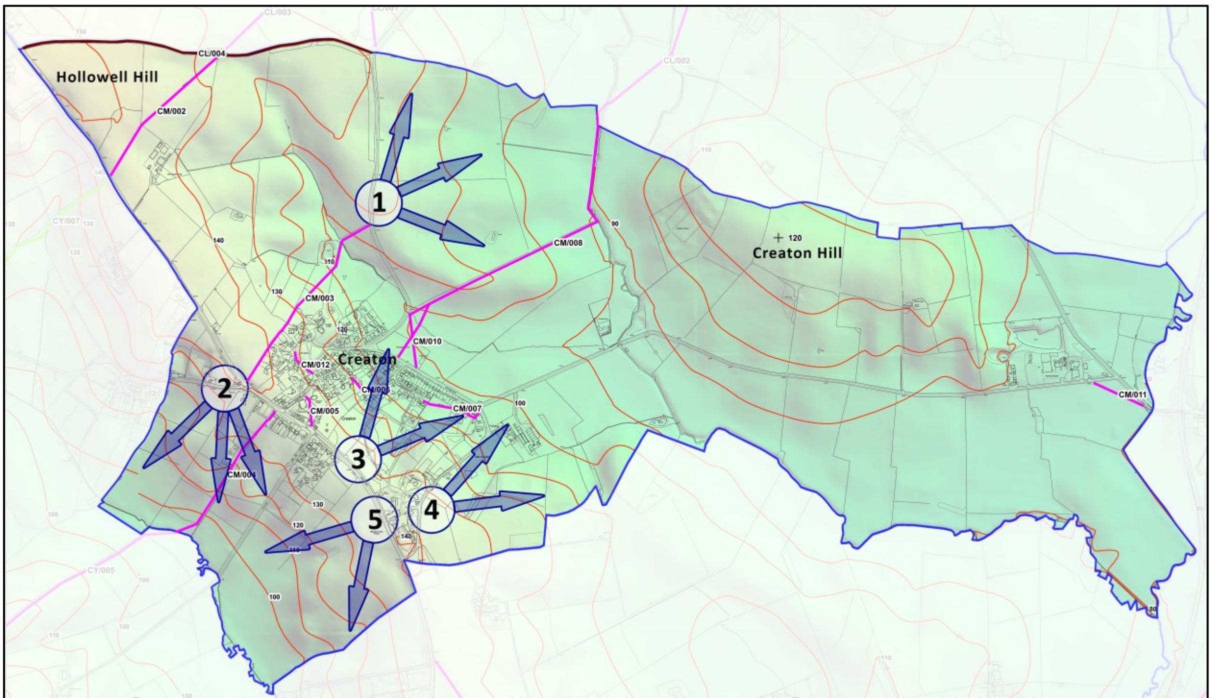


Important views

Consultation during the Neighbourhood Plan's preparation identified a widely held wish to protect Creaton's rural setting, in particular its visual relationship with the surrounding landscape, and including its situation in the landscapes of Natural England National Character Area 89 Northamptonshire Vales.

One of the main ways in which residents expressed this wish was by describing several highly valued views within and around the village and toward the surrounding countryside. These consultation findings were supported by the fieldwork for this chapter of the Plan, which although principally aimed at identifying sites of environmental significance also confirmed the sightlines of the suggested views and mapped them (figure 15).

Figure 15: Important views



POLICY ENV 15: IMPORTANT VIEWS – The following views (map figure 15, details Appendix 5) are important to the setting and character of the village. Development proposals should respect and whenever possible protect them. Development which would have an adverse impact on the identified views will not be supported.

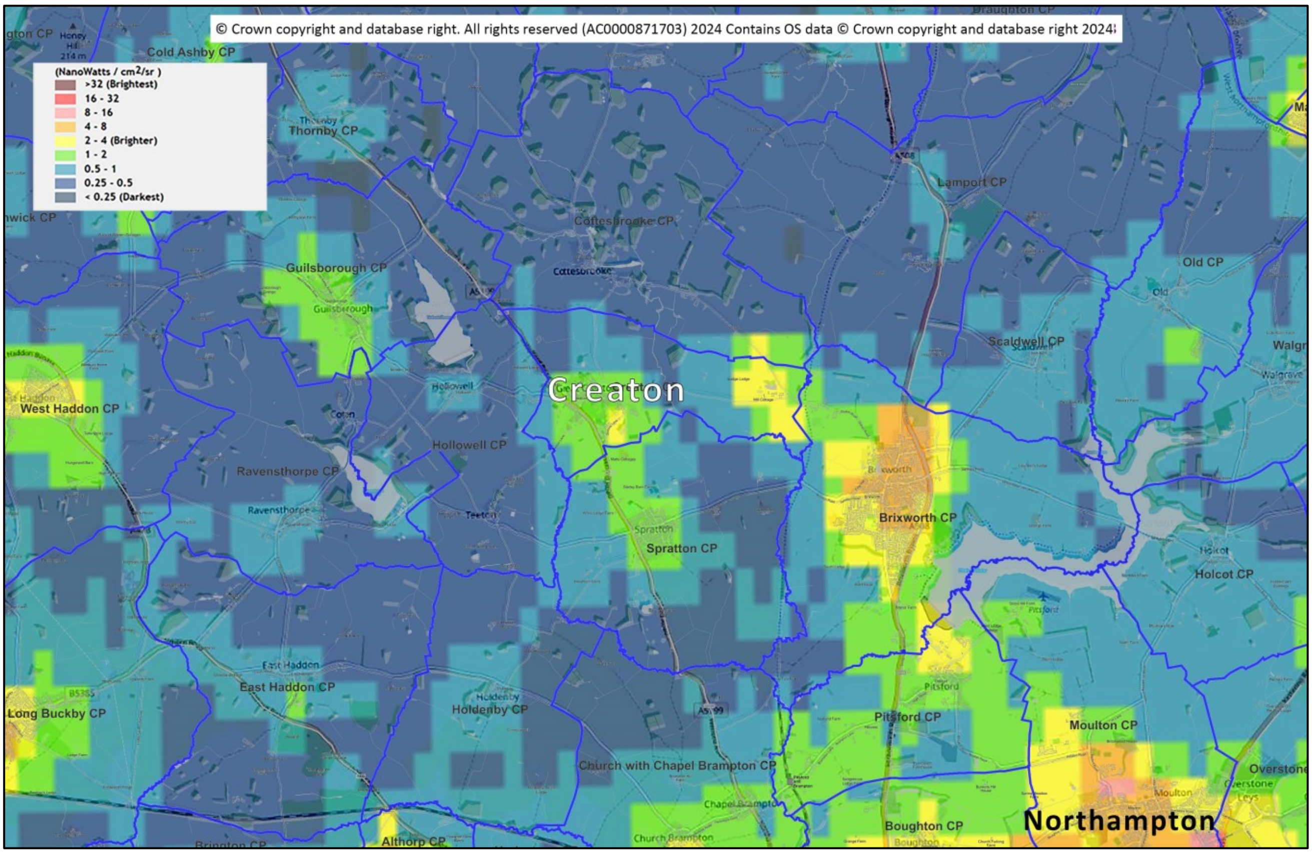
1. From Cottesbrook Road where PRoW CM/003 joins it, panorama northeast to southeast toward Creaton Hill and the skyline on the parish boundary
2. From the Hollowell Road turn off Welford Road, extensive views southwest to southeast over the valley to the high ridge in the skyline
3. From Welford Road over the outskirts of Creaton village, east across the whole eastern half of the parish, including Creaton Hill
4. From the bend and gateway on Grooms Lane, a view east and northeast down the valley of Creaton Brook
5. From a gateway opposite the junction of Grooms Lane with Welford Road, panorama south to west across the valley

Dark Sky

Creaton is located in a part of the English midlands where population has historically been low, and where, until the mid-20th century, there were no large industrial centres. Despite more recent changes (development around Northampton and Brixworth, inadequate control of artificial lighting in new rural housing, agricultural and commercial developments) this means that Creaton and much of the area to its north has remained one of the places in central England least affected by light pollution. The village of Creaton still has relatively little street lighting. Looking north at night from the village green and particularly from High Street, it is still possible to see the starry night sky.

The community generally values this characteristic and relatively unusual feature of the Neighbourhood Area and wishes to maintain the present low levels of artificial light when and where this is a matter that can be dealt with by planning strategy and decision-making.

Figure 16: Dark Sky status of the Neighbourhood Area (CPRE mapping)



POLICY ENV 9: DARK SKY – In recognition of the Plan Area's status as part of a dark sky zone, development proposals incorporating external lighting should include a full lighting scheme to demonstrate that the lighting is the minimum required for its purpose, is directed downwards with a beam angle below 70°, and that there will be no significant adverse effects individually or cumulatively on the character of the area, on the residential amenity of residents, or on wildlife.

Lighting design, location, type, lux levels and times of use should follow current best-practice for bats and other nocturnal wildlife, e.g. by applying the guidelines in Guidance note 08/18 Bats and artificial lighting in the UK (Bat Conservation Trust / Institution of Lighting Professionals, 2018).

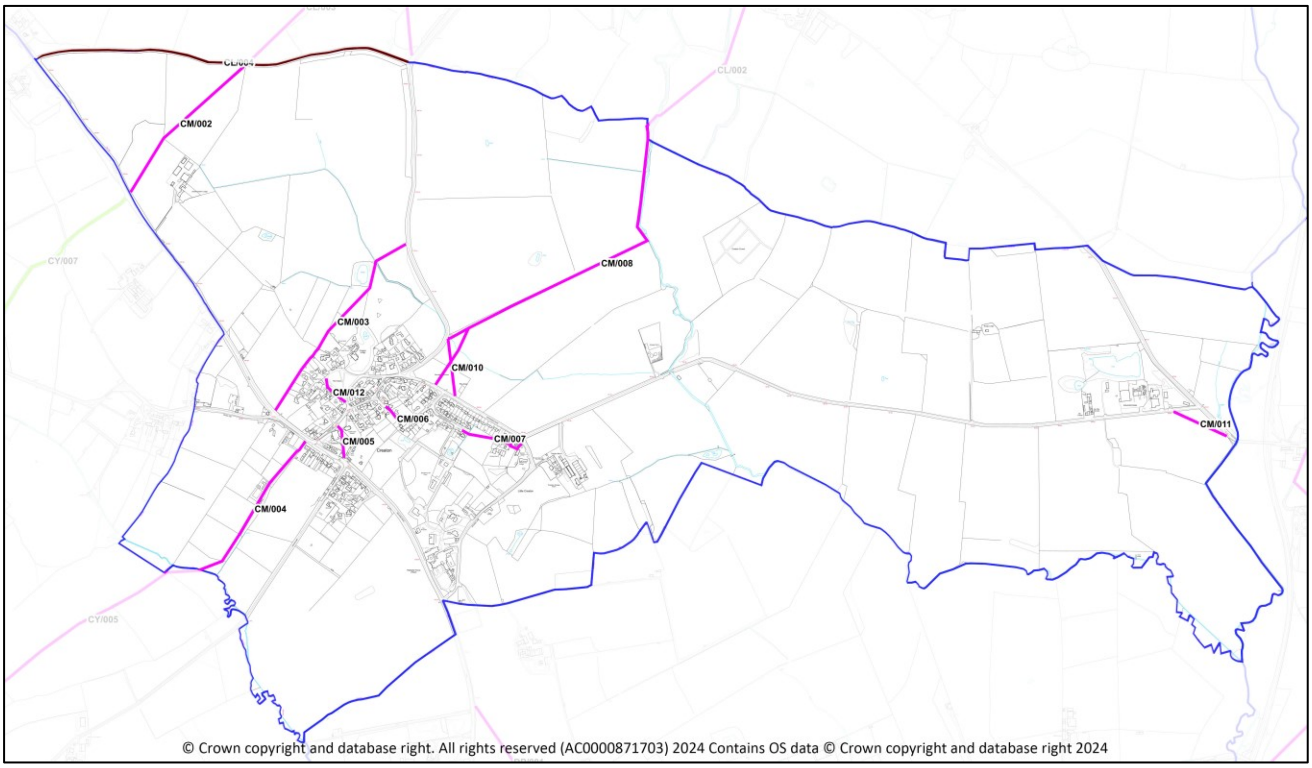
Footpaths and other walking routes

The network of footpaths and other rights of way in the Plan Area is not extensive compared with other parishes in West Northamptonshire. Because walking routes everywhere tend to be survivors from around the time of the 18th century Enclosure of the farmed landscape and from before the development of paved motor roads, there are historical reasons for this, including in the case of Creaton the manorial hityory and land ownership into the 20th century. However, with modern recognition of the value of walking routes for health and wellbeing, the lack is unfortunate and any erosion of the already modest network's extent and character will be resisted.

POLICY ENV 10: FOOTPATHS AND OTHER WALKING ROUTES - Development proposals that result in the loss of, or have a significant adverse effect on, the existing network of footpaths (figure 17) will not be supported without appropriate mitigation.

The extension of the footpath network to key Parish facilities and to adjoining Parishes is supported.

Figure 17: The existing network of footpaths and other walking routes



Flood risk resilience and climate change

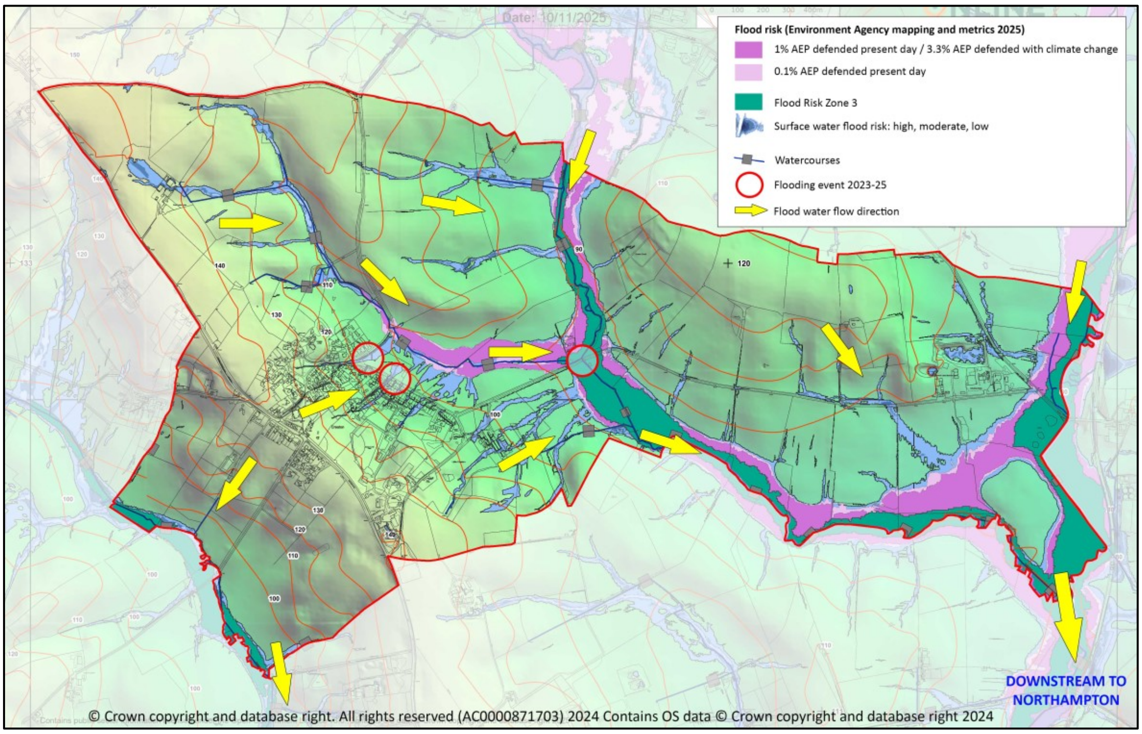
Even if international cooperation and national strategies and policies eventually succeed in halting the human and industrial contributions towards climate change, the effects of recent and current warming on weather events will likely persist for decades. It is therefore desirable to plan for at least a medium-term future, in which weather events will continue to become more extreme, by putting in place measures that manage the effects of climate change on flooding for the lifetime of this Plan and beyond. This objective is explicitly supported by the Environment Agency (EA) draft National Flood and Coastal Erosion Risk Management Strategy for England (2019), in which the strategic emphasis shifts from mitigation to resilience; in other words, from requiring new development to reduce its adverse effects on flood risk and to avoiding creating or adding to flood risk at all.

Creaton village is located on high ground at a watershed between the headwaters of two branches of the River Nene. All ditches and watercourses consequently flow away for the settlement, as generally speaking does the run-off from surface water accumulation during rainfall events. Most of the soils derived from the local surface geology tend to be reasonably porous/absorbent, although there are areas of Jurassic and Quaternary ('Ice Age') clay that are impermeable and therefore potentially problematic with respect to surface water flooding. Areas at the highest risk of flooding by rivers are in the eastern part of the Neighbourhood Area (and so only of concern for development proposals in this area of designated Open Countryside). Although there are only two locations (in the northeast outskirts of the village, where a brook is crossed by Cottesbrooke Lane) where flooding from a watercourse occurs, surface water, its runoff and associated risks for property and infrastructure is quite extensive in the village and across the Neighbourhood Area. Also of significance, in the light of recent extensive and damaging flood events in Northamptonshire, is that the surface water originating from precipitation (rain, snowmelt, frozen ground) in the Creaton Neighbourhood Area is a contributor to flooding downstream, including in Northampton and beyond.

In light of the above, it is important that the location and technical standards of all new development proposals in the Neighbourhood Area should in future be judged on their likely contribution to flooding in a climate change world.

To complement this objective, the community will support proposals to improve the infrastructure within the built-up areas for managing flooding from surface water run-off events, providing this is not unduly detrimental to the historic built environment, biodiversity sites, or open and green spaces.

Figure 18: Risk of flooding from rivers and surface water
[combined Environment Agency mapping,2025]



Environment Agency risk definitions in figure 18:

Annual Exceedance Probability (AEP) is the preferred method for describing the likelihood of a flood occurring. This is because it better explains that the chance of a flood of a given magnitude occurring remains constant through time, i.e. 0.1% AEP means that *for any given year* there is a 0.1% chance (1 in 1000) of a 1-in-100-year flood occurring; 1% AEP means 1% chance of a one-in-100-year flood; 3.3% AEP means 3.3% chance of a 1-in-100-year flood. The 3.3% zone has the highest probably but covers the smallest area (nearest to the river causing the flood).

Defended 3.3% AEP Rivers (Climate change). The mapping of this zone takes into account the presence of flood defences and assumes that they will operate in the way they were intended (or designed) to function. The climate change allowance is based on the latest UK Climate Projections (UKCP18) from the Met Office. The specific climate change scenario used in the map is the projection for the 2080s epoch (2070-2125) for risk of flooding from rivers. In Creaton (figure 18), the 1% AEP present day mapped area coincides with that for the expected 3.3% AEP Climate Change flood.

This policy is in general conformity with and supported by West Northamptonshire Joint Core Strategy Local Plan (Part 1) Policy BN7 and Settlements and Countryside Local Plan (Part 2) for Daventry District Policy ENV11. It has regard for National Planning Policy Framework (December 2024, amended February 2025) paragraphs 164a, 170, 172, 181 and 182.

POLICY ENV 11: FLOOD RISK RESILIENCE – Where appropriate, all development proposals in the Neighbourhood Area will be required to demonstrate that the benefit of development outweighs the harm in relation to its adverse impact on climate change targets, and on the likelihood of it conflicting with locally applicable flood mitigation strategies and infrastructure. The effects of new development on both *surface water* and on flood risk of *1% Annual Exceedance Probability defended (present day) / 3.3% Annual Exceedance Probability defended (with allowance for climate change)* for rivers (as mapped in Figure 18) must be addressed and resolved.

Apart for minor applications covered by the exemptions in the National Framework, development proposals for one or more dwellings and/or for employment or agricultural development must include a Flood Risk Assessment and should demonstrate that:

- if in a location susceptible to flooding from rivers, other watercourses or surface water (Figure 18), no alternative site is available;
- its location and design respect the geology, flood risk and natural drainage characteristics of the immediate area, and the proposal is accompanied by a hydrological study whose findings must be complied with in respect of design, groundworks and construction;
- it includes a Surface Water Drainage Strategy which demonstrates that the proposed drainage scheme, and site layout and design, will prevent properties from flooding from surface water, including allowing for climate change effects, and that flood risk elsewhere will not be exacerbated by increased levels of surface water runoff, and that the development will not adversely affect other natural habitats and water systems;
- Surface water flooding (run-off) will not exceed the Qbar greenfield rate minus 20% (DEFRA Guidance SC030219/S, 2013)

- its design includes, as appropriate, sustainable drainage systems (SuDS) with ongoing maintenance provision, other surface water management measures and permeable surfaces;
- proposed SuDs infrastructure includes, where practicable, habitat creation comprising e.g., landscaping, access and egress for aquatic and terrestrial animals, and native species planting;
- it does not increase surface water run-off or the risk of flooding to third parties, taking into account the effects of climate change.

Proposals for Natural Flood Management (NFM) measures (including watercourse restorational landscaping, 'slow the flow' techniques, tree-planting, wildlife introductions and rewilding / environmental land management schemes) will be very strongly supported.

Proposals to construct new (or improve existing) floodwater management infrastructure (ditches, roadside gullies, street drains, retention pools, etc.), including within or close to the built-up areas, will be supported, provided they do not adversely affect important open spaces, or sites and features of natural or historic environment significance.

Renewable Energy Generation Infrastructure

The Government has set targets for clean power by 2030 and beyond. West Northamptonshire have targets and use the 17 United Nations Development Goals to deliver their sustainable ambitions. Within these wider frameworks, Creaton supports sustainability and energy efficiency and encourages home and business owners to become as energy efficient and carbon-free as possible. In particular, new homes should be built to zero-carbon standards making use of solar panels and other clean energy sources.

Help and support, where available, is to be given to home and business owners to become carbon-free and energy efficient. New buildings (homes, business premises, conversions) are to be built to zero-carbon standards. The use of solar panels, heat-source pumps, and other appropriate zero-carbon energy sources is to be supported

Renewable energy also brings considerations for planning requirements other than housing. In order to increase the nations use of solar energy, large fields of solar panels are built, wind turbines may still be deemed appropriate

Renewable energy and low or zero carbon development are important in the Parish. The community is keen to explore opportunities for renewable technology development. The community is not in principle opposed to local low carbon energy generation development and recognises the potential benefits it may bring as a renewable source of energy. However, the potential for wind energy and other forms of renewable or zero- or low-carbon development needs to be balanced against other important considerations, particularly the potential impact on the Parish's ecology, its residential amenity, and though to a lesser extent, its landscape and character.

POLICT ENV 12: RENEWABLE ENERGY INFRASTRUCTURE - Suitably designed proposals that promote and encourage the development of renewable and zero- and low-carbon energy resources will be supported where they:

a) do not have an unacceptable impact on the amenity of local residents (including noise, visual impact, shadow flicker, water pollution, odour, air quality, emissions, sensitivity and character of the landscape);
b) do not have an unacceptable visual impact on the character and sensitivity of the landscape;
c) do not have an unacceptable effect on any designated or non-designated heritage asset, or their setting, or on sites and features recognised for their significance in this Plan; and
d) would not, in the case of wind turbines, result in an unacceptable effect on protected species, and their habitats including migration routes or sites of biodiversity value.

C Sustainability

This chapter looks at aspects of village life including: - Community facilities; Traffic management & road safety (including parking); and Business & employment.

1. Community facilities

Community facilities and amenities provide important infrastructure for the residents of Creaton, supporting and enhancing the quality of daily life and contributing to the vitality of the village.

Some of these facilities and amenities offer local employment opportunities whilst others provide a focal point for social interaction and support important services; thereby reducing the need to travel, which is particularly important for those who do not have access to a car.

Creaton has a limited range of facilities. The biggest loss recently has been the closure of the Primary School. The community facilities which remain include a shop which is a community venture, using a temporary building on leased land at a pepper-corn rent. It is partly operated by volunteer staff.

The Village Hall on Teeton Lane is well used. The Parish Council hold their meetings and it is the local Polling Station, and various quizzes are held there along with dance classes and public meetings such as the open days for the Neighbourhood Plan, Ducklings/School Building, The Bricklayers Arms is no longer a Public House. It is now run as an Indian restaurant trading as the Jomindar Lounge. It is very popular and used enthusiastically by the local community.

The Church of St Michael and All Angels is thought to have been founded in the late eleventh or twelfth century. The URC offers an alternative to the Church, holding services every Sunday. There is also a popular coffee shop as part of the building.

This lack of local facilities increases the need to travel, often by car, to nearby settlements. The need to travel outside the Parish to access basic services is one of the main reasons for the high levels of car ownership in the Parish (6.4% of households have no car or van compared to 15.9% across West Northamptonshire according to the 2021 Census). It also creates challenges for those residents without access to a car. Reductions in the frequency of local bus services compound the issue.

The loss and threatened closure of facilities and services is, however, a common dilemma for rural communities. The viability of many rural services is likely to be challenged further in future as a consequence of squeezed local authority budgets and more car owning residents commuting to work, driving to retail centres and accessing leisure facilities and other amenities further afield.

At the Open Event in April 2024 people drew attention to the need for a School, and other facilities such as allotments and an orchard were also referenced. The importance of existing community facilities was highlighted, and one person commented on the need for bus shelters. The benefit of having a café locally was also mentioned.

The Community Questionnaire from May 2024 identified the village shop, playing field and village hall as being important by over 90% of respondents.

The West Northamptonshire Joint Core Strategy reinforces the need for the planning system to deliver appropriate social, recreational and cultural facilities. Policy RC2 of the Joint Core Strategy requires new residential and commercial development to make provision for community facilities and resists the loss of existing community facilities.

POLICY CF1: THE RETENTION OF COMMUNITY FACILITIES AND AMENITIES - Development leading to the loss of an existing community facility, including the Community Shop, the Village Hall, Ducklings/School Building, Pub/Indian Restaurant, St Michael's Church and URC will not be supported unless it can be demonstrated that any of the following apply:

a) There is no longer any proven need or demand for the existing community facility;

b) The existing community facility is no longer economically viable and there are no alternative uses for the building that meet a community need;

c) The proposal makes alternative provision for the relocation of the existing community facility to an equally or more appropriate and accessible location within the Parish which complies with the other general policies of the Neighbourhood Plan.

Proposals that provide new community facilities or improve the quality and range of existing community facilities, will be supported provided that the development:

a) Meets the design criteria stated in Policy H6;

b) Will not result in unacceptable traffic movements that generate increased levels of noise, fumes, smell or other harmful disturbance to residential properties including the need for additional parking which cannot be catered for within the curtilage of the property;

c) Provides appropriate levels of car parking;

d) Is of a scale appropriate to the needs of the locality and conveniently accessible for residents of the village wishing to walk or cycle; and

e) Takes into full account the needs of the wider community.

2. Employment

The strength of the local economy and of the community go hand in hand. Supporting the growth of a stronger local economy is recognised as an important theme of the Neighbourhood Plan. The Joint Core Strategy (Policy R1) seeks to sustain the rural economy by retaining existing employment sites where possible and enables small scale economic development.

Creaton has a number of established businesses which are run from home-based facilities within the village. These include Financial Services, legal services, vehicle sales consultancy and creative/design services, as well as a range of farming activities. In 2021 42.4% of people living in the parish (aged 16-74) worked from home compared to 29.1% across West Northamptonshire). Creaton has a high proportion of economically inactive residents (38.1% compared to 34.1% across West Northamptonshire). Around 30% of residents work within a 10km distance of where they live.

Highgate House is now run as an independent Christian Retreat. They have taken a small advert in the Creaton in Bloom programme, and they are interested in holding services in the Church. There are no plans to open the facilities (such as the bar) up to the community.

Where there are buildings dedicated to business use in the parish it is important that they are protected against being lost to other uses. It should be clearly demonstrated that there is little prospect of existing building or land generating employment before allowing demolition or redevelopment.

Meanwhile, new employment initiatives in the right location can greatly help to boost and diversify the local economy and to provide more local employment opportunities.

Overall, maintaining the rural nature of the parish strongly mitigates against any larger scale business development.

Any new employment initiatives should be sensitive to the character of the parish. Employment proposals should only be seen as acceptable if they avoid harmful impacts on other matters agreed to be locally important such as air quality, green spaces, increased traffic flows, parking, residential amenity, the preservation of historic/heritage assets and the local environment.

There is, however, a need to recognise and support the increasing numbers of people who conduct their businesses from home. The Neighbourhood Plan reflects this in its proposals to provide a wider range of housing and to both support conversion of redundant commercial buildings and the development of local business premises where appropriate.

The Community Questionnaire from May 2024 asked for people's thoughts about business development. Over 50% of respondents identified a need for a coffee shop, communal workshop areas small office space for short-term rentals. Over 85% of respondents welcomed the prospect of new businesses coming to Creaton.

Respondents expressed a preference for small-scale businesses that are in line with the character of the village and do not generate significant traffic. There is interest in businesses that can utilise existing buildings or operate from small workshops or barns. Preferences include artisan or craft businesses, food and drink establishments, and small retail or service-oriented enterprises.

Key considerations for acceptable businesses include their ability to provide local employment, not significantly change the village's landscape or character, and not generate excessive traffic. There is also interest in businesses that support the local community, utilise local suppliers, and have a minimal environmental footprint. Additionally, businesses that are not industrial or manufacturing on a large scale are preferred.

Respondents are generally open to small, locally oriented businesses that enhance the village's economy and character while respecting its rural setting.

POLICY E1: BUSINESSES & EMPLOYMENT - There will be a presumption against the loss of commercial premises or land that provides employment opportunities. Development proposals for a change of use or the redevelopment of a business or commercial use to an activity which does not provide employment opportunities will only be supported where it can be demonstrated that:

a) The commercial premises or land in question has not been in active use for at least 12 months; and
b) The commercial premises or land in question has no potential for either reoccupation or redevelopment for employment generating uses and as demonstrated through the results both of a full valuation report and a marketing campaign lasting for a continuous period of at least 12 months.

Proposals for employment-related development (for new and/or expansion of employment uses, including homeworking) will be supported where it can be demonstrated that the development will not generate unacceptable disturbance, noise, fumes, smell or traffic; that it will respect and be compatible with the local character and surrounding uses; and that it will, where appropriate, protect residential amenity.

Working from home

The reduction of CO2 omissions to net zero by 2035 is now enshrined in law, so it is important to consider new employment opportunities in the right location for the residents of Creaton in order to help reduce vehicle usage and carbon footprint. The last census of 2021 identified 13% residents as self-employed and over 42% working mainly from home. 54% of the working community locally travel to work by car.

The neighbourhood plan therefore supports the rural economy by allowing for new employment planning applications in residential dwellings to provide or safeguard local jobs.

POLICY E2: WORKING FROM HOME - Insofar as planning permission is required the conversion and extension of dwellings for office/light industrial use will be supported where:

a) The commercial development of the property is for the primary use of the property residents only and where the proposed commercial use remains ancillary to the main use of the building as a residential dwelling;

b) Any extension or free-standing building does not detract from the quality and character of the building to which they are subservient by reason of height, scale, massing, location or the facing materials used in their construction; and

c) Such development will not result in significantly increased traffic movements or significant and adverse impact to nearby residents or other sensitive land uses from noise, fumes, light pollution, or other nuisance associated with the work activity.

Farm diversification

There are two working farms in the Parish. Haygates and Matts (Brixworth Farming). Much of the land is owned either by Haygates and Cottesbrooke Estate, with the latter being contract farmed by Brixworth Farming.

The conversion of former agricultural buildings enables farm diversification, leads to the sustainable reuse of vacant buildings and provides opportunities for the establishment and development of small businesses which generate income and employment opportunities for local people. This is a national trend, which the Parish Council would like to encourage within the Plan area to maintain a balanced and vibrant community, subject to the proper consideration of residential amenity for nearby houses, visual impact on the countryside and highway safety issues.

To help maintain the rural economy and protect the open countryside from inappropriate development, the Plan supports the sustainable growth and expansion of business and enterprise through the development and where appropriate conversion of existing farm buildings in the countryside. Specifically, this is intended to promote a viable and sustainable farming and rural economy in the neighbourhood area and the diversification of rural businesses; encourage new businesses to provide a wider range of local produce, services and leisure facilities, to provide local employment and attract both visitors and tourists to the parish and maintain and enhance the local environment of rural and agricultural lands.

The change of use of some rural buildings to new uses is already permitted under the General Permitted Development Orders. The Town and Country Planning (General Permitted Development) (Amendment and Consequential Provisions) (England) Order 2014 allows, under certain circumstances, the change of use of agricultural buildings to residential use and change of use of agricultural buildings to registered nurseries providing childcare or state-funded schools, under the prior approval system. The policy allows for circumstances where planning permission is required.

The West Northamptonshire Joint Core Strategy supports farm diversification through Policy R1.

POLICY E3: REUSE OF AGRICULTURAL AND COMMERCIAL BUILDINGS - The reuse, conversion and adaptation of rural buildings for small businesses, recreation, or tourism purposes will be supported where:

a) The use proposed is appropriate to the rural location;
b) The conversion/adaptation works respect the character of the surrounding area;
c) The development will not have an adverse impact on any archaeological, architectural, historic or environmental features;
d) The local road system is capable of accommodating the traffic generated by the proposed new use and adequate parking can be accommodated within the site; and
e) There is no significant adverse impact on neighbours through noise, light or other pollution, increased traffic levels or increased flood risk.

Broadband

The modern economy is changing and increasingly requires a good communications infrastructure as a basic requirement to maximise technological advances. High speed internet connectivity is driving business innovation and growth, helping people access services, and opening up new opportunities for learning. This is particularly important in rural settings where better broadband enables improved access to an increasing number of on-line applications and services and can help to increase economic activity as well as reduce social exclusion.

The West Northamptonshire Joint Core Strategy supports addresses the issue of Broadband Infrastructure in Policy C1. This neighbourhood plan recognises the fundamental importance of ultra-fast broadband to the development of the local economy and that rural communities must not be disadvantaged with a poor communication infrastructure. Such facilities are particularly important for promoting and developing homeworking as outlined in policy E2.

POLICY E5: BROADBAND INFRASTRUCTURE - Proposals to provide improved access to faster broadband for businesses and households in Creaton Parish will be supported; this includes suitable connectivity for future generations of mobile technology.

Improvements to the mobile telecommunication network that serves businesses and households within the Parish will be supported. If a new mast is installed, this should be shared, where possible, by more than one provider.

Any infrastructure improvements requiring above ground network installations, must be sympathetically located, designed to integrate into the local area, and not be visually intrusive in open landscapes.

3. Traffic Management

Creaton is seven miles north of Northampton on the A5199 Welford Road, heading north out of Northampton towards Leicester.

In the time of horse drawn stage coaches, heading for Leicester out of Northampton, Creaton was the first change of horses, and Highgate was used as a Coaching Inn.

Trains

Creaton is 8.3 miles from Northampton Castle Station on the Euston Line between London and Birmingham, operated by London North Western Railways. Northampton is on a branch line off the main Rugby line. Faster trains take an hour to reach Euston from Northampton.

It is 7.1 miles to Long Buckby, which is one stop north on the London North Western Railways line to Rugby.

Market Harborogh (10 miles) and Kettering (13 miles) are on the main St. Pancras line EMR (East Midlands Railway) between London and Leicester.

Buses

The parish Council subsidises the bus service, as do other councils along the route. It is hoped that additional planned development in the village will help the argument for an improved service,

At present there is a limited (number 60) service operated by Stagecoach six days a week between Northampton and Welford.

There are five stops in Creaton. Both sides of the A5199 by the shop, St Michael's church, The jetty and Highgate.

The service to and from Northampton stops at Chapel Brampton, Spratton, Creaton, Hollowell, Guilsborough, Thornby, Naseby and Welford. A number 59 service from Welford goes onto Market Harborough on Tuesdays and Fridays.

Shopper Hopper

Creaton is included in The Brixworth Zone for a minibus service providing four trips each month to shopping venues including Weston Favell, Rushden Lakes, Elliotts Field and several nurseries. It offers free travel to passengers with bus passes and a £3 each way ticket for others. Details can be found at cmbus.org/bookings@cmbus.org

Footpaths

There are several footpaths through the village, most important in terms of national status is the Macmillan Way. The Macmillan Way is a long-distance footpath in England that links Boston, Lincolnshire to Abbotsbury in Dorset. The route's distance is 290 miles.

A footpath between Creaton and Brixworth is something that is aspired to, as access presently follows the busy road.

Attached is a graphic from our speed awareness camera for the period 16th -22nd November 2025, as situated in a 30mph zone on the A5199. It shows the speed of traffic (oncoming and outgoing). It records 33,830 vehicles or 4800 vehicles a day over seven days.

Figure 19: Incoming vehicles speed data 2025

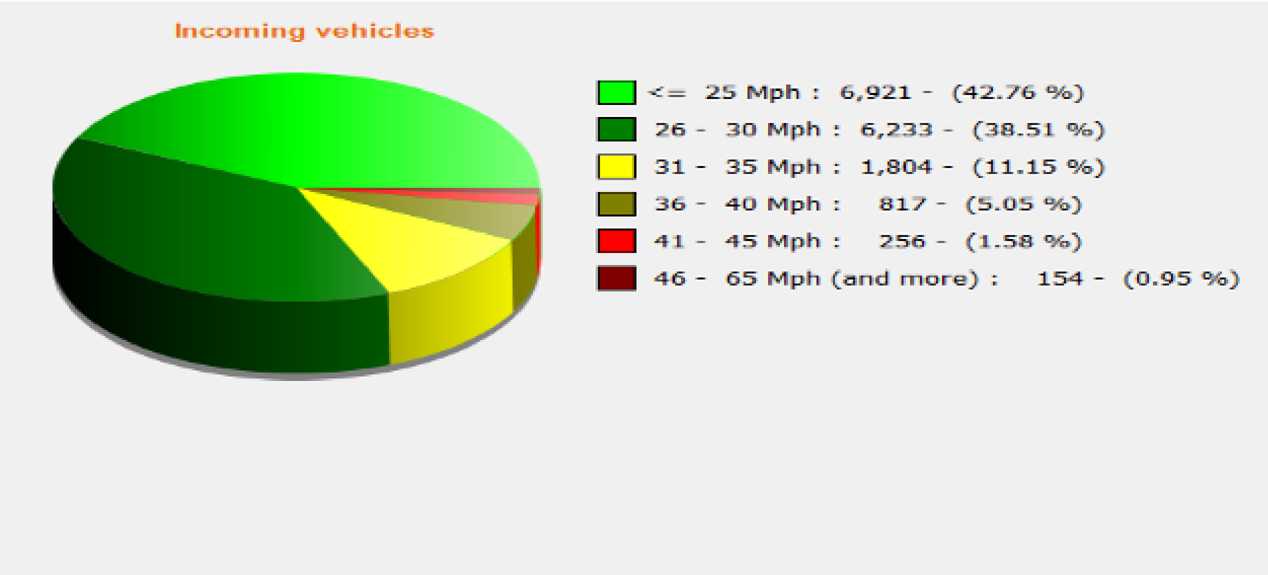
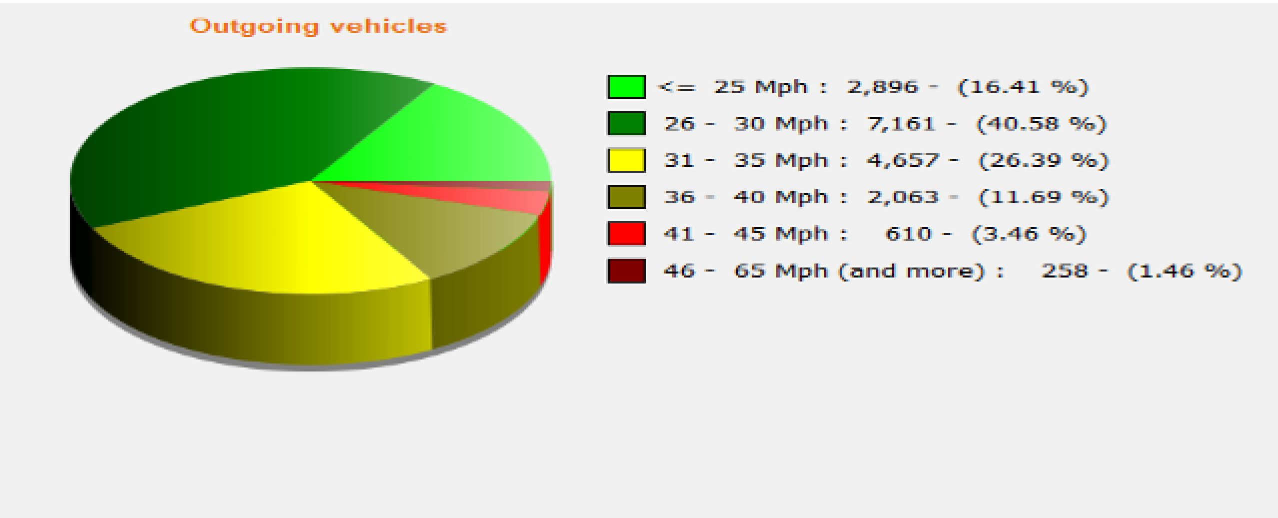


Figure 20: Outgoing speed data 2025



The above charts show the speed of vehicles both oncoming and outgoing, and the high number exceeding the speed limit.

The Open Event from March 2024 received a number of comments from residents about traffic management. Cars speeding and parking problems were raised as issues, along with the need for off-street parking and traffic calming measures. The need to fix potholes was also raised.

The Community Questionnaire highlighted comments from a number of respondents about the need to make sure that development did not increase traffic-related problems.

POLICY T1: TRAFFIC MANAGEMENT - With particular regard to the rural highway network of the parish and the need to minimise any increase in vehicular traffic, all new housing and commercial development must:

a) be designed to minimise additional traffic generation and movement through the village;
b) avoid additional on-street parking and ensure provision is made for cycle storage by meeting against West Northamptonshire Parking Standards;
c) not remove or compromise the use of any existing off-road parking areas unless a suitable equivalent alternative is provided;
d) provide any necessary improvements to site access, communal parking and the highway network; and
e) Provide for traffic calming measures as appropriate.

Electric car charging

EVs are gaining in popularity. Standard household sockets are not the correct voltage for charging electric vehicles and there have been incidents of charging cables melting or catching fire as a result. New developments need to consider supplying proper electric charging points for garages and drives as well as a small number of 'Pay as you go' on street charging points for residents of older properties who wish to make the change, or visitors who need to charge.

As the demand for EVs increases, along with the number of residences, it is necessary to review the provision to the village and the substations available to manage peak time demand. There is no public provision at all in the village for residents or visitors with EVs.

The UK government has recently announced its intention to ban sales of new petrol and diesel cars from 2030 to combat rising levels of air pollution (in particular NOx) and address climate change concerns. The implication is that the number of 'pure' (i.e. not hybrid) electric vehicles (EVs) on the road will increase rapidly; there is some evidence this is already starting. This raises the crucial question for the planning system of providing infrastructure for EV battery recharging.

This issue is already influencing planning and building regulations, and it would seem wise to include such requirements for new developments in Creaton, if rural communities are not to be left behind. Similarly, commercial rapid charging facilities are growing across the country (making use of 3-phase supply not possible at the domestic level and reducing the 7kW re-charge time by a factor of 3). These could be utilised in Creaton for example by installation in a permanent parking area as described above, providing re-charging for residents with no off-road parking, and allowing opportunity fast re-charge for all residents.

POLICY T4: ELECTRIC VEHICLES - The provision of communal vehicular charging points within the Parish will be supported where there is universal access, and their presence does not impact negatively on existing available parking in the Parish.

9. Monitoring and review

The Neighbourhood Plan will last for a period up to 2043. During this time, the circumstances which it seeks to address could change.

The Neighbourhood Plan will be monitored by Creaton Parish Council on at least an annual basis. The application of the policies and measures contained in the Neighbourhood Plan will form the core of the monitoring activity, alongside regulatory and other changes to the planning system.

The Parish Council proposes to formally review the Neighbourhood Plan on a five-year cycle or to coincide with the review of the West Northamptonshire Local Plan if this cycle is different.

Creaton

Housing Needs Assessment (HNA)

July 2024

Delivering a better world

Quality information

Prepared by	Checked by	Approved by
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Revision History

Revision	Date	Authorized	Position
1. First Draft	April 2024	KP	Associate Director
2. Internal Review	May 2024	PA	Principal Consultant
3. Group Review	June 2024	RH	Creaton Parish Council
4. Locality Review	July 2024	AO	Neighbourhood Planning Officer, Locality
5. Final Report	July 2024	KP	Associate Director

Prepared for: Creaton Neighbourhood Plan Advisory Committee

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Table of Contents

List of acronyms used in the text:

CNPAC	Creaton Neighbourhood Plan Advisory Committee
HMA	Housing Market Area
HNA	Housing Needs Assessment
HRF	Housing Requirement Figure (the total number of homes the NA is expected to plan for, usually supplied by LPAs)
HLIN	Housing Learning and Improvement Network
HRP	Household Reference Person
LA	Local Authority
LHN	Local Housing Need
LHNA	Local Housing Needs Assessment
LPA	Local Planning Authority
LSOA	Lower Layer Super Output Area
MHCLG	Ministry of Housing, Communities and Local Government
MSOA	Middle Layer Super Output Area
NA	Neighbourhood (Plan) Area
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
OA	Output Area
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Question
SHMA	Strategic Housing Market Assessment
WNC	West Northamptonshire Council
VOA	Valuation Office Agency

1. Executive Summary

1.1 Creaton is a Neighbourhood Area (NA) located in the authority area of West Northamptonshire in the East Midlands. The NA boundary conforms to the existing parish boundary and was designated in July 2015.

1.2 The Neighbourhood Plan is envisaged to start in 2021 and extend to 2031 in order to align with the end date of the adopted Local Plan, therefore covering a period of 10 years.

1.3 In 2021 Creaton was home to 509 residents, formed into 199 households. There was a small growth in the population 2011-2021 from 503 to 509 people (+6 people) with the number of households increasing by one over the same period. The population has essentially been relatively stable over the last 10 years. This is in contrast to many rural villages across England which have experienced some population decline.

1.4 The number of dwellings recorded in 2021 was 217. The Census recorded 211 dwellings in 2011 which suggests an increase of 6 additional dwellings over the last 10 years. This increase matches the number of net completions recorded for Creaton parish by West Northamptonshire Council. Most (4) were delivered as single dwellings with one site of 2 dwellings completed.

1.5 This Executive Summary details the conclusions of each chapter of this Housing Needs Assessment (HNA), addressing each of the themes agreed with the Creaton at the outset of the research.

1.6 Data from the 2021 Census is continuing to be released. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data from the Census 2021 at the localised level is not yet available, as well as some data comparing numerous variables. As such this HNA will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS projections where necessary to build up evidence at the neighbourhood level.

Tenure change

1.7 The vast majority of households own their homes in Creaton at 86.4% of households. This level is substantially higher than West Northamptonshire (64.8%) and England as a whole (61.3%).

1.8 Conversely, the social and private rented sectors are small, just 6% and 7% of households respectively. Taken together, the rented sector, which typically provides more affordable housing for lower income households and younger people, is limited in Creaton. In contrast, 14.4% of households in West Northamptonshire live in the Social Rented sector and a further 19.2% in the private rented sector.

1.9 Whilst the number of home owners has increased over the decade, the number of Social Renters and private renters has fallen. In both cases, the numbers are very small so it is difficult to draw robust conclusions from the data. However, in summary, the number of properties available for renting within Creaton appears to have declined since 2011. Some of these Social Rented properties may have been sold to their tenants through Right to Buy.

House prices and affordability

1.10 Current average (median) prices in Creation are £862,500 (end 2023). Prices in any single year are affected by the type and size of properties sold because of the small number of transactions. The average in 2023 appears to have been affected by the sale of one very expensive property. However, median and mean average prices in previous years have consistently been between £430,000 and £500,000. AECOM consider this price range to be a more appropriate benchmark for calculating local affordability. Despite the data anomalies, prices in Creaton have grown substantially over the 10 years to end 2023.

1.11 Over the 10 year period, AECOM would suggest that the lower quartile price in 2021 of £287,500 provides a reasonable estimate of entry level house prices in Creaton. Both average and LQ house prices in Creaton appear to be higher than in West Northamptonshire as a whole.

1.12 The average total household income locally was £51,600 in 2020 (most recent year for this dataset). Lower quartile income and earnings data is not available at the local level. However, an indication is provided by West Northamptonshire's gross individual lower quartile annual earnings which were £21,239 in 2023. To estimate the income of households with two lower quartile earners, this figure can be doubled to £42,478.

1.13 Local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. Market housing, even with the benefit of a higher than average income, is likely to remain out of reach to most households unless they are existing home owners (with equity in their properties) or have large deposits.

1.14 Lower quartile (entry level) house prices would require households incomes of almost £74,000, compared to the average household income of £51,600.

1.15 Private renting is generally only affordable to households with above average incomes. However, entry level rents may be affordable to households on average incomes. Households made up of one/two lower quartile earners cannot afford private rents.

1.16 It is important to note that the size of the private rented sector in Creaton is small – just 7% of households rent privately (equating to 14 dwellings). This means that there are very few, if any, properties on the private rented market at any one time. The availability of private rented dwellings in the NA is very restricted and this impacts on the ability of lower income households to afford to live in Creaton.

1.17 There is a group of households in Creaton who may be able to afford to rent privately but cannot afford home ownership. This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership. They are typically earning between around £47,500 per year (at which point entry-level rents become affordable) and £79,600 (at which point entry-level market sale homes become affordable).

1.18 This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels on entry level new build prices. This assumes entry level new build homes are priced at around £309,500. Discounts of 30% do not appear sufficient to extend affordability of First Homes to Creaton households on average incomes. Discounts of 40% would appear sufficient to extend affordability to average income households. If discounts of 50% can be offered, this may extend affordability to households with two lower quartile earners.

1.19 Shared ownership appears to be more affordable than First Homes. Shared Ownership with 25% equity share would be affordable to households on average incomes and households with two lower quartile earners.

1.20 Rent to Buy requires no deposit, thereby benefitting those with sufficient incomes but low savings. Given the relatively high rents in Creaton, affordability of this product may be limited to those with average of higher than average incomes.

1.21 The evidence in this chapter suggests that the social/affordable rented sector performs a vital function in Creaton as the only option for a segment of those in the greatest need with the lowest incomes.

Need for Affordable Housing

1.22 An updated Housing and Economic Needs Assessment was produced for West Northamptonshire in 2024. This study estimates the need for affordable housing in the West Northamptonshire as a whole.

1.23 The HENA identifies the need for 1,800 additional Social/Affordable rented homes per annum in West Northamptonshire as a whole. Within this estimate, a separate figure is provided for Daventry (former authority area) or 296 affordable rented homes per annum.

1.24 When the HENA figures are pro-rated to Creaton based on its fair share of the population (0.12% of the West Northamptonshire population based on Census 2021), this equates to 2 (rounded) homes per annum or 22 homes over the Neighbourhood Plan period (assumed to be 2021-2031). This figure is substantially higher than the number of homes delivered in the last 10 years overall and reflects the high level of need across West Northamptonshire as a whole. There is no requirement for new homes in Creaton in the West Northamptonshire Local Plan so new development is likely to be small scale in line with past rates. As such, delivery of Affordable Homes in Creaton is likely to be very limited.

1.25 West Northamptonshire Council has provided AECOM with the number of applicants who have indicated they would like live in the NA. A total of 191 households are registered as needing or wanting to live in Creaton. None of these households currently live in the parish. Some of these households may be prepared to live in other parts of the authority area and applicants are able to select a number of locations as being acceptable to them in their application.

1.26 The largest numbers of applicants need 2-3 bedroom homes, followed by 1 bedrooms but with a substantial number of applicants needing larger properties (4 bedrooms).

1.27 The HENA estimates the need for 232 dwellings affordable home ownership dwellings per annum across West Northamptonshire. This would equate to 0.3 dwellings per annum (3 (rounded) dwellings over the plan period) in Creaton if pro rated on the basis of population share.

1.28 Adopted Policy H2 of the West Northamptonshire Joint Core Strategy Local Plan states 40% of new dwellings in rural Daventry should be affordable housing, on sites larger than 5 dwellings. There have been no developments larger than 5 dwellings in Creaton over the plan period and as such no new Affordable Housing has been delivered. Very limited new housing is anticipated in the NA and such a mix would only apply if a site of sufficient size to deliver Affordable Housing came forward, or through the provision of exception sites which deliver Affordable Housing directly.

1.29 AECOM would suggest that Social/Affordable Rented housing is prioritised at 65% of new Affordable Housing in order to help address acute needs that arise in Creaton or to support the provision of such housing to address wider needs across the authority area.

1.30 The remainder, 35% of Affordable Housing would be provided at 25% First Homes (in line with Government policy) with 10% to provide either Shared Ownership or Rent to Buy.

Demographic change

1.31 The largest group in the population in 2021 were aged 45-64 (34.4% of people). Those aged 65+ accounted for 26% of the population. The number and share of older people (65+) has increased by 43.5% over the period, consistent with the ageing of the population.

1.32 The older population groups make up a much larger share of the population of Creaton that the younger age groups. 11.6% of the population are children aged 0-14. The number and share of children in the population has fallen over the 10 year period.

1.33 Creaton has larger shares of 45-64 and 65-84 year olds than West Northamptonshire and England. It is not surprising that the share of the oldest age group (85+) is smaller as may older people move away from rural areas if they develop care or support needs as these cannot always be met locally. Creaton’s share of younger working age people (25-44) and children (0-14) is much smaller than the benchmark areas.

1.34 Creaton has a large proportion of older households – accounting for 28.6% of all households – half of which are single older people. The largest household group are couples without children (23.6%) with a substantial proportion likely to be older households aged 45-64 where children have left home.

1.35 Under one quarter (23.2%) of households are families with dependent children. These households make up a substantial proportion of households in Creaton but their share is smaller than West Northamptonshire (27.7%) and England (25.8%).

1.36 Population growth in Creaton can be expected to be driven by the oldest households, with the greater growth in households aged 65+ (+74% growth between 2011 and 2031).

Housing stock

1.37 In terms of the existing dwelling stock, the majority of homes are detached – almost two thirds of dwellings (65.2%). Almost one quarter of properties are semi detached (24.4%) but with a small proportion (9.5%) of terraced properties. Detached homes account for more than double the proportion of these properties in West Northamptonshire as a whole (31.7%). Compared to both West Northamptonshire and England, Creaton has a very small share of terraced properties and as such a smaller bias to its stock.

1.38 Over half of the stock has four or more bedrooms with a further 30.4% having three bedrooms. Just 18.2% of homes have 1-2 bedrooms. This is unsurprising given the dominance of detached properties in the stock, which tend to be larger homes in terms of number of bedrooms. It confirms the limited availability of smaller properties for households who need or want these and, in turn, has an impact on the average price of properties sold and the availability of relatively affordable options.

Mix of new homes

1.39 AECOM's modelling exercise suggests that new housing provision should deliver a mix of 1-3 bedroom dwellings but with particular focus on 3 bedroom homes, followed by two bedroom homes. The modelling suggests that there are sufficient larger (4+ bedroom) homes to meet demographic needs and given the dominance of these properties in the existing stock in Creaton.

Specialist housing for Older People

1.40 The 2021 Census indicates that at this time there were 56 individuals aged 75 or over in Creaton, growth of 19 people in this age group since 2011.

1.41 There is no specialist accommodation in Creaton at present. The nearest specialist accommodation is found in Brixworth where there is some age exclusive housing. There is greater choice slightly further away in Northampton.

1.42 Whilst the population of Creaton is only expected to grow modestly between 2021 and 2023, the population of older people (aged 75+) is expected to almost double over the decade. The expected growth in the 75+ population in the NA is 50 additional individuals by the end of the plan period. This can be converted into 35 households.

1.43 The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current older people occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.

1.44 These two methods of estimating the future need in Creaton produce a range of 12 to 16 specialist accommodation units that might be required during the Plan period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.

1.45 The majority of older people live in mainstream housing and will continue to do so all of their lives. All of population aged 75 and over in Creaton live in the mainstream housing stock.

1.46 It is not possible to be precise about how well older people are accommodated within mainstream housing, in terms of whether their accommodation in suitable to their needs and whether adequate care or support is provided within the home when they need.

1.47 However, given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with West Northamptonshire.

1.48 It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide. Government is considering mandating M4(2) on newly erected dwellings[1], although changes to Building Regulations have not yet been made. The evidence in this HNA would support the application of M4(2) standards in all new homes in Creaton in order to ensure new homes can accommodate the needs of the growing population of older people who may need care and support at some stage.

[1] See Raising accessibility standards for new homes: summary of consultation responses and government response - GOV.UK (www.gov.uk)

2. Context

Local context

2.1 Creaton is a Neighbourhood Area (NA) located in the authority area of West Northamptonshire in the East Midlands. The NA boundary conforms to the existing parish boundary and was designated in July 2015.

2.2 The Neighbourhood Plan is envisaged to start in 2021 and extend to 2031 in order to align with the end date of the adopted Local Plan, therefore covering a period of 10 years. The evidence supplied in this report will look forward to the Plan end date of 2031, but where possible will also provide annualised figures which can be extrapolated to a different term if the Neighbourhood Plan period changes, for example if, in practice, the start date is set as 2025.

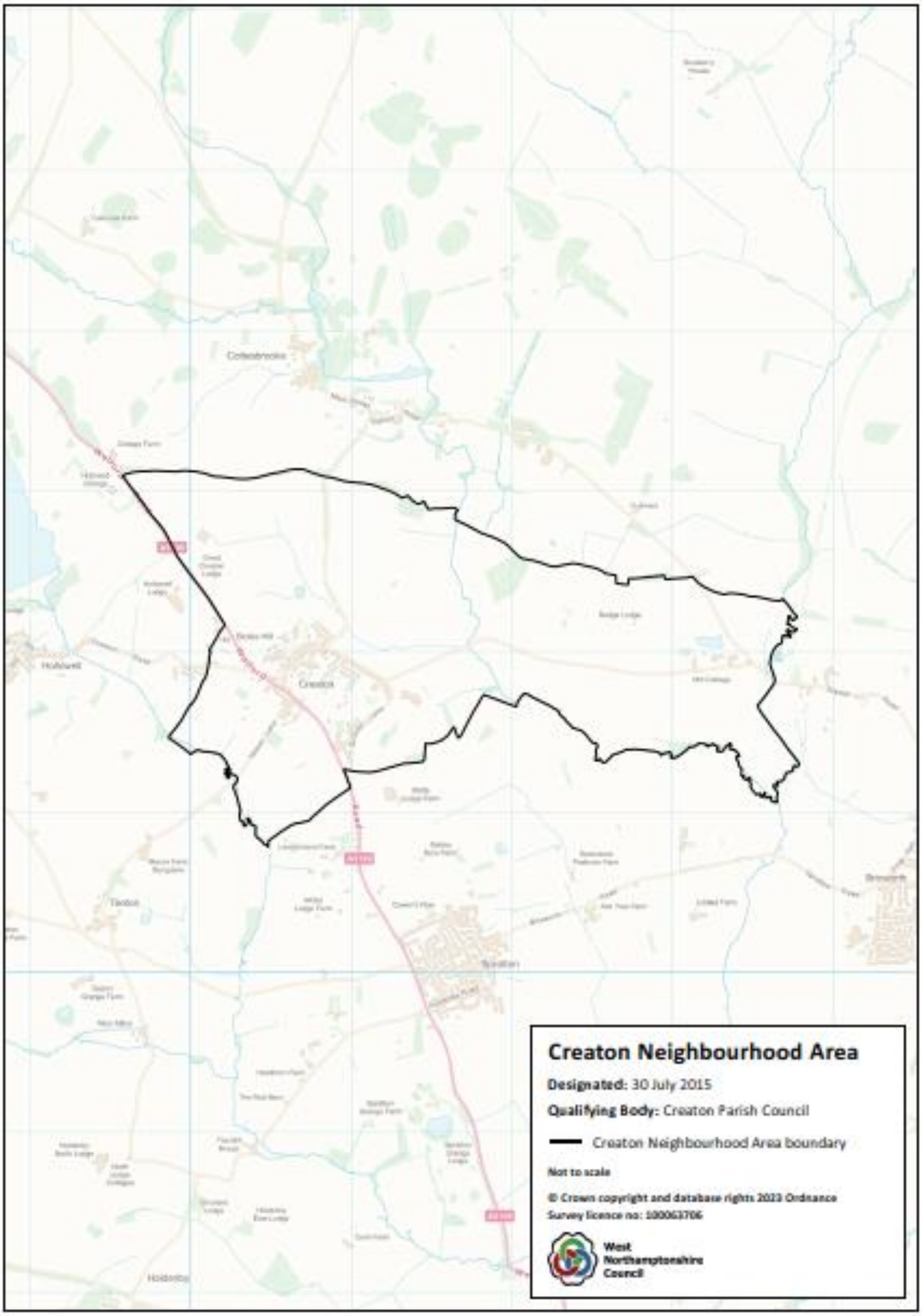
2.3 Creaton is a village and civil parish situated around 8 miles to the north west of Northampton. The A5199 passes through the parish in the north-south direction and provides direct access to Northampton to the south and links up with the A14 to the north which provides a short onward connection to the M1. Northampton also provides the nearest train station.

2.4 In terms of services and amenities, Creaton village has a pre-school, post office and shop, café and restaurant. There is a village hall and playing field which provide a hub for numerous community activities. There are no primary schools within Creaton but the nearest primary (Spratton CE) is located around 1 miles from Creaton village.

The NA boundary and key statistics

2.5 For Census purposes, the NA is made up, like the rest of England, of statistical units called Output Areas (OAs). A breakdown of the OAs relevant to Creaton is provided in Appendix A. A map of the Plan area appears below in Figure 2-1.

Figure 2-1: Map of the Creaton Neighbourhood Area



Source: West Northamptonshire Council

2.6 In 2021 Creaton was home to 509 residents, formed into 199 households and occupying 217 dwellings. There was a small growth in the population 2011-2021 from 503 to 509 people (+6 people) with the number of households increasing by one over the same period. The population has essentially been relatively stable over the last 10 years. This is in contrast to many rural villages across England which have experienced some population decline.

2.7 Census recorded 211 dwellings in 2011 which suggests an increase of 6 additional dwellings over the last 10 years. This increase matches the number of net completions recorded for Creaton parish by West Northamptonshire Council. Most (4) were delivered as single dwellings with one site of 2 dwellings completed.

2.8 Note that the number of dwellings is slightly higher than the number of households living in Creaton. This is the case in all neighbourhoods and indeed across larger geographies. It allows for sales and lets to occur in the market or for dwellings to be renovated. In some areas, there are substantial proportions of dwellings which are not occupied on a permanent basis because they are second homes or holiday homes. This does not appear to be a significant issue in Creaton. Just over 8% of dwellings are not occupied by usual residents in the parish, compared to 6% in England as a whole.

The housing market area context

2.9 Whilst this Housing Needs Assessment (HNA) focuses on Creaton NA it is important to keep in mind that neighbourhoods are not self-contained housing market areas. Housing market areas are usually wider than local authority areas and often stretch across a number of districts or boroughs. This is because housing market areas are inherently linked to the labour market, employment patterns and travel to work areas.

2.10 In the case of Creaton, the NA sits within a housing market area which covers Daventry, Northampton and South Northamptonshire (the three former authority areas that now make up West Northamptonshire. This means that when households who live in these authorities move home, the vast majority move within this geography. The housing market area also has links to other neighbouring areas however, including North Northamptonshire which includes Kettering and Wellingborough to the east of the NA and Coventry and Warwickshire (including Rugby) to the west of the NA.

2.11 At the neighbourhood scale it is not possible to be definitive about housing need and demand because neighbourhoods, including Creaton, are closely linked to other areas. In the case of Creaton, changes in need or demand in settlements nearby (particularly Northampton) is likely to impact on the neighbourhood.

2.12 In summary, Creaton functions within a wider strategic area. As well as fostering good working relationships with the local planning authority (West Northamptonshire), it is therefore useful to think about the *role* of the neighbourhood within the wider area. This HNA can provide evidence to understand this role and the specific features of the neighbourhood within this wider context. Neighbourhood Plans can have a significant impact in shaping their neighbourhoods, enhancing the positive role the neighbourhood plays within the wider housing market, or developing policies to change entrenched patterns and improve housing outcomes in the neighbourhood and wider area.

Planning policy context

2.13 Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.[2] In the case of West Northamptonshire, the relevant adopted Local Plan consists of:

2.14 West Northamptonshire Joint Local Plan (Part 1) adopted December 2014 and sets out the long-term vision and objectives for the whole of the area covered by the former Daventry District, Northampton Borough and South Northamptonshire Councils for the plan period up to 2029, including strategic policies for steering and shaping development.

2.15 Daventry Local Plan (Part 2) adopted in February 2020 and was prepared to help further guide planning decisions in the Daventry area and forms part of the Development Plan for the District.

2.16 West Northamptonshire Council is currently producing a new Local Plan. The Emerging West Northamptonshire Local Plan will guide development in the period up to 2041. Consultation on a Regulation 18 Draft Plan commenced on 08 April and will run for a period of 8 weeks until 2 June 2024. The West Northamptonshire Local Plan will replace the West Northamptonshire Joint Core Strategy Local Plan (Part 1) and the Part 2 Local Plans which were adopted for the former Daventry, Northampton and South Northamptonshire areas.

2.17 A detailed breakdown of the Local Plan policies relevant to housing need is provided in Appendix B. Here, it is worth summarising the most important points of the adopted/emerging Local Plans:

2.18 Emerging Local Plan Policy HO1 identifies an overall housing target of 39,150 new homes to be built in West Northamptonshire over the Plan period 2023-2041;

2.19 In Policy RA1 of the adopted Local Plan (part 2) Creaton is designated as a secondary service village, which play an important role in helping to provide some services and facilities for the local communities which they serve. This is a change from the Part 1 of the adopted plan, in which the NA was designated as a rural area;

2.20 Emerging Policy HO2 states that a percentage of all new dwellings expected to be delivered as Affordable Housing on sites larger than 10 homes will be outlined in the submission draft of the Local Plan.

2.21 Adopted Policy H2 of the West Northamptonshire Joint Core Strategy Local Plan states that 25% of new dwellings in Daventry town and 40% of new dwellings in rural Daventry should be affordable housing, on sites larger than 5 dwellings. The tenure mix of affordable housing should reflect local housing need and viability on individual sites;

[2] A description of the Basic Conditions of Neighbourhood Planning is available at https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum

2.22 Emerging Policy HO7 sets out an expectation that an appropriate proportion of homes, based on the latest available evidence, must be designed to meet the requirements of Building Regulations Part M4(2) (Accessible and adaptable dwellings) or its successor standard. 10% of homes, where the Council is responsible for allocating or nominating occupants, are to be constructed to Building Regulations Part M4(3) (2) (b) or their successor and 5% of all new market dwellings are to be built to Building Regulations M4(3) (2) (a).

2.23 The NPPF 2023 (paragraphs 67 and 68) requires LPAs to provide neighbourhood groups upon request with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.

2.24 West Northamptonshire Council have not provided Creaton with a housing requirement for the Neighbourhood Plan period. Creaton is not required to allocate homes in order to meet the Local Plan’s strategy for housing. However, the Neighbourhood Plan Advisory Committee may consider the provision of a small number of homes (around 5 dwellings) in Creaton.

3. Objectives and approach

Objectives

3.1 This HNA is structured according to a number of themes or topics that were agreed at the outset of the research with the Creaton Neighbourhood Plan Advisory Committee. These themes are broadly aligned with the kinds of housing policy areas available to neighbourhood plans, and each will form a distinct chapter of this report. The sub-sections below give a brief overview of the objectives of each chapter.

Affordability and Affordable Housing

3.2 Neighbourhood plans may include policies that influence the scale of Affordable Housing provision and the mix of different tenures and products provided through new housing development.

3.3 This chapter has three aims, each given its own sub-section:

- To establish the existing **tenure** of homes within the NA at present (owner occupied, private rented, social/affordable rented, shared ownership);
- To examine the **affordability** of different tenures by considering house prices, rents, local incomes and earnings; and
- To estimate the scale of **need** for Affordable Housing, including the need for those who cannot afford to rent and those who cannot afford to buy.

3.4 The evidence gathered here can be used to justify planning policies in the Neighbourhood Plan, but it is likely that other supporting evidence may be needed, for example on viability. Local Plans typically include policies on Affordable Housing and whilst the Neighbourhood Plan must be in general conformity with these strategic policies, there is scope for Neighbourhood Plan policies to adopt some local variety where this is supported by the evidence.

Type and Size

3.5 It is common for neighbourhood plans to include policies that influence what form new housing should take in terms of type and size. This requires evidence of what local people need.

3.6 The focus of this chapter is to identify relevant trends and potential gaps in the market that can be used to justify planning policies. It has three aims, each given its own sub-section:

- To establish what **mix** of housing exists in the NA at present;
- To describe relevant characteristics of the local **population**; and
- To look to the **future**, considering how the population is likely to evolve and what mix of homes would be most appropriate to build.

3.7 In addition to the direction of travel revealed by statistics, a variety of reasons sit behind people's housing choices that are less easy to predict, including wealth, accessibility requirements and personal preference. The conclusions and recommendations given here are sufficient for justifying planning policies but are not definitive. It is also appropriate to take into account other factors and evidence if desired.

Specialist Housing for Older People

3.8 It may be appropriate for neighbourhood plans in areas with aging populations to include policies relating to specialist housing for older persons.

3.9 This chapter supplements the demographic evidence relating to Type and Size, including the potential demand for downsizing, to consider the quantity and characteristics of need for housing for older people with some form of additional care. Its approach is as follows:

- To review the **current provision** of specialist housing in the NA;
- To estimate the **potential demand** for this form of accommodation with reference to the projected growth in the older population and current rates of mobility limitation; and
- To discuss the potential for meeting this need through adaptations to the mainstream stock and other **additional considerations**.

3.10 This element of the HNA recognises that the majority of older people will live in the mainstream housing stock and that there is no single way to meet their needs. It may also be inappropriate to focus excessively on the needs of one group or to promote a specialist scheme in a location that lacks adequate services. These issues will be drawn out.

Approach

3.11 This HNA assesses a range of evidence to ensure its findings are robust for the purposes of developing policy at the neighbourhood plan level. This includes data from the 2021 and 2011 Censuses and a range of other data sources, including:

- ONS population and household projections for future years;
- Valuation Office Agency (VOA) data on the current stock of housing;
- Land Registry data on prices paid for housing within the local market;
- Rental prices from Home.co.uk (NN6 postcode area used as a proxy);
- Local Authority housing waiting list data provided by West Northamptonshire Council; and
- West Northamptonshire Housing and Economic Needs Assessment Update 2024

3.12 Data from the 2021 Census continues to be released. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data at the localised level, including parishes, will not be available until later in 2024, as well as data comparing numerous variables. As such, neighbourhood level HNAs will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS projections to build up evidence at the neighbourhood level.

4. Affordability and Affordable Housing

Introduction

4.1 Neighbourhood plans may include policies that influence the scale of Affordable Housing provision and the mix of different tenures and products provided through new housing development.

4.2 This chapter has three aims, each given its own sub-section:

- To establish the existing **tenure** of homes within the NA at present (owner occupied, private rented, social/affordable rented, shared ownership);
- To examine the **affordability** of different tenures by considering house prices, rents, local incomes and earnings; and
- To estimate the scale of **need** for Affordable Housing, including the need for those who cannot afford to rent and those who cannot afford to buy.

4.3 The evidence gathered here can be used to justify planning policies in the Neighbourhood Plan, but it is likely that other supporting evidence may be needed, for example on viability. Local Plans typically include policies on Affordable Housing and whilst the Neighbourhood Plan must conform with these policies, there is scope for Neighbourhood Plan policies to adopt some local variety where this is supported by the evidence.

Definitions

4.4 This section uses a range of technical terms which are useful to define at the outset:

- **Tenure** refers to the way a household occupies their home. Broadly speaking, there are two categories of tenure: market housing (such as homes available to purchase outright or rent from a private landlord) and Affordable Housing (including subsidised products like social rent and shared ownership).
- **Affordability** refers to the relationship between the cost of housing to buy or rent and the incomes and earnings of households.
- The definition of **Affordable Housing** is set out in the NPPF 2023 (Annex 2) as 'Housing for sale or rent, for those whose needs are not met by the market…' We refer to Affordable Housing, with capital letters, to denote the specific tenures that are classified as affordable in the current NPPF (Annex 2). A relatively less expensive home for market sale may be affordable but it is not a form of Affordable Housing.
- A range of affordable home ownership opportunities are included in the Government's definition of Affordable Housing, to meet the needs of those aspiring

to own a home. As part of this, the Government has introduced a new product called First Homes, although this is not yet reflected in Annex 2 of the NPPF.[3]

- **First Homes** is a new product and expected to be an important part of the strategy for improving access to home ownership. Its key features are explained in greater detail in Appendix C.

Current tenure profile

4.5 The current tenure profile is a key feature of the Neighbourhood Area (NA). Patterns of home ownership, private renting and affordable/social renting reflect demographic characteristics including age (with older households more likely to own their own homes), and patterns of income and wealth which influence whether households can afford to rent or buy and whether they need subsidy to access housing.

4.6 Table 4-1 presents data on tenure in Creaton compared with West Northamptonshire and England from the 2021 Census. The vast majority of households own their homes in Creaton at 86.4% of households. This level is substantially higher than West Northamptonshire (64.8%) and England as a whole (61.3%).

4.7 Conversely, the social and private rented sectors are small, just 6% and 7% of households respectively. Taken together, the rented sector, which typically provides more affordable housing for lower income households and younger people, is limited in Creaton. In contrast, 14.4% of households in West Northamptonshire live in the Social Rented sector and a further 19.2% in the private rented sector.

4.8 The number and share of Shared Owners is 0.5%, below both England (1%) and West Northamptonshire (1.5%) proportions.

Table 4-1: Tenure (households) in various geographies, 2021

Tenure	Creaton	West Northamptonshire	England
Owned	86.4%	64.8%	61.3%
Shared ownership	0.5%	1.5%	1.0%
Social rented	6.0%	14.4%	17.1%
Private rented	7.0%	19.2%	20.6%

Sources: Census 2021, AECOM Calculations

4.9 It is worth comparing how the tenure mix has changed in the last ten years, using the 2011 Census (see Table 4-2). Whilst the number of home owners has increased over the decade, the number of Social Renters and private renters has fallen. This may be explained by Social Rented housing being sold through Right to Buy and private rented housing shifting tenure as the owners/landlords decide to sell up rather than rent out. In both cases, the numbers are very small so it is difficult to draw robust conclusions from the data. However, in summary, the number of properties available for renting within Creaton appears to have declined since 2011.

[3] The shape that the new First Homes product will take is set out in a Ministerial Statement issued in May 2021, available here: https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48. The relevant update to PPG is available here: https://www.gov.uk/guidance/first-homes#contents.

Table 4-2: Tenure change (households) in Creaton, 2011-2021

Tenure	2011	2021	% change
Owned	163	172	5.5%
Shared ownership	0	*	0.0%
Social rented	13	12	-7.7%
Private rented	16	14	-12.5%

*Sources: Census 2021 and 2011, AECOM Calculations *Figure suppressed due to small number.*

Affordability

House prices

4.10 House prices provide an indication of the level of demand for homes within an area. The relationship between house prices and incomes determines whether housing is affordable to local households and, to a large extent, what tenure, type and size of home they occupy. Changes in affordability over time can indicate pressures in the housing market. As such, it is useful for the evidence base for plans to examine trends in prices and consider what this reveals about the local housing market.

4.11 Figure 4-3 presents data at the average and lower quartile house prices in Creaton based on sales price data published by the Land Registry. It shows that current average (median) prices in Creation are £862,500 (end 2023). Prices in any single year are affected by the type and size of properties sold because of the small number of transactions. The average in 2023 appears to have been affected by the sale of one very expensive property. However, median and mean average prices in previous years have consistently been between £430,000 and £500,000. AECOM consider this price range to be a more appropriate benchmark for calculating local affordability (later in this section). Despite the data anomalies, prices in Creaton have grown substantially over the 10 years to end 2023.

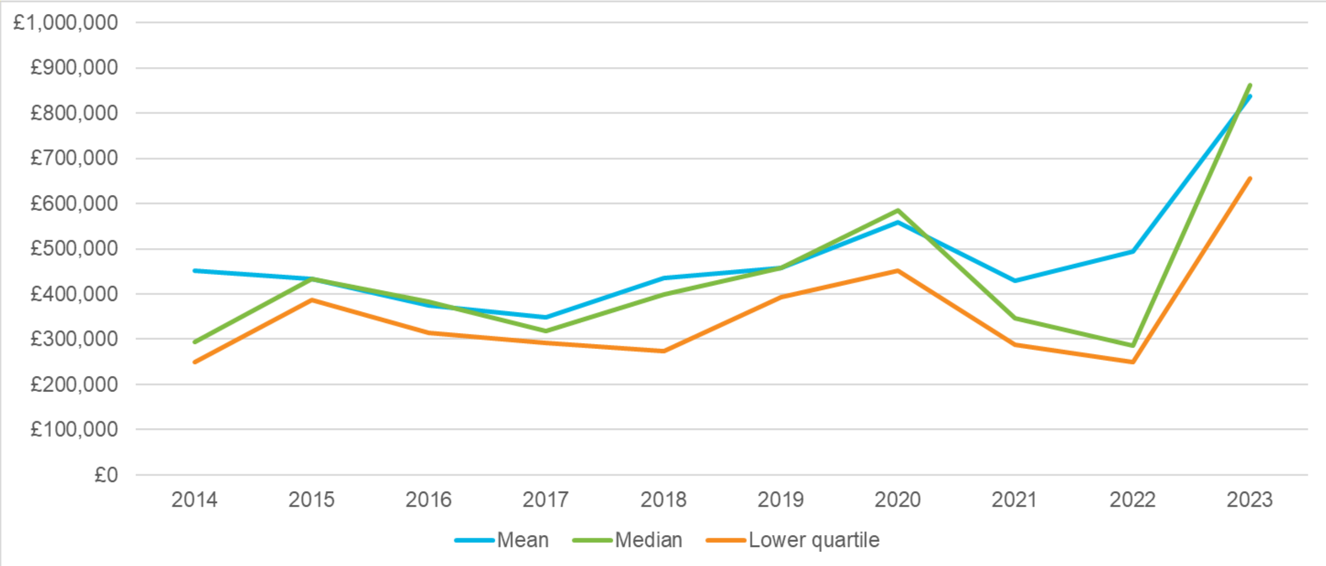
4.12 Lower quartile prices (the cheapest 25% of prices) have also fluctuated over the 10 year period because of the small number of transactions. Over the 10 year period, AECOM would suggest that the lower quartile price in 2021 of £287,500 provides a reasonable estimate of entry level house prices in Creaton.[4]

4.13 Both average and LQ house prices in Creaton appear to be higher than in West Northamptonshire as a whole. Mean prices in Creaton in 2022 of £494,100 (a more representative figure than prices in 2023 which were affected by anomolies), were almost 29% higher than in West Northamptonshire (£351,650). Similarly, LQ prices in Creaton in 2021 of £287,500 (again, considered a more representative figure), were 17% higher than in West Northamptonshire (£207,000). The pattern of high house prices in Creaton and availability of relatively cheaper housing in other parts of the authority area, particularly Northampton, is likely to mean younger and lower income households move out of the NA if they are unable to access housing that they can afford. This is a common

[4] LQ price of £287,000 in 2021 is the median value of the 10 year period

feature of villages and more rural areas and contributes to changing demographic patterns including the ageing of the population.

Figure 4-3: House prices by quartile in Creaton, 2014-2023



Source: Land Registry PPD

4.14 Table 4-4 breaks down house prices by type, presenting the median within each type. As discussed with the median and lower quartile price data, the limited number of transactions in any single year means that it is difficult to draw robust conclusions about the price of different dwelling types. However, the data does appear to show that terraces and semi detached homes often provide opportunities to purchase lower priced properties compared to detached properties. Detached properties dominate the housing stock in Creaton and as a result are most likely to be bought and sold, having knock on impacts on prices.

Table 4-4: Median house prices by type in Creaton, 2014-2023

Type	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Growth
Detached	£450,000	£432,500	£383,200	£375,000	£410,000	£457,500	£650,000	£430,000	£297,500	£825,000	83.3%
Semi-detached	£294,000	-	£224,995	£289,000	£401,250	-	£270,000	£290,000	£267,500	-	
Terraced	-	-	-	£283,000	£250,000	-	-	£508,750	£263,000	£862,500	
Flats	-	-	-	-	-	-	-	-	-	-	
All Types	**£294,000**	**£432,500**	**£383,200**	**£319,000**	**£400,000**	**£457,500**	**£585,000**	**£346,250**	**£285,000**	**£862,500**	193.4%

Source: Land Registry PPD

Income

4.15 Household incomes determine the ability of households to exercise choice in the housing market, and consequently the level of need for affordable housing products. Two sources of data are used to examine household incomes in the NA.

4.16 The first source is ONS's estimates of incomes in small areas. This is locally specific but limited to the overall average income (i.e. it does not provide the average income of lower earners). The average total household income locally was £51,600 in 2020 (the most recent year for this dataset). Discussion about the area to which this data applies is provided in Appendix A.

4.17 The second source is ONS's annual estimates of UK employee earnings. This provides lower quartile average earnings (i.e. the income of the lowest 25% of earners). However, it is only available at the Local Authority level. It also relates to individual earnings. While this is an accurate representation of household incomes where there is only one earner, it does not represent household income where there are two or more people earning. West Northamptonshire's gross individual lower quartile annual earnings were £21,239 in 2023. To estimate the income of households with two lower quartile earners, this figure is doubled to £42,478.

4.18 It is immediately clear from this data that there is a large gap between the spending power of average earning households and those earning the lowest 25% of incomes, particularly where the household in question has one earner only.

Affordability Thresholds

4.19 To gain a clearer understanding of local affordability, it is useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds': the estimated amount of annual income required to cover the cost of rent or a mortgage given local housing prices.

4.20 AECOM has determined thresholds for the income required in Creaton to buy a home in the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in the NPPF. These calculations are detailed and discussed in more detail in Appendix C.

4.21 The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have assumed that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income for the majority of households. These are standard assumptions across housing needs assessments at neighbourhood and local authority scale although different approaches are sometimes taken and a case can be made for alternatives. This is discussed in more detail at the start of Appendix C.

4.22 Table 4-5 summarises the estimated cost of each tenure, the annual income required to support these costs within the NA, and whether local incomes are sufficient. The income required column assumes the household already has access to a deposit (which we have assumed to be 10% of the value to be purchased) but does not reflect the possibility that households may already hold equity from an existing property. Although these factors may be crucial to whether housing will be affordable, they are highly dependent on individual circumstances that cannot be anticipated here.

Table 4-5: Affordability thresholds in Creaton (income required, £)

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £51,600	Affordable on LQ earnings (single earner)? £21,239	Affordable on LQ earnings (2 earners)? £42,478
Market Housing						
Median House Price (based on 2022 price)	£444,700	-	£127,057	No	No	No
Estimated NA New Build Entry-Level House Price	£278,550		£79,586	No	No	No
LQ/Entry-level House Price (based on 2021 price)	£258,750	-	£73,929	No	No	No
LA New Build Median House Price	£306,425	-	£87,550	No	No	No
Average Market Rent	-	£17,052	£56,840	No	No	No
Entry-level Market Rent	-	£14,256	£47,520	Yes	No	No
Affordable Home Ownership						
First Homes (-30%)	£194,985	-	£55,710	No	No	No
First Homes (-40%)	£167,130	-	£47,751	Yes	No	No
First Homes (-50%)	£139,275	-	£39,793	Yes	No	Yes
Shared Ownership (50%)	£139,275	£3,869	£52,689	No	No	No
Shared Ownership (25%)	£69,638	£5,803	£39,240	Yes	No	Yes
Shared Ownership (10%)	£27,855	£6,964	£31,171	Yes	No	Yes
Affordable Rented Housing						
Affordable Rent	-	£6,252	£20,821	Yes	Yes	Yes
Social Rent	-	£5,044	£16,797	Yes	Yes	Yes

Source: AECOM Calculations

4.23 Before considering each tenure category in turn, it is important to stress that these affordability thresholds have been calculated to give an indication of the costs of various tenures to inform Neighbourhood Plan policy choices. These figures rely on existing data and assumptions, and it is not possible to estimate every possible permutation. The income figures also disguise a large degree of variation. For simplicity the analysis below speaks in terms of tenure products being 'affordable' or 'not affordable' for different groups, but individual circumstances and the location, condition and other factors of specific properties in each category have a large impact. These conclusions should therefore be interpreted flexibly.

Market housing for purchase and rent

4.24 Local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. Market housing, even with the benefit of a higher than average income, is likely to remain out of reach to most households unless they are existing home owners (with equity in their properties) or have large deposits. The median house price would require an annual income more than double the current average. Lower quartile (entry level) house prices would require households incomes of almost £74,000, compared to the average household income of £51,600.

4.25 Private renting is generally only affordable to households with above average incomes. However, entry level rents may be affordable to households on average incomes. Households made up of one/two lower quartile earners cannot afford the given rental thresholds. Affordability is improved if households are able or willing to dedicate a larger proportion of their incomes to rental costs, although this has repercussions for other quality of life aspects and cannot be assumed to suit all individuals' circumstances.

4.26 It is important to note that the size of the private rented sector in Creaton is small – just 7% of households rent privately (equating to 14 dwellings). This means that there are very few, if any, properties on the private rented market at any one time. Rental prices for Creaton have been estimated from the wider postcode area of NN6. In practice, the availability of private rented dwellings in the NA is very restricted and this impacts on the ability of lower income households to afford to live in Creaton.

Affordable home ownership

4.27 There is a group of households in Creaton who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £47,500 per year (at which point entry-level rents become affordable) and £79,600 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership.

4.28 First Homes are to be offered at a discount of at least 30% on equivalent market prices (i.e. new build, entry-level properties). Local authorities and neighbourhood plan qualifying bodies will have discretion to increase the discount on First Homes to 40% or 50% where there is evidence to suggest this is appropriate.

4.29 This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels on entry level new build prices. This assumes entry level new build homes are priced at around £309,500, reflecting LQ prices in Creaton with a new build premium of 24% (the average new build premium in West Northants as a whole). Discounts of 30% do not appear sufficient to extend affordability of First Homes to Creaton households on average incomes. Discounts of 40% would appear sufficient to extend affordability to average income households. If discounts of 50% can be offered, this may extend affordability to households with two lower quartile earners.

4.30 It is important to note that this evidence based on affordability does not provide a complete picture: evidence about the financial viability of development is also relevant. The question is whether demanding higher discount levels on First Homes will create a financial burden on developers that leads them to argue either that the discount level is not feasible or that the total amount of Affordable Housing may need to be decreased. This could effectively sacrifice the provision of affordable rented housing to provide a more attractive First Homes product. The issue of development viability is a specialist matter involving analysis of land values and build costs that is outside the scope of this assessment. If the Creaton Neighbourhood Plan Advisory Group intend to set a higher First Homes discount level than that set at West Northamptonshire level, further discussions with the LPA are advised.

4.31 Shared ownership appears to be more affordable than First Homes. Shared Ownership with 25% equity share would be affordable to households on average incomes and households with two lower quartile earners. Government has recently announced that the minimum equity share for shared ownership will fall to 10% of the property value.[5] If this is delivered in the NA, it will make shared ownership easier to access for more people. However, while the income threshold for a 10% equity shared ownership home is lower, this product may not necessarily be more attractive than the alternatives (such as shared ownership at higher equity shares and First Homes) for those who can afford them.

4.32 Rent to Buy provides households with the option to rent at a discount whilst saving for a deposit to buy their property within a set period (usually within 7 years). The income required to access Rent to Buy is assumed to be the same as that required to afford market rents. However, affordability to local households would depend on how rents are set. If Rent to Buy is offered at a discount to *entry level* rents, this would enable households on average incomes to access this product. For some households, the availability of a deposit rather than income level per se is the key barrier to accessing home ownership. Rent to Buy may therefore offer a useful product to meet the needs of some households.

4.33 These three affordable home ownership products need to be considered in relation to what they offer occupants in the long term beyond simply being affordable to access or not:

- First Homes allow for a greater ownership stake in the property, enabling occupiers to benefit from price appreciation over time. Monthly outgoings are also limited to mortgage costs alone, which tend to be cheaper than renting.
- Shared ownership at high equity shares performs a similar function to First Homes, but there are additional costs associated with the rented portion.
- Shared ownership at low equity shares can usually be accessed by lower earning households (than First Homes) and requires a smaller deposit. However, this is a potentially less attractive route to eventual ownership because monthly outgoings remain high. The occupant has to pay a significant monthly rent as well as service charges and other costs, so it can be harder for them to save funds to buy out a greater share in the property over time.

[5] The previous minimum equity share was 25%. This change took effect from 28 June 2021 and transitional arrangements are in place for planning policy documents that are prepared during the implementation timeframe. Changes are also introduced to make the process of staircasing to full ownership more gradual with lower minimum increments of 1%. The ministerial statement confirming and detailing the changes is available here: https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48.

- Rent to Buy requires no deposit, thereby benefitting those with sufficient incomes but low savings. It is more attractive than renting but results in a much slower accumulation of the funds that can provide an eventual route to ownership than the other tenures discussed above.

Affordable rented housing

4.34 Affordable rents set out in the table above are substantially below market rents. Whilst affordable rents can be set at up to 80% of market rents, in many locations Registered Providers (housing associations) set them to ensure that they are affordable to those claiming housing benefit, i.e. at or below Local Housing Allowance levels. This means that they are in practice below 80% of market levels. This appears to be the case in Creaton.

4.35 Affordable rented housing is generally affordable to households with lower quartile earners depending on their household size (larger properties may be out of reach on the basis of earnings alone for households with a single lower quartile earner. Many such households, if unable to secure a social rented dwelling at a cheaper rent, will require additional subsidy through Housing Benefit to access housing. In practice, many household eligible for Social/Affordable Rented housing will be supported by Housing Benefit on the basis of their lower incomes.

4.36 The evidence in this chapter suggests that the social/affordable rented sector performs a vital function in Creaton as the only option for a segment of those in the greatest need with the lowest incomes. Social Rents are cheaper that Affordable Rents and would therefore leave households on lower earnings better off and better able to afford their other living costs, such as food and fuel etc. However, where households are supported by housing benefit the difference in the cost of affordable and social rents may be irrelevant as the level of housing benefit flexes according to the rent. This means that households supported by housing benefit may be no better off in Social Rented accommodation because they receive a lower rate of housing benefit to cover their rent.

Estimates of the need for Affordable Housing

4.37 This section seeks to estimate the need for Affordable Housing. It provides two separate estimates of the need for Social/Affordable Rented housing and potential demand for affordable home ownership. The appropriate approach is taken based on the evidence available at Local Authority and NA scale.

Evidence in the West Northamptonshire HENA

4.38 An updated Housing and Economic Needs Assessment was produced for West Northamptonshire in 2024. This study estimates the need for affordable housing in the West Northamptonshire as a whole based on analysis of the Council's housing waiting list and analysis of other data sets in line with Planning Practice Guidance.

Estimate of the need for Social/Affordable Rented Homes

4.39 The HENA identifies the need for 1,800 additional affordable rented homes per annum in West Northamptonshire as a whole. Within this estimate, a separate figure is provided for Daventry (former authority area) or 296 affordable rented homes per annum.

4.40 When the HENA figures are pro-rated to Creaton based on its fair share of the population (0.12% of the West Northamptonshire population based on Census 2021), this equates to 2 (rounded) homes per annum or 22 homes over the Neighbourhood Plan period (assumed to be 2021-2031). Note that pro rating the Daventry estimate of 296 homes to Creaton on the basis of population share would produce a lower estimate of 18 homes over the plan period. Nevertheless, the rounded figure of 2 per annum is broadly consistent.

4.41 However, pro-rating authority wide estimates of affordable housing need to rural areas presents problems in practice. The Local Authority level figures are likely to represent higher needs in urban areas (particularly Northampton) where there is a large social housing stock and larger numbers of households living in private rented homes on housing benefit. Both of these factors tend to generate higher needs. By contrast, in rural parishes like Creaton the more limited stock of social rented housing means there is more limited need generated from households already living in the sector. Similarly, households who may need social housing often move away to areas where their needs are more likely to be met (either because there is social housing available or more private rented housing). This means it is difficult to accurately identify need for social/affordable rented housing within Creaton.

4.42 To provide an indication of the localised need for Social/Affordable Rented housing in Creaton, West Northamptonshire Council has provide AECOM with the number of applicants who have indicated they would like live in the NA (Table 4-6). A total of 191 households are registered as needing or wanting to live in Creaton. None of these households currently live in the parish. Some of these households may be prepared to live in other parts of the authority area and applicants are able to select a number of locations as being acceptable to them in their application. Some applicants may select all location options to maximise their chances of being allocated a home even through Creaton may not be their first preference. The data does not, therefore, provide a definitive indication of acute local needs within Creaton but does highlight the wider needs within Daventry and West Northamptonshire that are relevant in considerations about the provision of Affordable Housing in the NA.

4.43 The largest numbers of applicants need 2-3 bedroom homes, followed by 1 bedrooms but with a substantial number of applicants needing larger properties (4 bedrooms). The figures in brackets denote applicants who need level access properties because they have mobility needs, or because they may use a wheelchair. Of the 191 applicants, 35 are registered as wanting a bungalow with all of those applicants needing level access accommodation.

Table 4-6: Housing Register Applicants for Creaton

	Bungalow	1 bed	2 bed	3 bed	4 bed	5 bed	Total
Number of live applications	*35 (35)*	43 (7)	70 (10)	58 (12)	20 (6)	0	191

Source: West Northamptonshire Council

Estimate of the potential demand for Affordable Home Ownership

4.44 The HENA 2024 considers the need for affordable home ownership dwellings across West Northamptonshire as a whole. Based on gross need and the supply (through resales) of existing low cost home ownership properties (also known as affordable home ownership), the HENA estimates the need for 232 dwellings per annum across West Northamptonshire. This would equate to 0.3 dwellings per annum (3 (rounded) over the plan period) in Creaton if pro rated on the basis of population share as above.

4.45 However, the HENA considers that sales of lower quartile prices properties could meet some or all of the need for affordable home ownership identified. If LQ priced property sales are considered affordable and suitable, this would remove any need for affordable home ownership and in fact would imply a surplus of supply in relation to need.

4.46 Given the price of LQ priced properties in Creaton, AECOM consider it unlikely that the majority of households who can be identified as in need of affordable home ownership (eg first time buyers or newly forming) would have sufficient incomes to afford to purchase these. Indeed, the analysis in this section suggests households would need incomes of almost £74,000 to afford a LQ priced property, which is substantially higher than average incomes in Creaton of £51,600. This means that substantially more than half of all households would be unable to afford to buy a LQ priced property (unless they are already home owners with equity of have very substantial deposits). As such, AECOM do not consider LQ priced properties provide affordable options for households who need affordable home ownership. For this reason, it is considered reasonable to assume that the need (or potential demand) for affordable home ownership properties identified in the HENA is 0.3 per annum in Creaton (based on pro rating the West Northamptonshire figure).

AECOM Estimates

4.47 Given the assumptions discussed above in relation to the HENA's estimate of the need for affordable home ownership, AECOM has included its own estimate, based on our in-house model.

4.48 AECOM estimate potential demand for 0.8 affordable home ownership dwellings per annum in Creaton, equating to a total of 8 over the Neighbourhood Plan period. The estimate and assumptions used is detailed in Appendix D and summarised in Table 4-7 below. Essentially, this approach estimates the proportion of private renters living in Creaton who would like to buy but cannot afford to do so either because they lack sufficient income or a sufficient deposit. Newly arising need (through household growth) and the supply of properties through re-sales of existing Shared Ownership homes in Creaton is also taken into account to produce a shortfall of properties.

4.49 It is important to keep in mind that the households identified in this estimate are, by and large, already housed in the private rented sector, Affordable Housing, or living in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent. They have been included in the national planning definition of those in need of Affordable Housing, but their needs are less acute than those on the waiting list for affordable rented housing.

Table 4-7: Estimate of need for Affordable Housing for sale in Creaton

Component of need or supply in the AECOM estimate	Per annum
Current need	0.8
Newly arising need	0.1
Supply	0.1
Net shortfall	0.8

Source: AECOM model summary of estimates. Full estimate included in Appendix D

Affordable Housing policies in Neighbourhood Plans

4.50 This section outlines a common Neighbourhood Plan policy level around the tenure mix of affordable housing, provides a recommendation and summarises relevant considerations.

Application of Local Plan policies

4.51 Adopted Policy H2 of the West Northamptonshire Joint Core Strategy Local Plan states 40% of new dwellings in rural Daventry should be affordable housing, on sites larger than 5 dwellings. The tenure mix of affordable housing should reflect local housing need and viability on individual sites. There have been no developments larger than 5 dwellings in Creaton over the plan period and as such no new Affordable Housing has been delivered.

4.52 The overall proportion of housing that must be affordable is not an area of policy that a Neighbourhood Plan can usually influence, but it is worth emphasizing that the HNA finds there to be evidence of need for Affordable Housing in the NA, and every effort should be made to maximise delivery where viable. Changing or influencing the overall proportion of housing that must be affordable is uncommon in Neighbourhood Plans and would demand a high standard of evidence to depart from the Local Plan. If this is of interest, it should first be discussed with the LPA to ensure their support and to determine what additional evidence (e.g. about development viability) would be needed.

4.53 Policy H2 further states that the tenure mix of affordable housing should reflect local housing need and viability on individual sites. This may give the Neighbourhood Plan scope to shape the mix of new Affordable Housing, if sites of sufficient size were to come forward in the future.

Affordable Housing at Neighbourhood level

4.54 The HNA can provide localised evidence and this may be used to support Neighbourhood Plan policies. This section suggests an Affordable Housing tenure mix that might be suitable for Creaton on the basis of identified housing need and a range of other considerations detailed in Appendix D. It is important to keep in mind that that very limited new housing is anticipated in the NA and such a mix would only apply if a site of sufficient size to deliver Affordable Housing came forward, or if the Neighbourhood Plan were to support the provision of exception sites which deliver Affordable Housing directly.

4.55 AECOM would suggest that Social/Affordable Rented housing is prioritised at 65% of new Affordable Housing in order to help address acute needs that arise in Creaton or to support the provision of such housing to address wider needs across the authority area if this is consistent with the Local Plan and Neighbourhood Plan strategies.

4.56 The remainder, 35% of Affordable Housing would be provided at 25% First Homes (in line with Government policy) with 10% to provide either Shared Ownership or Rent to Buy.

4.57 Where the Creaton wish to develop policy that deviates from that being developed in the emerging Local Plan (as there is no tenure split specified in the current adopted Local Plan) either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with West Northamptonshire Council to determine what additional evidence (notably about development viability) may be needed, and to ensure that departures from the local policy context have their support.

Table 4-8: Indicative tenure split (Affordable Housing)

Tenure	Indicative mix	Considerations and uncertainties
Routes to home ownership, of which	**35%**	
First Homes	25%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc.
Shared ownership	5%	Recently confirmed changes to the model to allow purchases of 10% share - impact on viability unknown. RPs business plans currently reliant on shared ownership model. Impact of displacement by First Homes unknown.
Rent to Buy	5%	Emerging product with popularity and effectiveness as yet unknown. Impact of displacement by First Homes unknown.
Affordable Housing for rent, of which	**65%**	
Social rent	To be set by Registered Providers	Uncertain how much funding available to support this tenure in local area. Uncertain whether RPs willing to own/manage stock in this area.
Affordable rent	To be set by Registered Providers	Uncertain whether RPs willing to own/manage stock in this area.

Source: AECOM calculations

Conclusions- Tenure and Affordability

4.58 The vast majority of households own their homes in Creaton at 86.4% of households. This level is substantially higher than West Northamptonshire (64.8%) and England as a whole (61.3%).

4.59 The social and private rented sectors are small, just 6% and 7% of households respectively. Taken together, the rented sector, which typically provides more affordable housing for lower income households and younger people, is limited in Creaton. In contrast, 14.4% of households in West Northamptonshire live in the Social Rented sector and a further 19.2% in the private rented sector.

4.60 The number of home owners has increased over the decade, the number of Social Renters and private renters has fallen. In both cases, the numbers are very small so it is difficult to draw robust conclusions from the data. However, in summary, the number of properties available for renting within Creaton appears to have declined since 2011.

4.61 Current average (median) prices in Creation are £862,500 (end 2023). Prices in any single year are affected by the type and size of properties sold because of the small number of transactions. The average in 2023 appears to have been affected by the sale of one very expensive property. However, median and mean average prices in previous years have consistently been between £430,000 and £500,000. AECOM consider this price range to be a more appropriate benchmark for calculating local affordability. Despite the data anomalies, prices in Creaton have grown substantially over the 10 years to end 2023.

4.62 Over the 10 year period, AECOM would suggest that the lower quartile price in 2021 of £287,500 provides a reasonable estimate of entry level house prices in Creaton. Both average and LQ house prices in Creaton appear to be higher than in West Northamptonshire as a whole.

4.63 The average total household income locally was £51,600 in 2020 (most recent year for this dataset). Lower quartile income and earnings data is not available at the local level. However, an indication is provided by West Northamptonshire's gross individual lower quartile annual earnings which were £21,239 in 2023. To estimate the income of households with two lower quartile earners, this figure can be doubled to £42,478.

4.64 Local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. Market housing, even with the benefit of a higher than average income, is likely to remain out of reach to most households unless they are existing home owners (with equity in their properties) or have large deposits.

4.65 Lower quartile (entry level) house prices would require households incomes of almost £74,000, compared to the average household income of £51,600.

4.66 Private renting is generally only affordable to households with above average incomes. However, entry level rents may be affordable to households on average incomes. Households made up of one/two lower quartile earners cannot afford private rents.

4.67 It is important to note that the size of the private rented sector in Creaton is small – just 7% of households rent privately (equating to 14 dwellings). This means that there are very few, if any, properties on the private rented market at any one time. The availability of private rented dwellings in the NA is very restricted and this impacts on the ability of lower income households to afford to live in Creaton.

4.68 There is a group of households in Creaton who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £47,500 per year (at which point entry-level rents become affordable) and £79,600 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership.

4.69 This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels on entry level new build prices. This assumes entry level new build homes are priced at around £309,500. Discounts of 30% do not appear sufficient to extend affordability of First Homes to Creaton households on average incomes. Discounts of 40% would appear sufficient to extend affordability to average income households. If discounts of 50% can be offered, this may extend affordability to households with two lower quartile earners.

4.70 Shared ownership appears to be more affordable than First Homes. Shared Ownership with 25% equity share would be affordable to households on average incomes and households with two lower quartile earners.

4.71 Rent to Buy requires no deposit, thereby benefitting those with sufficient incomes but low savings. Given the relatively high rents in Creaton, affordability of this product may be limited to those with average of higher than average incomes.

4.72 The evidence in this chapter suggests that the social/affordable rented sector performs a vital function in Creaton as the only option for a segment of those in the greatest need with the lowest incomes.

4.73 An updated Housing and Economic Needs Assessment was produced for West Northamptonshire in 2024. This study estimates the need for affordable housing in the West Northamptonshire as a whole.

4.74 The HENA identifies the need for 1,800 additional Social/Affordable rented homes per annum in West Northamptonshire as a whole. Within this estimate, a separate figure is provided for Daventry (former authority area) or 296 affordable rented homes per annum.

4.75 When the HENA figures are pro-rated to Creaton based on its fair share of the population (0.12% of the West Northamptonshire population based on Census 2021), this equates to 2 (rounded) homes per annum or 22 homes over the Neighbourhood Plan period (assumed to be 2021-2031).

4.76 West Northamptonshire Council has provided AECOM with the number of applicants who have indicated they would like live in the NA. A total of 191 households are registered as needing or wanting to live in Creaton. None of these households currently live in the parish. Some of these households may be prepared to live in other parts of the authority area and applicants are able to select a number of locations as being acceptable to them in their application.

4.77 The largest numbers of applicants need 2-3 bedroom homes, followed by 1 bedrooms but with a substantial number of applicants needing larger properties (4 bedrooms).

4.78 The HENA estimates the need for 232 dwellings affordable home ownership dwellings per annum across West Northamptonshire. This would equate to 0.3 dwellings per annum (3 (rounded) dwellings over the plan period) in Creaton if pro rated on the basis of population share.

4.79 Adopted Policy H2 of the West Northamptonshire Joint Core Strategy Local Plan states 40% of new dwellings in rural Daventry should be affordable housing, on sites larger than 5 dwellings. There have been no developments larger than 5 dwellings in Creaton over the plan period and as such no new Affordable Housing has been delivered. Very limited new housing is anticipated in the NA and such a mix would only apply if a site of sufficient size to deliver Affordable Housing came forward, or if the Neighbourhood Plan were to support the provision of exception sites which deliver Affordable Housing directly.

4.80 AECOM would suggest that Social/Affordable Rented housing is prioritised at 65% of new Affordable Housing in order to help address acute needs that arise in Creaton or to support the provision of such housing to address wider needs across the authority area.

4.81 The remainder, 35% of Affordable Housing would be provided at 25% First Homes (in line with Government policy) with 10% to provide either Shared Ownership or Rent to Buy.

4.82 Affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy. However, if the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using neighbourhood development orders, identifying exception sites or developing community land trusts are all ways of boosting the supply of affordable housing.

5. Type and Size

Introduction

5.1 It is common for neighbourhood plans to include policies that influence what form new housing should take in terms of type and size. This requires evidence of what local people need.

5.2 This can be done using statistics to identify relevant trends and potential gaps in the market. That is the focus of this chapter of the HNA. The evidence gathered here can be used to justify planning policies either on its own or in combination with survey results expressing the specific wants and concerns of local residents. It will also build up a picture of the population and existing range of homes that may provide useful context for the neighbourhood plan.

5.3 This chapter has three aims, each given its own sub-section:

- To establish what **mix** of housing exists in the NA at present;
- To describe characteristics of the local **population** that are relevant to housing need; and
- To look to the **future**, considering how the population is likely to evolve and what mix of homes would be most appropriate to build.

5.4 It is important to keep in mind that housing need is not an exact science. To get from a set of facts about the population to an ideal mix of homes requires making assumptions. For example, there are clear patterns about what size of home families tend to live in at different stages of life. However, a variety of other reasons sit behind people's housing choices that are less easy to predict, including wealth, accessibility requirements and personal preference. Some trends can also change rapidly over time, such as the increasing preference for home working.

5.5 The conclusions and recommendations given here are therefore not definitive. Rather, they are what the statistics suggest future needs will look like based on current trends. This is sufficient for justifying planning policies, but it is also appropriate to take into account other factors and evidence if desired.

Definitions

- **Dwelling type**: whether a home is detached, semi-detached, terraced, a flat, bungalow or other type. Which a household chooses to occupy tends to be more about wealth and preference than a specific need.
- **Dwelling size**: how many rooms or bedrooms a home contains. While this could also mean floor area or number of storeys, the number of bedrooms is most reliably recorded in housing statistics. Bedroom numbers are also closely linked to family size and life stage.

- **Household**: a unit of people who live together, commonly a family, couple or single person. Not all dwellings contain a household, including properties that are vacant and second homes, so the number of dwellings and the number of households in an area is usually different.
- **Household composition**: the specific combination of adults and children who form a household. The Census offers a number of categories, for example distinguishing between families with children who are dependent or non-dependent (i.e. adults). ‘Other’ households in the Census include house-sharers, groups of students, and multi-family households.
- **Household life stage**: the age of the lead member of a household – usually the oldest adult, or what used to be called the ‘head of household’. Life stage is correlated with dwelling size as well as wealth.
- **Housing mix**: the range of home sizes and types in an area.
- **Over- and under-occupancy**: the degree to which the size and composition of a household lines up with the number of bedrooms in their home. If there are more bedrooms than the household would be expected to need, the home is considered under-occupied, and vice versa.

The current housing mix

5.6 This section establishes the current housing mix in Creaton, highlighting recent changes to it and comparing the mix to wider averages.

Dwelling type

5.7 Table 5-1 shows that the majority of homes are detached – over two thirds of dwellings (65.2%). Almost one quarter of properties are semi detached (24.4%) but with a small proportion (9.5%) of terraced properties. The number and percentage of flats is negligible (1 recorded dwelling in 2021). Only 6 new dwellings have been completed between 2011-2021 so new development has had negligible effect on the balance of different dwelling types.

Table 5-1: Dwelling type (based on households), Creaton, 2021

Type	2021	%
Detached	131	65.2%
Semi-detached	49	24.4%
Terrace	19	9.5%
Flat	1	0.5%
Total	201	

Source: ONS 2021 and 2011, VOA 2021, AECOM Calculations. Note that the total is based on households living in dwellings. The dwelling count is actually 217 but the data for dwellings by type is not available as yet.

5.8 Table 5-2 compares the NA mix to wider benchmarks. It shows that detached homes (at 65.2%) account for more than double the proportion of these properties in West Northamptonshire as a whole (31.7%). Compared to both West Northamptonshire and England, Creaton has a very small share of terraced properties (9.5%) and as such a smaller bias to its stock. The dominance of detached properties is a common feature in many rural areas in England. On the one hand this can be problematic at the neighbourhood level because it limits the choice available to those wishing to buy or rent and particularly younger, lower income households as these properties tend to be more expensive. Conversely, the availability of attractive detached properties in Creaton provides choice within the wider West Northamptonshire market and particularly counter balances the smaller stock focused in the towns. For this reason, neighbourhoods need not aim to achieve a generic mix that matches that of the wider authority area or England, but neighbourhood planners may wish to consider whether wider choice could be offered locally in order to improve housing outcomes for households in Creaton.

Table 5-2: Accommodation type, various geographies, 2021

Type	Creaton	West Northants	England
Detached	65.2%	31.7%	22.9%
Semi-detached	24.4%	31.6%	31.5%
Terrace	9.5%	23.1%	23.0%
Flat	0.5%	13.2%	22.2%

Source: Census 2021, AECOM Calculations

Dwelling size

5.9 Table 5-3 presents the current housing mix in terms of size. It shows that over half of the stock has four or more bedrooms with a further 30.4% having three bedrooms. Just 18.2% of homes have 1-2 bedrooms. This is unsurprising given the dominance of detached properties in the stock, which tend to be larger homes in terms of number of bedrooms. It confirms the limited availability of smaller properties for households who need or want these and, in turn, has an impact on the average price of properties sold and the availability of relatively affordable options.

Table 5-3: Dwelling size (bedrooms), Creaton, 2021

Number of bedrooms	2021	%
1	2	1.0%
2	35	17.2%
3	62	30.4%
4+	105	51.5%
Total	204	

Source: ONS 2021 and 2011, AECOM Calculations

5.10 Again, it is useful to look at the percentage breakdown of dwelling sizes in comparison with West Northamptonshire. Table 5-4 shows the bias towards the largest properties (4+ bedroom) in Creaton when compared to West Northamptonshire and England. Conversely, West Northamptonshire and England have a broader range of other sized homes with three bedroom properties accounting for the largest share in both benchmark areas.

Table 5-4: Dwelling size (bedrooms), various geographies, 2021

Number of bedrooms	Creaton	West Northamptonshire	England
1	1.0%	8.7%	11.6%
2	17.2%	24.9%	27.3%
3	30.4%	39.1%	40.0%
4+	51.5%	27.3%	21.1%

Source: Census 2021, AECOM Calculations

Population characteristics

5.11 This section examines key characteristics of the local population that have a bearing on what housing might be needed in future years. Where available, recent data is used. However, for some information it is necessary to use 2011 Census.

Age

5.12 Table 5-5 presents data on the most recent (2021) age structure of the NA population, alongside 2011 Census figures to show change over the last 10 years. The largest group in the population in 2021 were aged 45-64 (34.4% of people). Those aged 65+ accounted for 26% of the population. The number and share of older people (65+) has increased by 43.5% over the period, consistent with the ageing of the population.

5.13 The older population groups make up a much larger share of the population of Creaton that the younger age groups. 11.6% of the population are children aged 0-14. The number and share of children in the population has fallen over the 10 year period. The share of 15-24 year olds had increased 2011-2021 but this may, in part, be the result of Covid national lockdown which was in operation at the time of the Census 2021, when universities moved their teaching online and many students returned home to avoid isolation or the cost of paying rent.

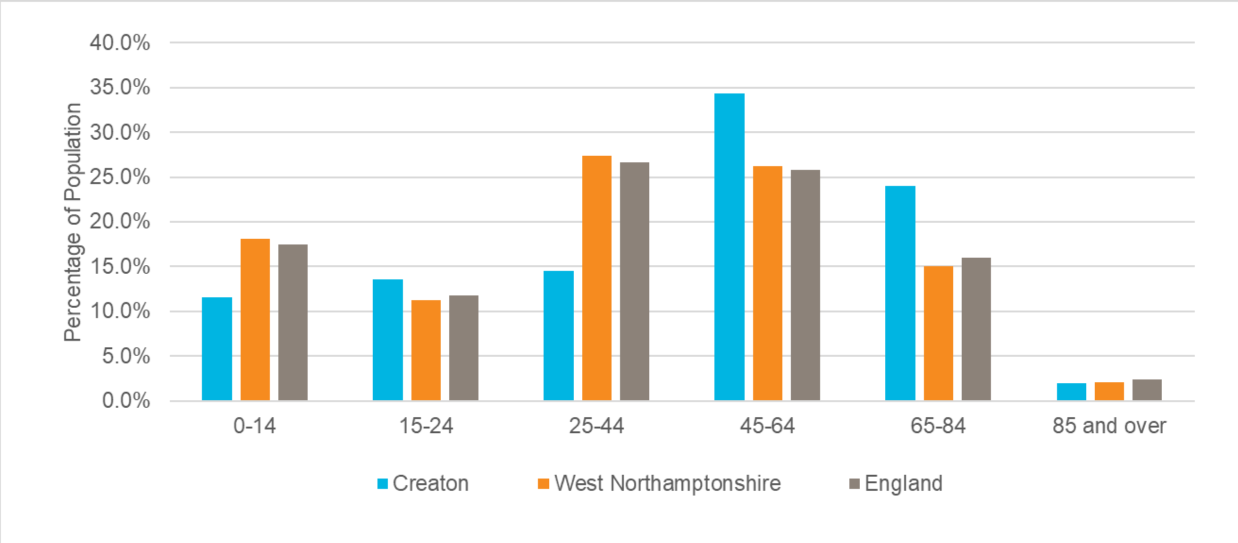
Table 5-5: Age structure of Creaton, 2011 and 2021

Age group	2011 (Census)		2021 (Census)		Change
0-14	79	15.7%	59	11.6%	-25.3%
15-24	46	9.1%	69	13.6%	50.0%
25-44	97	19.3%	74	14.5%	-23.7%
45-64	187	37.2%	175	34.4%	-6.4%
65-84	85	16.9%	122	24.0%	43.5%
85 and over	9	1.8%	10	2.0%	11.1%
Total	503	100.0%	509	100.0%	1.2%

Source: ONS 2011, ONS 2021, AECOM Calculations

5.14 For context, it is useful to look at the NA population structure alongside that of the West Northamptonshire and England. Figure 5-1 (using 2021 Census data) shows that Creaton has larger shares of 45-64 and 65-84 year olds than West Northamptonshire and England. It is not surprising that the share of the oldest age group (85+) is smaller as may older people move away from rural areas if they develop care or support needs as these cannot always be met locally. Creaton's share of younger working age people (25-44) and children (0-14) is much smaller than the benchmark areas.

Figure 5-1: Age structure in Creaton, 2021



Source: ONS 2021, AECOM Calculations

Household composition and occupancy

5.15 Household composition (the combination and relationships of adults and children in a dwelling) is an important factor in the kinds of housing needed over the Neighbourhood Plan period. Table 5-6 shows that Creaton has a large proportion of older households – accounting for 28.6% of all households – half of which are single older people. The largest household group are couples without children (23.6%) with a substantial proportion likely to be older households aged 45-64 where children have left home. Under one quarter (23.2%) of households are families with dependent children. These households make up a substantial proportion of households in Creaton but their share is smaller than West Northamptonshire (27.7%) and England (25.8%).

5.16 Note that non-dependent children refer to households in which adult children are living at home, or which students still call their primary residence despite living for most of the year near to university. The proportion of non dependent children households is higher in Creaton than the other benchmarks which may be indicative of affordability pressures. Furthermore, a marked increase in this category can be taken to indicate the relative unaffordability of entry-level homes, where young people are financially unable to move out and form their own households. It is interesting to observe that this category grew by 8.7%% between 2011 and 2021 in the NA – slower than in West Northamptonshire as a whole (+27%) but faster than in England (+3.5%).

Table 5-6: Household composition, various geographies, 2021

Household composition		Creaton	West Northants	England
One person household	**Total**	20.2%	26.9%	30.1%
	Aged 66 and over	14.3%	11.3%	12.8%
	Other	5.9%	15.6%	17.3%
One family only	**Total**	77.3%	66.0%	63.1%
	All aged 66 and over	14.3%	9.2%	9.2%
	With no children	23.6%	18.2%	16.8%
	With dependent children	23.2%	27.7%	25.8%
	With non-dependent children[6]	12.3%	10.1%	10.5%
Other household types	**Total**	2.5%	7.1%	6.9%

Source: ONS 2021, AECOM Calculations

5.17 The tendency of households to over- or under-occupy their homes is another relevant consideration to the future size needs of the NA. A person is considered to under-occupy their home when there are more bedrooms in their home than a family of their size and composition would normally be expected to need. This is expressed as an occupancy rating of +1 or +2, indicating that there is one surplus bedroom or at least two surplus bedrooms (respectively). Over-occupancy (overcrowding) works in the same way, with a rating of -1 indicating at least one bedroom too few.

5.18 The vast majority of households in Creaton have more bedrooms than they need according to their household size. This is particularly true of older households as many of these households continue to occupy larger properties as they age. Most out of choice but some because they are unable to find suitable properties for downsizing. A small proportion of households live in overcrowded homes. All of these are families with children (either dependents or adult children living at home). This reflects a small but acute level of housing need within the parish.

Table 5-7: Occupancy rating by age in Creaton, 2021

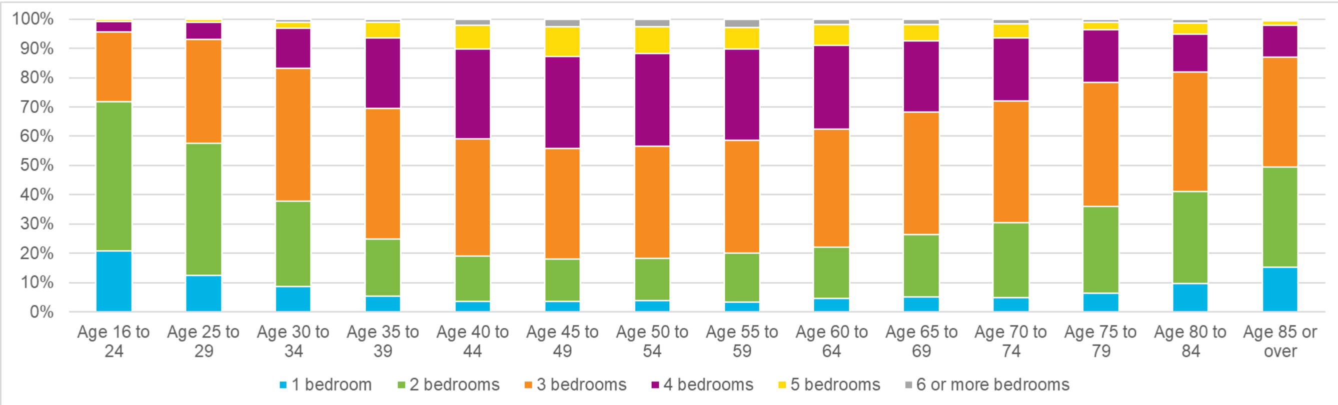
Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 66+	88.6%	11.4%	0.0%	0.0%
Single person 66+	73.1%	26.9%	0.0%	0.0%
Family under 66 - no children	72.0%	28.0%	0.0%	0.0%
Family under 66 - dependent children	46.8%	34.0%	14.9%	4.3%
Family under 66 - adult children	56.0%	28.0%	12.0%	4.0%
Single person under 66	50.0%	33.3%	16.7%	0.0%
All households	65.5%	26.5%	6.0%	2.0%

Source: ONS 2021, AECOM Calculations

[6] Refers to households containing children who are older than 18 e.g students or young working people living at home.

5.19 As noted in the introduction to this chapter, the life stage of households is strongly correlated with the size of home they tend to occupy. Figure 5-2 sets out this relationship for Daventry District in 2011 (because this data is not available at smaller scales and has not been updated as yet for Census 2021). The graph shows how the youngest households tend to occupy the smallest dwellings, before rapidly taking up larger homes as their families expand, and then more gradually downsizing to smaller homes again as they age.

Figure 5-2: Age of household reference person by dwelling size in Daventry*, 2011



*Source: ONS 2011, AECOM Calculations. *Note: Census 2021 data not yet available so this analysis continues to use 2011 which is likely to remain broadly representative of occupancy patterns. As 2011 predates the formation of the West Northamptonshire authority area the data used is for the former Daventry District as this is the closest available data source relevant to Creaton*

Future population and size needs

5.20 This section projects the future age profile of the population in Creaton at the end of the Neighbourhood Plan period and then estimates the mix of dwelling sizes they may need.

Age

5.21 The result of applying Local Authority level household projections to the age profile of Creaton households in 2011 is shown in Table 5-8. This makes clear that population growth can be expected to be driven by the oldest households, with the greater growth in households aged 65+ (+74% growth between 2011 and 2031). As this is based on local authority level projections, some growth in the younger households is also expected. This may not be replicated in Creaton however.

5.22 Recent trends suggest falling population in the younger age groups (children and younger working age people) between 2011-2021 and continued affordability pressures are likely to work against the formation (and inmigration) of younger households in Creaton.

Table 5-8: Projected age of households, Creaton, 2011 - 2031

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over

2011	0	9	79	60	54
2031	0	11	84	72	94
% change 2011-2031	0	24%	6%	21%	74%

Source: AECOM Calculations

5.23 The demographic change discussed above can be translated into an 'ideal mix' of dwelling sizes. This is achieved through a model that maps the dwelling size preferences by life stage shown earlier (in Figure 5-2 (rainbow bar graph)) onto the projected age profile for the NA in Table 5-8 immediately above. The resulting 'ideal' future mix of dwelling sizes can then be compared to the current stock of housing to identify how future development might best fill the gaps.

5.24 This approach has limitations, in that it embeds existing size preferences and does not anticipate changes in what people want from their homes. As such, it is appropriate for the results to be taken as a baseline scenario – what would occur if current trends persisted. It may well be the intention of the community to intervene to produce a different outcome more in line with their interpretation of emerging trends and their place- and community-shaping objectives. Layering these factors on top of the indicative picture provided by this model is appropriate for the purpose of drafting neighbourhood plan policies.

5.25 The result of this exercise is presented in Table 5-9. It suggests that new housing provision should deliver a mix of 1-3 bedroom dwellings but with particular focus on 3 bedroom homes, followed by two bedroom homes. The modelling suggests that there are sufficient larger (4+ bedroom) homes to meet demographic needs and given the dominance of these properties in the existing stock.

Table 5-9: Suggested dwelling size mix to 2031, Creaton

Number of bedrooms	Mix (2011)	Current mix (2021)	Suggested mix (2031)	Balance of new housing to reach suggested mix
1	1.0%	1.0%	5.4%	17.6%
2	18.3%	17.2%	21.0%	25.9%
3	32.7%	30.4%	40.3%	56.5%
4+	47.6%	51.5%	33.3%	0.0%

Source: AECOM Calculations

5.26 The following points sense-check the results of the model against other evidence and suggest ways to interpret them when thinking about policy options.

- The mix modelled for Daventry within the HENA 2024 also demonstrates the highest need for modest sized homes (2-3 bedrooms) across the market and affordable sectors but with continued provision of all dwelling sizes (see Table 95 of the HENA 2024). AECOM's modelling for Creaton is broadly consistent with this but finds the dominance of 4+ bedroom properties in the stock in the parish suggests that these should not be the priority for future development if the objective is to widen the mix of homes locally.

- The preceding chapter found that affordability is a serious and worsening challenge in the NA. While the provision of Affordable Housing (subsidised tenure products) is one way to combat this, another is to ensure that homes come forward which are of an appropriate size, type and density for local residents' budgets.
- Continuing to provide smaller homes with fewer bedrooms would help to address this situation, although it should be considered whether large numbers of 1 bedroom homes are suitable given the area's character and current density
- To best meet the needs of the growing cohort of older households expected to be present by the end of the Plan period, it should also be considered whether the existing options are well tailored to older people's requirements in terms of space, flexibility, quality, location and accessibility.
- Variety should be sought within the mid-sized homes that are built in future to attract both newly forming households on lower budgets and older households with equity from their existing larger homes. While the number of bedrooms required may be similar, other preferences and levels of purchasing power could be very different. Facilitating downsizing among older households may also release those larger homes for use by families who need more bedrooms if they existing stock of larger homes is sufficiently affordable.

Tenure

5.27 The recommendation discussed immediately above applies to all housing in the NA over the Plan period. This is considered proportionate for devising policy at neighbourhood scale. However, in practice different size mixes may be appropriate for market housing and Affordable Housing. While this distinction may not be appropriate to make in Neighbourhood Plan policy, since Local Authorities tend to define the precise mix of Affordable Housing required on applicable sites, it is worth thinking through the factors at play:

- The HENA 2024 sets out the broad modelled mix of housing by size and tenure in Daventry as a whole (Table 95). Whilst the largest proportion of Affordable Rent homes are expected to be delivered as 2-3 bedrooms, it estimates substantial need for 1 beds (25%) and limited need for 4+ beds (4%).
- The HEDA modelling at the former district level is broadly consistent with the housing register data provided by West Northamptonshire Council for Creaton. The largest group of applicants need 2 bedroom properties, followed by 3 bedrooms, 1 bedroom and 4 bedrooms. It is worth noting that just over 20% of applicants need 4 bedrooms (higher than the HENA estimate) and these properties generally become available less frequently

than other sizes so these households (typically larger families) can wait long periods to be housed.

- It is not necessary (and is potentially not appropriate) for Neighbourhood Plans to be prescriptive about the size mix within different tenures, but a range of data sources exist that indicate a direction of travel, which Local Planning Authorities will draw upon when determining applications, and which it is possible for the neighbourhood planners to monitor.

Type

5.28 Planning policy also tends to be less prescriptive about the mix of dwelling types that are needed than the mix of home sizes. This is because the choice to occupy a terraced rather than a detached home, for example, is primarily a matter of wealth, personal preference, and the amount of outdoor space or other features sought than ‘need’ in the strict sense. This stands in contrast to the matter of dwelling size, where it can be more clearly established that a household with a certain number of members, closely correlated with age, requires a particular number of bedrooms.

5.29 The key distinctions when it comes to dwelling type are between flats and houses and, to a lesser extent, bungalows, each of which tend to appeal to occupants with different life circumstances. However, it remains difficult to generalise about this, particularly when drawing on demographic evidence.

5.30 The benefits of delivering a certain blend of dwelling types are more closely related to affordability, which is clearly established as an issue in Creaton, and which favours more smaller/denser options (e.g. terraces and flats). This imperative to improve affordability is often in conflict with matters of character, which in rural areas tend to favour lower density options that blend in with the existing built environment.

5.31 In summary, there is a balance to be struck between, on the one hand, improving affordability and choice in the market by encouraging flats and terraces, and, on the other hand, preserving the distinctive character and other features that residents like about the NA today. How far the Neighbourhood Plan should guide on this issue, and in what direction, is a policy decision for the Advisory Committee and community to consider.

Conclusions- Type and Size

5.32 The largest group in the population in 2021 were aged 45-64 (34.4% of people). Those aged 65+ accounted for 26% of the population. The number and share of older people (65+) has increased by 43.5% over the period, consistent with the ageing of the population.

5.33 The older population groups make up a much larger share of the population of Creaton that the younger age groups. 11.6% of the population are children aged 0-14. The number and share of children in the population has fallen over the 10 year period.

5.34 Creaton has larger shares of 45-64 and 65-84 year olds than West Northamptonshire and England. It is not surprising that the share of the oldest age group (85+) is smaller as may older people move away from rural areas if they develop care or support needs as these cannot always be met locally. Creaton's share of younger working age people (25-44) and children (0-14) is much smaller than the benchmark areas.

5.35 Creaton has a large proportion of older households – accounting for 28.6% of all households – half of which are single older people. The largest household group are couples without children (23.6%) with a substantial proportion likely to be older households aged 45-64 where children have left home.

5.36 Under one quarter (23.2%) of households are families with dependent children. These households make up a substantial proportion of households in Creaton but their share is smaller than West Northamptonshire (27.7%) and England (25.8%).

5.37 Population growth in Creaton can be expected to be driven by the oldest households, with the greater growth in households aged 65+ (+74% growth between 2011 and 2031).

5.38 In terms of the existing dwelling stock, the majority of homes are detached – just under two thirds of dwellings (65.2%). Almost one quarter of properties are semi detached (24.4%) but with a small proportion (9.5%) of terraced properties. Detached homes account for more than double the proportion of these properties in West Northamptonshire as a whole (31.7%). Compared to both West Northamptonshire and England, Creaton has a very small share of terraced properties and as such a smaller bias to its stock.

5.39 Over half of the stock has four or more bedrooms with a further 30.4% having three bedrooms. Just 18.2% of homes have 1-2 bedrooms. This is unsurprising given the dominance of detached properties in the stock, which tend to be larger homes in terms of number of bedrooms. It confirms the limited availability of smaller properties for households who need or want these and, in turn, has an impact on the average price of properties sold and the availability of relatively affordable options.

5.40 AECOM's modelling exercise suggests that new housing provision should deliver a mix of 1-3 bedroom dwellings but with particular focus on 3 bedroom homes, followed by two bedroom homes. The modelling suggests that there are sufficient larger (4+ bedroom) homes to meet demographic needs and given the dominance of these properties in the existing stock in Creaton.

5.41 It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors.

6. Specialist housing for older people

Introduction

6.1 It is relatively common for neighbourhood plans in areas with aging populations to include policies relating to specialist housing for older people. This chapter considers in detail the specialist housing needs of older people in Creaton. It focuses on specialist forms of provision but recognises that the majority of older people will live in the mainstream housing stock. The approach is as follows:

- To review the **current provision** of specialist housing in the NA;
- To estimate the **potential demand** for this form of accommodation with reference to the projected growth in the older population and current rates of mobility limitation; and
- To discuss the potential for meeting this need through adaptations to the mainstream stock and other **additional considerations**.

6.2 Because of the wide variation in the level of support needed, as well as the financial capabilities of those affected, the estimates of need presented here should be viewed with caution – as an idea of the broad scale of potential need rather than an obligatory target that must be met.

6.3 It is important to note that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the total housing need or requirement. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as opposed to the projected new households which form the baseline for estimating housing need overall.[7]

6.4 This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).[8] Residences that fall into Use Class C2 (institutions including prisons, boarding schools and some care homes for older people) are largely beyond the scope of this research. However, it is possible to estimate the likely need for residential and nursing care over the Neighbourhood Plan period.

6.5 The distinction between care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. As such, the findings of this chapter may justify the provision of extra-care C3 housing and/or C2 care home units, but it is not possible to state definitively how much of each would be required. C3 specialist accommodation is typically self-contained with its own front door, made available on an individual basis with support provided in

[7] See Paragraph: 017 Reference ID: 2a-017-20190220, at https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments)
[8] For a full description of Planning Use Classes, please refer to https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

the home or not at all if the resident does not require it, and offered for sale or rent on the open market.

Definitions

- **Older people:** people over retirement age, ranging from the active newly retired to the very frail elderly. Their housing needs tend to encompass accessible and adaptable general needs housing as well as the full spectrum of retirement and specialised housing offering additional care.

- **Specialist housing for older people:** a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups. This could include residential institutions, sheltered housing, extra care housing, retirement housing and a range of other potential types of housing which has been designed and built to serve the needs of older people, including often providing care or other additional services.

- **Sheltered Housing[9]:** self-contained flats or bungalows where all the residents are older people. Schemes on the whole provide independent, self-contained homes, either to rent or buy. Properties in most schemes have features like raised electric sockets, lowered worktops, walk-in showers, and so on, as well as being linked to an emergency alarm service. Some will be designed to accommodate wheelchair users. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, guest flats and gardens.

- **Extra Care Housing:** housing which usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required. Residents are able to live independently with 24-hour access to support services and staff, and meals are often also available. In some cases, these developments are included in retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.

- **Category M4(2):** accessible and adaptable dwellings.

- **Category M4(3):** wheelchair user dwellings.

Specialist housing for older people

6.6 The 2021 Census indicates that at this time there were 56 individuals aged 75 or over in Creaton, growth of 19 people in this age group since 2011.

6.7 There is no specialist accommodation in Creaton at present. The nearest specialist accommodation is found in Brixworth where there is some age exclusive housing. There is greater choice slightly further away in Northampton. There are 3 Alms Houses within Creaton which may provide some accommodation for older people but it is not known whether these are occupied

[9] See http://www.housingcare.org/jargon-sheltered-housing.aspx

by those aged over 75. It is relevant to note that the national average for England is 136 units per 1,000 of the 75+ population[10].

Demographic characteristics

6.8 The starting point for estimating the need for specialist housing for older people is to project how the overall number of older people in Creaton is likely to change in future. This is calculated by extrapolating population projections from the ONS Sub-National Population Projections for West Northamptonshire. The results are set out in Table 6-1.

6.9 Whilst the population of Creaton is only expected to grow modestly between 2021 and 2023, the population of older people (aged 75+) is expected to almost double over the decade. This is due to the ageing of the population and likely some inmigration of older people and outmigration of younger age people to and from Creaton. The population aged 75+ is expected to account for around 20% of the population in 2031.

6.10 A key assumption for the estimate given at the end of this section is that the older people living in the NA currently are already suitably accommodated, either because they occupy the existing stock of specialist accommodation, have made appropriate adaptations to their own homes or do not require support or adaptations. This is unlikely to be completely true, but it is not possible to determine how many such individuals are inadequately housed without evidence from a household survey (which itself may not give a complete picture). As such, the growth in the older population rather than the total at the end of the Plan period is the key output of this calculation.

Table 6-1: Modelled projection of older population in Creaton by end of Plan period

Age group	2021		2031	
	Creaton	West Northants	Creaton	West Northants
All ages	509	425,725	521	435,584
75+	56	23,630	106	44,576
%	11.0%	5.6%	20.3%	10.2%

Source: ONS SNPP 2020, AECOM Calculations

6.11 The next step is to consider the need for different tenures of dwelling for older people. It is assumed that those currently occupying their own home will wish to do so for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented specialist accommodation.

6.12 The 2011 55-75 (who in 2021 are aged 65-85) age bracket is considered the best proxy for the group likely to fall into need for specialist accommodation during

[10] Table 22, 'More Choice Greater Voice' (2008), published by Housing LIN for CLG (now MHCLG) and the Care Services Improvement Partnership

the Plan period to 2031. The top row in Table 6-2 outlines the tenure mix among households aged 55-75 at Local Authority level, which indicates that the vast majority of older people are home owners with a small but important proportion (18%) living in the rented sector – either in Social Rented accommodation (11%) or the private rented sector (7% including those living rent free).

6.13 The expected growth in the 75+ population in the NA is 50 additional individuals by the end of the plan period. This can be converted into 35 households based on the average number of people per household aged 75+ at Local Authority scale. Multiplying this figure by the percentages of 55-75 year olds occupying each tenure gives a breakdown of which tenures Creaton households are likely to need in 2031, and is shown in the bottom row of Table 6-2.

Table 6-2: Tenure of households aged 55-75 in Daventry* (2011) and projected aged 75+ in Creaton (2031)

	All owned	Owned outright	Owned (mortgage) or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
Daventry (2011 mix)	81.7%	55.6%	26.1%	18.3%	11.1%	6.1%	1.1%
Creaton (2031)	28	19	9	6	4	2	0

*Source: Census 2011 *Note: Census 2021 data not yet available so this analysis continues to use 2011 which is likely to remain broadly representative of tenure patterns. As 2011 predates the formation of the West Northamptonshire authority area the data used is for the former Daventry District as this is the closest available data source relevant to Creaton.*

6.14 It is also important to consider rates of disability by tenure. The tendency for people in rented housing to have higher disability levels is well established. It arises partly because people with more limiting disabilities tend to have lower incomes. It also reflects the fact that as people develop support and care needs they may find that the only suitable and affordable option to them is available in the social rented sector. Table E-1 in Appendix E presents this data for Creaton from the 2011 Census.

Future needs for specialist accommodation and adaptations

6.15 Based on the evidence outlined above, the number of households falling into potential need for specialist accommodation over the Plan period is calculated to be 16.

6.16 AECOM's modelling, summarised in Table 6-3, is based on the assumption that those whose day-to-day activities are limited a lot may need housing with care (e.g. extra care housing, with significant on-site services, including potentially medical services), while those with their day to day activities limited only a little may simply need adaptations to their existing homes, or alternatively sheltered or retirement living that can provide some degree of oversight or additional services. However, it is important to note that, even those people who have high support or care needs can often be supported to live in their own homes. This is often reflected in policy of local authorities, with explicit aim to reduce the need to commission increasing numbers of care home beds.

6.17 The largest proportion of need is likely to be amongst households who are home owners and have limited care or support needs. Their needs may be addressed through adaptations to their existing home or through accessible and adaptable new homes (built to M4(2) or M4(3) standards).

Table 6-3: AECOM estimate of specialist housing for older people need in Creaton by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	3	4	**6**
Adaptations, sheltered, or retirement living	1	9	**9**
Total	**4**	**12**	**16**

Source: Census 2011, AECOM Calculations

6.18 It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the simplest and widely used models estimating for the housing needs of older people.

6.19 HLIN calculations

6.20 **Ta**3 in Appendix E reproduces the key assumptions of HLIN's Strategic Housing for Older People (SHOP) toolkit. Applying those assumptions to the growth in the older population of Creaton results in a total of 12 specialist dwellings that might be required to the end of the Plan period. This is summarised out in Table 6-4. Again, the largest share of needs over the plan period are likely to be generated by households who are home owners and have limited support needs. Nevertheless, both estimates identify some need for housing with care, including for households who need Affordable Housing.

Table 6-4: HLIN estimate of specialist housing for older people need in Creaton by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	2	2	**4**
Adaptations, sheltered, or retirement living	3	6	**9**
Total	**5**	**8**	**12**

Source: Housing LIN, AECOM calculations (Figures rounded to nearest whole number so totals do not sum due to rounding

Further considerations

6.21 The above estimates suggest that potential need for specialist accommodation could be in the range of 12-16 units over the Neighbourhood Plan period. However, it may not be possible or appropriate to deliver this scale of new accommodation. It is proportionally high in relation to the overall housing delivery expectation in the NA, and therefore should not necessarily be prioritised to the exclusion of other groups, such as those in need of Affordable Housing.

6.22 In addition, specialist housing for older people should only be provided in sustainable, accessible locations that offer services and facilities, public transport options, and the necessary workforce of carers and others.

6.23 Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist older persons housing needs arising from a number of different locations and/or Neighbourhood Areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).

6.24 It is considered that Creaton's position in the settlement hierarchy makes it a relatively less suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, noting that there is no specific requirement or obligation to provide the specialist accommodation need arising from Creaton entirely within the Neighbourhood Area boundaries, it is recommended it could be provided in a 'hub and spoke' model. In the case of Creaton, Northampton and other large settlements are likely to accommodate the specialist housing need arising from the Neighbourhood Area (i.e. to be the hub in the hub-and-spoke model).

6.25 It is also important to emphasise that the potential need for specialist housing for older people overlaps with the need for care home bedspaces and the need for adaptations to mainstream housing. These topics are considered in the sections below.

Care homes

6.26 Residential and nursing care homes are not defined as housing because they do not provide self-contained accommodation where an older person can live independently. Care home accommodation is defined as institutional accommodation rather than housing.

6.27 However, residents of care homes may be similar in terms of their care and support needs as those living in specialist housing, or even mainstream housing with appropriate care and support delivered in their homes. There may be some scope for older people who would otherwise have been accommodated in care homes to meet their needs within specialist or mainstream housing if sufficient appropriate accommodation can be provided. Nevertheless, there is likely to be continued need for care home accommodation to meet more acute and severe needs, and to offer choice to some older people and their families about how they are cared for and supported.

6.28 Given the overlap between people who might enter care home accommodation and those who might take up specialist housing or care and support in their own home if available, estimates of the future need for care home accommodation, as with estimates of the need for specialist housing above, are uncertain and depend on both local and national policies, delivery, and the appetite of private developers.

6.29 AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). This estimate applied the prevalence rates in the 'More Choice, Greater Voice' 2008 report which informed the development of the HLIN toolkit. This report suggested that 65 residential care beds per 1,000 people aged 75+ was an appropriate rate. For nursing care beds this is an extra 45 care beds per 1,000 people aged 75+. Based on these rates, applied to the growth in the older population for consistency with the calculations above, it is estimated that in 2031 there would be a need for 3 residential care beds and 2 nursing care beds in the NA. There are no care homes within Creaton – the nearest homes are found in Brixworth and Northampton.

6.30 It is important to note that as these estimates relate to care homes (or the population in institutions) rather than independent housing, these figures are in addition to the overall need for housing in the NA. However, as discussed in this section, some of the need for care home beds might be met by independent housing accommodation and vice versa.

The Role of Mainstream Housing

6.31 The majority of older people live in mainstream housing and will continue to do so all of their lives. All of population aged 75 and over in Creaton live in the mainstream housing stock.[11]

6.32 It is not possible to be precise about how well older people are accommodated within mainstream housing, in terms of whether their accommodation in suitable to their needs and whether adequate care or support is provided within the home when they need.

6.33 However, given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with West Northamptonshire.

6.34 It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide. Government is considering mandating M4(2) on newly erected dwellings[12], although changes to Building Regulations have not yet been made.

[11] There are 3 Alms Houses though it is not known whether these are currently occupied by those aged over 75.
[12] See Raising accessibility standards for new homes: summary of consultation responses and government response - GOV.UK (www.gov.uk)

6.35 The emerging Local Plan policy H07 provides explicit encouragement for development to accommodate specific groups such as older people:

6.36 'To meet the needs of residents and to deliver homes which are capable of meeting people's changing circumstances over their lifetime the following standards will need to be met:

i. An appropriate proportion of homes, based on the latest available evidence, must be designed to meet the requirements of Building Regulations Part M4(2) (Accessible and adaptable dwellings) or its successor standard.
ii. 10% of homes, where the Council is responsible for allocating or nominating occupants, are to be constructed to Building Regulations Part M4(3) (2) (b) or their successor and 5% of all new market dwellings are to be built to Building Regulations M4(3) (2) (a). These standards will be implemented proportionately across the housing mix.'

6.37 However, the emerging policy does not set specific targets for the proportion of new housing that might be required to meet national standards for accessibility and adaptability (Category M4(2) which could help to ensure new homes are built to standards that could enable older people to live at home (or move to these more suitable properties as their care and support needs change). The evidence gathered here would justify the Creaton approaching the LPA to discuss setting requirements on accessibility and adaptability locally. It is unclear whether Neighbourhood Plans can set their own requirements for the application of the national standards of adaptability and accessibility for new housing and so discussions with the LPA are advised if this is a key priority.

6.38 The proportion of new housing that might accommodate those using wheelchairs is harder to define at small scales. Typically, at Local Authority scale, this might be set with reference to the proportion of Affordable Housing applicants in the Local Authority area falling into this category or to wider data from surveys and other sources where available.

Conclusions- Specialist Housing for Older People

6.39 The 2021 Census indicates that at this time there were 56 individuals aged 75 or over in Creaton, growth of 19 people in this age group since 2011.

6.40 There is no specialist accommodation in Creaton at present. The nearest specialist accommodation is found in Brixworth where there is some age exclusive housing. There is greater choice slightly further away in Northampton.

6.41 Whilst the population of Creaton is only expected to grow modestly between 2021 and 2023, the population of older people (aged 75+) is expected to almost double over the decade. The expected growth in the 75+ population in the NA is 50 additional individuals by the end of the plan period. This can be converted into 35 households.

6.42 The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current older people occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.

6.43 These two methods of estimating the future need in Creaton produce a range of 12 to 16 specialist accommodation units that might be required during the Plan period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.

6.44 The majority of older people live in mainstream housing and will continue to do so all of their lives. All of population aged 75 and over in Creaton live in the mainstream housing stock.

6.45 It is not possible to be precise about how well older people are accommodated within mainstream housing, in terms of whether their accommodation in suitable to their needs and whether adequate care or support is provided within the home when they need.

6.46 However, given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with West Northamptonshire.

6.47 It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide. Government is considering mandating M4(2) on newly erected dwellings13, although changes to Building Regulations have not yet been made. The evidence in this HNA would support the application of M4(2) standards in new homes in Creaton in order to ensure new homes can accommodate the needs of the growing population of older people who may need care and support at some stage.

[13] See Raising accessibility standards for new homes: summary of consultation responses and government response - GOV.UK (www.gov.uk)

7. Next Steps

Recommendations for next steps

7.1 This Neighbourhood Plan housing needs assessment aims to provide Creaton with evidence on a range of housing trends and issues from a range of relevant sources. We recommend that the neighbourhood planners should, as a next step, discuss the contents and conclusions with West Northamptonshire with a view to agreeing and formulating draft housing policies, bearing the following in mind:

- All Neighbourhood Planning Basic Conditions, but in particular Condition E, which is the need for the Neighbourhood Plan to be in general conformity with the strategic policies of the adopted development plan;
- The views West Northamptonshire Council;
- The views of local residents;
- The views of other relevant local stakeholders, including housing developers and estate agents; and
- The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by West Northamptonshire.

7.2 This assessment has been provided in good faith by AECOM consultants on the basis of housing data, national guidance and other relevant and available information current at the time of writing.

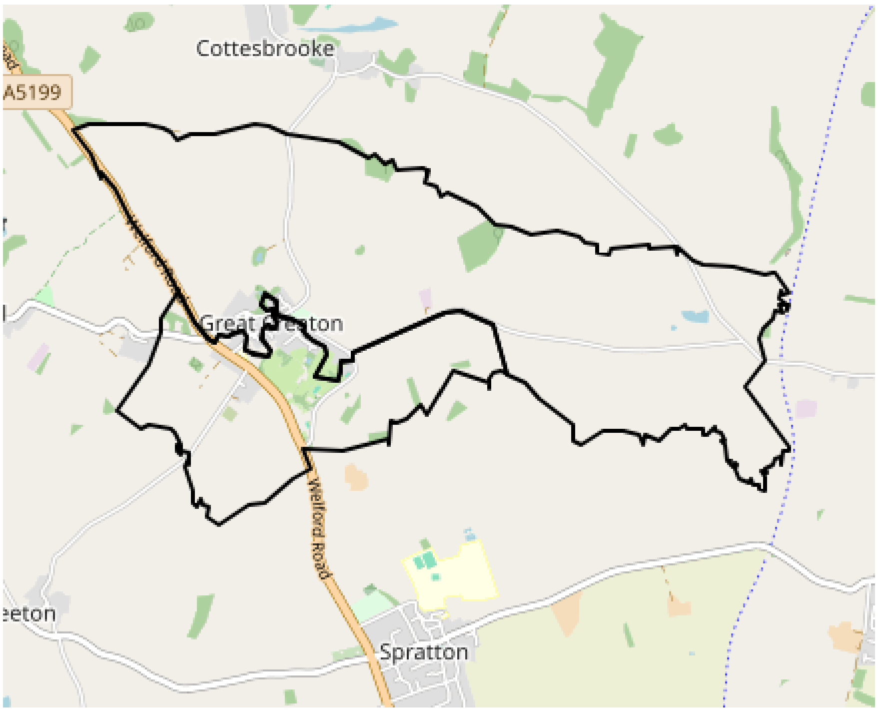
7.3 Bearing this in mind, it is recommended that the Neighbourhood Plan Advisory Committee should monitor carefully strategies and documents with an impact on housing policy produced by the Government, West Northamptonshire or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.

7.4 At the same time, monitoring on-going demographic or other trends over the Neighbourhood Plan period will help ensure the continued relevance and credibility of its policies.

Appendix A : Assessment geography

A.1 For Census purposes, the whole of England is divided into statistical units of similar population size called Output Areas (OAs) and their larger equivalents. OAs are the smallest units. They make up Lower Layer Super Output Areas (LSOAs), which in turn make up Middle Layer Super Output Areas (MSOAs). The NA equates to the following combination of OAs:

- E00137432
- E00137433



A.2 As noted in the analysis of affordability in the main body of the report, household income data for small areas is only provided down to the scale of MSOAs. The relevant MSOA, in which the NA is located and which will need to serve as a proxy for it is E02005620.

Appendix B : Local Plan context

Policies in the adopted local plan

B.1 Table B-1 below summarises adopted Local Plan policies that are relevant to housing need and delivery in Creaton.

Table B-1: Summary of relevant adopted policies in the West Northamptonshire Joint Core Strategy Local Plan (Part 1)

Policy	Provisions
Policy S1 - the distribution of development	Development and economic activity will be distributed on the following basis: a) development will be concentrated primarily in and adjoining the principal urban area of Northampton b) appropriate development of a lesser scale will be located in and adjoining the sub-regional centre of Daventry town c) the development needs of the rural service centres of Towcester and Brackley and the rural areas will also be provided for d) new development in the rural areas will be limited with the emphasis being on: 1. enhancing and maintaining the distinctive character and vitality of rural communities; 2. shortening journeys and facilitating access to jobs and services; 3. strengthening rural enterprise and linkages between settlements and their hinterlands; and 4. respecting the quality of tranquility. In assessing the suitability of sites for development priority will be given to making best use of previously developed land and vacant and under-used buildings in urban or other sustainable locations contributing to the achievement of a West Northamptonshire target of 30% of additional dwellings on previously developed land or through conversions. *Creaton is classed as a Rural Area.*
Policy S3: scale and distribution of housing development	Provision will be made for about 42,620 net additional dwellings in the plan area during the plan period 2011 to 2029. This provision will be distributed between the borough and district councils as follows: **Daventry district - about 12,730** Northampton borough - about 18,870 South Northamptonshire - about 11,020

Policy	Provisions
	Below the borough and district level housing development will be distributed in the following way: **Daventry district** **Daventry town about - 4,620** **Daventry rural areas - about 2,360** Northampton related development area - about 5,750 Northampton borough Northampton borough - about 18,870 South Northamptonshire Brackley town - about 2,160 Towcester town - about 2,650 South Northants rural areas - about 2,360 Northampton related development area - about 3,850
Policy S5 - sustainable urban extensions	Outside the existing urban areas development will be focused on sustainable urban extensions to the urban areas. Sustainable urban extensions will be provided at: Daventry Daventry north east (2,600 dwellings, local employment opportunities)
Policy H1 – housing density and mix and type of dwellings	Across West Northamptonshire new housing development will provide for a mix of house types, sizes and tenures to cater for different accommodation needs including the needs of older people and vulnerable groups. Housing developments will be expected to make the most efficient use of land having regard to the following considerations: a) The location and setting of the site; b) The existing character and density of the local area; c) Accessibility to services and facilities; d) Proximity to public transport routes; e) The implications of density for affordability and viability; f) The living conditions provided for future residents; and g) The impact on the amenities of occupiers of neighbouring properties. Development within the proposed sustainable urban extensions will be expected to achieve minimum average densities of 35 dwellings per hectare.

Policy	Provisions
Policy H2 – affordable housing	Affordable housing will be provided as a proportion of the total number of dwellings to be delivered on individual sites as follows: Daventry district (5 or more dwellings) Daventry town - 25% Rural areas - 40% In all cases the percentage requirements identified above are subject to the assessment of viability on a site by site basis. Affordable housing should be provided on the application site as an integral part of the development. In exceptional circumstances, off-site provision and/ or commuted payments in lieu of on-site provision may be supported where this would offer an equivalent or enhanced provision of affordable housing. Northampton related development area needs for affordable housing will be secured through nomination agreements on sites within the Northampton related development area. The tenure mix of affordable housing should reflect local housing need and viability on individual sites.
Policy H3 – rural exception sites	The provision of affordable housing to meet identified local needs in rural areas on 'exception sites' will be supported. Schemes must either be purely affordable housing or mixed tenure schemes including an element of market housing where this is essential to the delivery of the affordable housing. It will be a requirement that the market housing: 1. is the minimum necessary to make the scheme viable; and 2. meets specific locally identified housing needs. In all cases the following criteria must be met: a) the site is within or immediately adjoins the main built-up area of a rural settlement; b) the form and scale of development should be clearly justified by evidence of need through a local housing needs survey; and arrangements for the management and occupation of affordable housing must ensure that it will be available and affordable in perpetuity for people in local housing need.
Policy D3 - Daventry north east sustainable urban extension	The boundary of the Daventry north east sustainable urban extension is shown on the policies map (figure 5). The development will make provision for 4,000 dwellings (a minimum of 2,600 of which will be provided within the plan period to 2029).

Policy	Provisions

Source: West Northamptonshire Council

Policies in the adopted local plan (part 2)

B.2 Table B-2 below summarises adopted Local Plan (Part 2) policies that are relevant to housing need and delivery in Creaton.

Table B-2: Summary of relevant adopted policies in the Daventry Local Plan (Part 2)

Policy	Provisions
RA2 – Secondary Service Villages	The Secondary Service Villages perform an important role in helping to provide some services and facilities for the local communities which they serve. The secondary service villages are identified as; Badby Barby Boughton Braunston Byfield **Creaton** East Haddon Flore Guilsborough Kilsby Naseby Pitsford Spratton Staverton Walgrave Welford West Haddon Yelvertoft a) Development at the Secondary Service Villages will be located within the confines of the village as defined on the Inset Map b) Development outside the defined confines will be acceptable only in the following circumstances; i. Where the housing land supply is less than five years (three years where a neighbourhood development plan that is less than two years old is in place 34 that

Policy	Provisions
	allocates sites for housing) or where the Housing Delivery Test is not met; or ii. Where the development provided would clearly meet an identified local need, for housing this would be need identified through an up-to-date Housing Needs Survey or Housing Needs Assessment where it is demonstrated that this could not otherwise be met within the defined village confines; or iii. Where it is demonstrated that a scheme is required to support an essential local service that may be under threat, especially a primary school or primary health service; or iv. Economic development that will enhance or maintain the vitality or sustainability of the Secondary Service Village or would contribute towards and improve the local economy. c) To ensure that the role of these villages is maintained, all development at the Secondary Service Villages, within or outside the confines shall also meet the following criteria: i. Be of an appropriate scale relative to its role as a Secondary Service village; and ii. Not result in the loss of existing services and facilities important to the sustainability of the settlement and its role as a Secondary Service Village; and iii. Protect the form, character and setting of the village and areas of historic or environmental importance including those identified in conservation area appraisals and village design statements; and iv. Protect the integrity of garden or other open land that makes an important contribution to the form, character and setting of the settlement; and v. Be accessible by walking and cycling to the majority of services and facilities within the settlement; and vi. Protect the amenity of existing residents. d) Development that is provided for in a made neighbourhood development plan will also be supported.
HO1 – Daventy South West	Site H01 is allocated for residential development. Proposals for this site must be informed by a Masterplan, agreed by the Council as local planning authority, that must demonstrate how the site will come forward comprehensively. The development will make provision for about 1100 dwellings.

Policy	Provisions
HO2 – Daventry, Micklewell Park Extension	Site H02 is allocated for residential development. Proposals for this site must be informed by a masterplan, agreed by the Council as local planning authority, that must demonstrate how the site will come forward comprehensively, and fully integrated with the site to the south which has an extant permission. The development will make provision for approximately 250 dwellings.
HO4 – Daventry Land at Middlemore	Site HO4 is allocated for residential development. Proposals for this site should make provision for at least 100 dwellings.
EC3 – Land to the North and West of Daventy Town Centre	Site EC3, land to the north and west of Daventry town centre is allocated for the following mix of uses including residential (C2/C3)
HO8 – Housing Mix and Type	Housing needs will be met by development providing a mix of dwelling type and size to cater for current and forecast accommodation needs. This will also contribute to the creation of sustainable mixed and inclusive communities. Developments will be required to meet part C iii) and iv) of this policy which are mandatory standards and will be expected to meet the other requirements of this policy unless it is demonstrated that compliance would make it unviable. Specialist accommodation that promotes independent living (which could include the provision of extra care) will be sought on Sustainable Urban Extensions in accordance with part E of this policy. <u>Housing Mix</u> Developments of 10 or more dwellings will be expected to provide an appropriate range and mix of housing types to ensure the creation of mixed, balanced and inclusive communities. In assessing the mix of development proposals regard will be had to the importance of seeking to reflect the mix of market and affordable dwellings as identified in the most recent Housing Market Evidence Study. Developments should therefore seek to meet the target (need) mix set out in the tables below, however variations will be acceptable provided that they are within the ranges indicated. <u>Market Housing</u>

Market housing target (need)	Minimum %	Maximum %
3% - 1 – 2 bedroom apartments	1%	5%

Policy	Provisions		
	14% - 2 bedroom dwellings	11%	17%
	56% - 3 bedroom dwellings	51%	61%
	22% - 4 bedroom dwellings	19%	25%
	6% - 5+ bedroom dwellings	4%	8%

Affordable Housing Mix

Market housing target (need)	Minimum %	Maximum %
22% 1 – 2 bedroom apartments	19%	25%
47% - 2 bedroom dwellings	42%	52%
24% - 3 bedroom dwellings	21%	27%
6% - 4 bedroom dwellings	4%	8%
1% - 5+ bedroom dwellings	1%	3%

An alternative mix will be supported where this is evidenced by a more up-to date and robust assessment of needs at an appropriate local level or is necessary to respond to particular local circumstances.

Housing Standards

To meet needs of the District's residents and to deliver dwellings which are capable of meeting peoples' changing circumstances over their lifetime the following standards will need to be met:

i. 50% of all new dwellings (except for sites of less than 10 dwellings on previously developed land) should be built to accessibility standards as follows:
   - Market dwellings - 50% to M4(2)
   - Affordable dwellings - 40% to M4(2) and a further 10% to M4(3)

ii. It would be expected that these standards will be implemented proportionately across the housing mix unless there are site specific factors such as vulnerability to flooding, site topography, and other circumstances

Policy	Provisions
	which may make a specific site less suitable for M4(2) and M4(3) compliant dwellings, including where step free access cannot be achieved or is not viable. iii. The internal floor area of all new build dwellings must meet the National Space Standards as a minimum. iv. All new dwellings shall include water efficiency measures to comply with a limit of 110 litres per person per day Specialist Accommodation Schemes that provide specialised accommodation whilst promoting independent living will be supported provided all of the following criteria are met: i. the type of specialised accommodation proposed meets identified District needs and contributes to maintaining the balance of the housing stock in the locality; ii. the proposal provides easy access to services and facilities, including public transport, enabling its residents' to live independently as part of the community; iii. the design of the proposal, including any individual units of accommodation, is capable of meeting the specialised accommodation support and care needs of the occupier; iv. arrangements are in place to ensure the delivery of appropriate care and support packages; and v. the proposal provides the required level of affordable housing where the housing falls within use class C3. The Council would support the provision of a dementia care housing scheme at Daventry town or the Primary Service Villages to help meet the identified need.

Source: West Northamptonshire Council

Policies in the emerging local plan

B.3 Table B-3 below summarises emerging Local Plan policies that are relevant to housing need and delivery in Creaton.

Table B-3: Summary of relevant emerging policies in the West Northamptonshire Local Plan

Policy	Provisions
Policy HO1 - Housing Requirement	Provision will be made for about 39,150 new homes to be built in West Northamptonshire over the Plan period 2023-2041. This provision will be achieved by allocations made in this Plan, by policies in this Plan which provide for new homes, existing commitments and allocations in Neighbourhood Development Plans

Policy	Provisions
Policy HO2 – PSID Affordable Housing	A. Affordable housing will be provided as a proportion of the total number of dwellings to be delivered on individual sites of 10 or more dwellings (net gain). (In the submission version of this Plan, the requirements in this policy will be expressed as a %age and will be informed by the HENAU and viability evidence). B. Where the Council considers that: i. a site has been artificially subdivided in order to avoid the application of this policy, or ii. a scheme is proposed at an artificially low density the entire area assumed to be developed at a suitable density will be used to assess the required provision of affordable housing. C. Levels of affordable housing below the requirements identified will only be acceptable where evidence of viability or other constraints is clearly presented to and agreed by the Council. Developments over 500 units will be expected to include an upward only review clause. D. A minimum of 10% of the total number of dwellings on sites of 10 or more dwellings will be expected to be a form of Affordable Home Ownership. E. A minimum of 25% of affordable dwellings secured through planning obligations should be First Homes, to which a local connection test will apply. F. The affordable dwellings will be provided on-site unless off-site provision or an appropriate financial contribution can be robustly justified, and the agreed approach must contribute to the objective of creating mixed and balanced communities. 25% of these contributions should be used to secure First Homes. G. The Council will support community led affordable housing schemes where they are supported by a local housing needs survey or assessment and have been subject to extensive and meaningful community consultation and engagement prior to the submission of a planning application. This includes sites brought forward through neighbourhood development plans. H. All developments incorporating affordable dwellings should ensure that: i. The affordable dwellings are designed to be indistinguishable from market dwellings and should

	be distributed throughout the site in small groups or clusters; and ii. The affordable dwellings are located to maximise opportunities for future residents to access services and facilities by walking, cycling or public transport; and iii. The affordable dwellings will be owned by a registered provider; and iv. Arrangements will be in place for the management and occupation of the affordable dwellings to ensure that they will be available and affordable in perpetuity for people in local housing need. I. With the exception of affordable home ownership all affordable housing will be allocated in accordance with the West Northamptonshire Council Allocations Scheme.
Policy HO3 Build to Rent	– Where Build to Rent dwellings are supported, applicants will need to demonstrate that: i. All the units are self-contained and let separately; and ii. At least 20% of the dwellings are for affordable private rent; and iii. Affordable private rental dwellings will be broadly representative of the mix and type of the overall development; and iv. Affordable private rent is provided with a minimum 20% discount of local market rents (inclusive of service charges); and v. The discount on the affordable private rent dwelling will apply in perpetuity; and Units are to be in a single ownership and management control.
Policy HO6 Mixed Communities Dwelling	– <u>Dwelling mix</u> A. New residential development will be expected to provide a mix of dwelling sizes, types and tenures to meet the identified needs of local communities and to contribute towards the creation of sustainable mixed and inclusive communities. This includes category for the needs of younger people, care leavers, families with children, older people, people wishing to build their own homes and people with disabilities and special needs. B. Developments of 10 or more dwellings should demonstrate how the mix of market and affordable dwellings will reflect the Council's most recent evidence of housing need in a Housing and Economic Needs Assessment.

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C. Variations within the ranges will be acceptable and alternative dwelling size mixes will be supported where this is evidenced by a more up-to-date local level housing needs survey or assessment, other local needs data, provision in the local area, or where it is necessary to respond to individual site characteristics.
<u>Specialist housing</u>
D. New residential development of 500 or more dwellings will be expected to make provision for a range of specialist housing types.
E. The Council supports schemes for specialist accommodation for older people including age restricted general market housing; retirement living or sheltered housing; extra care housing or housing with care; and/or residential care homes and nursing homes.
F. The Council supports schemes for a range of specialist housing to meet the needs of those with disabilities and special needs.
G. In all cases the following criteria must be met:
i. The type of specialised accommodation meets an identified need and contributes to maintaining the balance of housing stock in the locality; and
ii. The proposal provides convenient access to existing or planned services and facilities which may be an integral part of the scheme or wider development; and
iii. The accommodation is suitable for the intended residents in relation to the quality and type of facilities and the provision of support and/or care; and
The proposal should not result in an excessive concentration of such housing.
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<td>Policy HO7 – Standards for Accessibility, Space and Water Efficiency in Homes</td>
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A. To meet the needs of residents and to deliver homes which are capable of meeting people’s changing circumstances over their lifetime the following standards will need to be met:
iii. An appropriate proportion of homes, based on the latest available evidence, must be designed to meet the requirements of Building Regulations Part M4(2) (Accessible and adaptable dwellings) or its successor standard.
iv. 10% of homes, where the Council is responsible for allocating or nominating occupants, are to be constructed to Building Regulations Part M4(3) (2) (b) or their successor and 5% of all new market dwellings are to be built to Building Regulations M4(3) (2) (a).
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	These standards will be implemented proportionately across the housing mix. Where it can be robustly evidenced that site specific factors such as vulnerability to flooding, site topography and other circumstances make a site unsuitable for M4(2) and M4(3) the requirements for part M will not be applied.

Source: West Northamptonshire Council

Appendix C : Affordability calculations

C.1 This section outlines how the affordability thresholds discussed in the Affordability and Affordable Housing have been calculated.

Market housing

C.2 Market housing is not subsidised and tends to be primarily accessible to people on higher incomes.

i) Market sales

C.3 The starting point for calculating the affordability of a dwelling for sale from the perspective of a specific household is the loan to income ratio which most mortgage companies are prepared to agree. This ratio is conservatively estimated to be 3.5. In practice this can be highly variable. Multipliers up to 4.5 or even above 5 times income increasingly available, although the actual average in practice tends to be lower, particularly where applicants are dual earning. The Financial Conduct Authority uses 3.5 or more as its standard assumption for single applicants and 2.75 or more for dual applicants.

C.4 To produce a more accurate assessment of affordability, the savings required for a deposit should be taken into account in addition to the costs of servicing a mortgage. However, unlike for incomes, data is not available for the savings available to households in Creaton, and the precise deposit a mortgage provider will require of any buyer will be determined by their individual circumstances and the state of the mortgage market. An assumption is therefore made that a 10% purchase deposit is required and is available to the prospective buyer. In reality it is possible that the cost of the deposit is a greater barrier to home ownership than the mortgage costs.

C.5 The calculation for the purchase threshold for market housing is as follows:

- Value of a median NA house price (2022) = £494,111;
- Purchase deposit at 10% of value = £49,411;
- Value of dwelling for mortgage purposes = £444,700;
- Divided by loan to income ratio of 3.5 = purchase threshold of £127,057.

C.6 The purchase threshold for an entry-level dwelling is a better representation of affordability to those with lower incomes or savings, such as first-time buyers. To determine this threshold, the same calculation is repeated but with reference to the lower quartile rather than the median house price. The lower quartile average in 2021 (AECOM considers this figure representative for LQ prices in recent years) was £287,500, and the purchase threshold is therefore £73,393.

C.7 It is also worth assessing the purchase threshold for new build homes, since this most closely represents the cost of the new housing that will come forward in future. There were too few recent sales in the NA specifically to determine an accurate average for the cost of new build housing in Creaton. It is, however, important to understand the likely cost of new housing because new housing is where the Neighbourhood Plan has most influence, and is the appropriate benchmark for understanding the costs of affordable home ownership tenures (considered below).

C.8 Therefore an estimate has been calculated by determining the uplift between all house prices in 2023 across West Northamptonshire and new build house prices in 2023 in the same area (+23.8%). This percentage uplift (or 'new build premium') is then applied to the 2021 lower quartile house price in the NA to give an estimated NA new build entry-level house price of £309,500 and purchase threshold of £79,586.

C.9 In order to provide a comparison with the wider local authority area, it is helpful to also look at the cost of new build housing across West Northamptonshire in 2023. The median cost of new build dwellings in West Northamptonshire was £340,473, with a purchase threshold of £87,550.

i) Private Rented Sector (PRS)

C.10 It is assumed here that rented housing is affordable if the annual rent does not exceed 30% of the household's gross annual income. The percentage of income to be spent on rent before the property is considered affordable varies considerably for individuals, and it is increasingly common for households to dedicate a larger proportion of their earnings to rent. When considering affordability it is considered good practice to be conservative, and the 30% benchmark is used as ONS's current standard assumption.

C.11 This is an important assumption because it is possible that a household will be able to afford tenures that are deemed not affordable in this report if they are willing or able to dedicate a higher proportion of their income to housing costs. It is becoming increasingly necessary for households to do so. However, for the purpose of planning it is considered more appropriate to use this conservative lower benchmark for affordability on the understanding that additional households may be willing or able to access housing this way than to use a higher benchmark which assumes that all households can afford to do so when their individual circumstances may well prevent it.

C.12 The property website Home.co.uk shows rental values for property in the Neighbourhood Area. The best available data is derived from properties available for rent within the NN6 postcode area, which covers a larger area than the Plan area itself but can be used as a reasonable proxy for it. Moreover, because it forms a larger geography with a greater number of rental properties offered, the larger sample size is likely to generate more robust findings.

C.13 According to home.co.uk, there were 26 properties for rent at the time of search in April 2024, with an average monthly rent of £1,421. There were 2 two-bed properties listed, with an average price of £1,188 per calendar month.

C.14 The calculation for the private rent income threshold for entry-level (2 bedroom) dwellings is as follows:

- Annual rent = £1,188 x 12 = £14,256;
- Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £47,520.

C.15 The calculation is repeated for the overall average to give an income threshold of £56,840.

Affordable Housing

C.16 There are a range of tenures that constitute the definition of Affordable Housing within the NPPF 2023: social rent and affordable rent, discounted market sales housing, and other affordable routes to home ownership. The new First Homes was introduced in 2021 but is not yet included in the NPPF. Each of the affordable housing tenures are considered below.

i) Social rent

C.17 Rents in socially rented properties reflect a formula based on property values and average earnings in each area, resulting in substantial discounts to market rents. As such, this tenure is suitable for the needs of those on the lowest incomes and is subject to strict eligibility criteria.

C.18 To determine social rent levels, data and statistical return from Homes England is used. This data is only available at Local Authority scale so must act as a proxy for Creaton. This data provides information about rents and the size and type of stock owned and managed by private registered providers and is presented for Daventry in Table C-1.

C.19 To determine the income needed, it is assumed that no more than 30% of income should be spent on rent. This is an assumption only for what might generally make housing affordable or unaffordable – it is unrelated to the eligibility criteria of Affordable Housing policy at Local Authority level. The overall average across all property sizes is taken forward as the income threshold for social rent.

Table C-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£82.70	£95.98	£100.42	£109.09	£97.00
Annual average	£4,300	£4,991	£5,222	£5,673	£5,044
Income needed	£14,320	£16,620	£17,389	£18,890	£16,797

Source: Homes England, AECOM Calculations

i) Affordable rent

C.20 Affordable rent is controlled at no more than 80% of the local market rent. However, registered providers who own and manage affordable rented housing may also apply a cap to the rent to ensure that it is affordable to those on housing benefit (where under Universal Credit the total received in all benefits to working age households is £20,000).

C.21 Even a 20% discount on the market rent may not be sufficient to ensure that households can afford this tenure, particularly when they are dependent on benefits. Registered Providers in some areas have applied caps to larger properties where the higher rents would make them unaffordable to families under Universal Credit. This may mean that the rents are actually around 60% of market levels rather than 80%.

C.22 Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for West Northamptonshire. Again it is assumed that no more than 30% of income should be spent on rent, and the overall average is taken forward.

C.23 Comparing this result with the average 2 bedroom annual private rent above indicates that affordable rents in the NA are actually closer to 50-60% of market rates than the maximum of 80%, a feature that is necessary to make them achievable to those in need.

Table C-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£95.07	£119.79	£130.15	£156.06	£120.24
Annual average	£4,944	£6,229	£6,768	£8,115	£6,252
Income needed	£16,462	£20,743	£22,537	£27,023	£20,821

Source: Homes England, AECOM Calculations

i) Affordable home ownership

C.24 Affordable home ownership tenures include products for sale and rent provided at a cost above social rent, but below market levels. The three most widely available are discounted market housing (a subset of which is the new First Homes product), shared ownership, and Rent to Buy. These are considered in turn below.

C.25 In paragraph 66 of the NPPF 2023, the Government introduces a recommendation that “where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the total number of homes to be available for affordable home ownership.” There are exemptions to this requirement, including where:

- The provision would exceed the level of affordable housing required in an area;

- The provision would significantly prejudice the ability to meet the identified affordable housing needs of specific groups;
- A proposed development provides solely Build to Rent homes;
- A proposed development provides specialist accommodation for a group of people with specific needs (such as purpose built accommodation for students or the elderly);
- The development is proposed to be developed by people who wish to build or commission their own homes; or
- The proposed development is exclusively for affordable housing, a community-led development exception site, or a rural exception site.

First Homes

C.26 Because First Homes are a new tenure product, it is worth explaining some of their key features:

- First Homes should be available to buy with a minimum discount of 30% below their full market value (i.e. the value of an equivalent new home);
- The discount level can be set higher than 30% – at 40% or 50% – where this can be suitably evidenced. The setting and justifying of discount levels can happen at neighbourhood as well as local authority scale;
- After the discount is applied the initial sale price must not exceed £250,000 (or £420,000 in Greater London), and lower caps can be set locally;
- Purchasers must be first-time buyers with an income less than £80,000 (or £90,000 in Greater London), and First Homes can be prioritised for local people and/or key workers;
- They will be subject to legal restrictions ensuring the discount is retained for future occupants, and renting out or sub-letting will not normally be permitted;
- In addition to setting the discount level, local authorities and neighbourhood planning groups can apply additional criteria, such as a lower income cap, local connection test or prioritisation for key workers through adopted plans, emerging policy or Supplementary Planning Documents.
- 25% of all homes delivered through section 106 developer contributions on sites enabled through the planning process should be sold as First Homes. In simpler terms, 25% of all subsidised Affordable Housing on mainstream housing developments should be First Homes. This is likely to mean that First Homes will take the place of shared ownership housing in many circumstances, and in some cases may also displace social or affordable rented homes.

C.27 The starting point for considering whether First Homes are affordable is the estimated cost of new build entry-level housing in the NA - £309,500.

C.28 For the minimum discount of 30% the purchase threshold can be calculated as follows:

- Value of a new home (estimated NA new build entry-level) = £309,500;
- Discounted by 30% = £216,650;
- Purchase deposit at 10% of value = £21,665;
- Value of dwelling for mortgage purposes = £194,985;
- Divided by loan to income ratio of 3.5 = purchase threshold of £55,710.

C.29 The income thresholds analysis in the Affordability and Affordable Housing chapter also compares local incomes with the costs of a 40% and 50% discounted First Home. This would require an income threshold of £47,751 and £39,793 respectively.

C.30 All of the income thresholds calculated here for First Homes are below the cap of £80,000 above which households are not eligible.

C.31 Note that discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a 2 bedroom home (assuming 70 sq. m and a build cost of £1,750 per sq. m14) would be around £122,500. This cost excludes any land value or developer profit. This would not appear to be an issue in Creaton.

C.32 Table C-3 shows the discount required for First Homes to be affordable to the three income groups. The cost of a typical First Home is calculated using an estimate for new build entry-level housing in the NA. However, it is worth thinking about First Homes in relation to the cost of new build prices in the wider area, as well as median and entry-level existing prices locally to get a more complete picture. The discount levels required for these alternative benchmarks are given below.

Table C-3: Discount on sale price required for households to afford First Homes

House price benchmark	Mean household income	Single LQ earner	Dual LQ earning household
NA median house price	59%	83%	67%
NA estimated new build entry-level house price	35%	73%	47%
NA entry-level house price	30%	71%	43%
LA median new build house price	41%	76%	51%

Source: Land Registry PPD; ONS MSOA total household income

Shared ownership

[14] It is estimated that in 2022, build costs for a house are between £1,750 and £3,000 per square metre - https://urbanistarchitecture.co.uk/cost-to-build-a-house-uk/

C.33 Shared ownership involves the purchaser buying an initial share in a property, typically of between 25% and 75% (but now set at a minimum of 10%), and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rent payable on the share retained by the provider. Both of these are variable. The share owned by the occupant can be increased over time through a process known as 'staircasing'.

C.34 In exceptional circumstances (for example, as a result of financial difficulties, and where the alternative is repossession), and at the discretion of the provider, shared owners may staircase down, thereby reducing the share they own. Shared equity is available to first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose annual household income does not exceed £80,000.

C.35 To determine the affordability of shared ownership, calculations are again based on the estimated costs of new build housing as discussed above. The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling, and the standard loan to income ratio of 3.5 is used to calculate the income required to obtain a mortgage. The rental component is estimated at 2.5% of the value of the remaining (unsold) portion of the price. The income required to cover the rental component of the dwelling is based on the assumption that a household spends no more than 30% of the income on rent (as for the income threshold for the private rental sector).

C.36 The affordability threshold for a 25% equity share is calculated as follows:

- A 25% equity share of £309,500 is £77,375;
- A 10% deposit of £7,738 is deducted, leaving a mortgage value of £69,638;
- This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £19,896;
- Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £232,125;
- The estimated annual rent at 2.5% of the unsold value is £5,803;
- This requires an income of £19,343 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
- The total income required is £39,240 (£19,896 plus £19,343).

C.37 The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £31,171 and £52,689 respectively.

Rent to Buy

C.38 Rent to Buy is a relatively new and less common tenure, which through subsidy allows the occupant to save a portion of their rent, which is intended to be used to build up a deposit to eventually purchase the home. It is therefore estimated to cost the same as private rents – the difference being that the occupant builds up savings with a portion of the rent.

Help to Buy (Equity Loan)

C.39 The Help to Buy Equity Loan is not an affordable housing tenure but allows households to afford market housing through a loan provided by the government. With a Help to Buy Equity Loan the government lends up to 20% (40% in London) of the cost of a newly built home. The household must pay a deposit of 5% or more and arrange a mortgage of 25% or more to make up the rest. Buyers are not charged interest on the 20% loan for the first five years of owning the home.

C.40 It is important to note that this product widens access to market housing but does not provide an affordable home in perpetuity.

Appendix D : Affordable Housing need and policy

Affordable Housing estimates

D.1 D-1 estimates the potential demand in Creaton. This model aims to estimate the number of households that might wish to own their own home but cannot afford to. The model is consistent with methods used at Local Authority scale in taking as its starting point households currently living in or expected to enter the private rented sector who are not on housing benefit.

Table D-1: Estimate of the potential demand for affordable housing for sale in Creaton

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in NA	14.0	Census 2021 private rented households.
1.2 Percentage renters on housing benefit in LA	27.9%	% of renters in 2021 on Housing Benefit / Universal Credit with housing entitlement
1.3 Number of renters on housing benefits in the NA	3.9	Step 1.1 x Step 1.2.
1.4 Current need (households)	7.6	Current renters minus those on housing benefit and minus 25% assumed to rent by choice.[15]
1.5 Per annum	0.8	Step 1.4 divided by plan period.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	33.6	LA household projections for plan period (2018 based) pro rated to NA.
2.2 % of households unable to buy but able to rent	3.7%	(Step 1.4 + Step 3.1) divided by number of households in NA.
2.3 Total newly arising need	1.2	Step 2.1 x Step 2.2.
2.4 Total newly arising need per annum	0.1	Step 2.3 divided by plan period.
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of affordable housing	1	Number of shared ownership homes in the NA (Census 2021).
3.2 Supply - intermediate resales	**0.1**	Step 3.1 x 5% (assumed rate of re-sale).
NET SHORTFALL (OR SURPLUS) PER ANNUM		
Overall shortfall (or surplus) per annum	**8.0**	(Step 1.5 + Step 2.4) - Step 3.2.

Source: AECOM model, using Census 2011, English Housing Survey 2018, MHCLG 2018 based household projections and net additions to affordable housing stock. 2018 is the latest reliable data for some datasets so is used throughout for consistency.

[15] The assumption of approximately 25% preferring to rent and 75% preferring to buy is AECOM's judgement, based on national level polls which consistently reveal that most households who prefer home ownership eg http://www.ipsos-mori-generations.com/housing.html and informed by our experience across numerous neighbourhood level HNAs. The assumption is based on the fact that some households choose to rent at certain stages in their life (e.g. when young, when needing flexibility in employment market, or when new migrants move into an area). While most households prefer the added security and independence of owning their own home, private renting is nevertheless a tenure of choice at a certain points in many households' journey through the housing market. The actual percentage of preference will differ between areas, being higher in large metropolitan areas with younger households and more new migrants, but lower in other areas. 25% is used as a reasonable proxy and for consistency across HNAs and similar assumptions are used in some larger scale assessments such as LHNAs and SHMAs. If the neighbourhood planning group feel this is not an appropriate assumption in their particular locality they could use the results of a local residents survey to refine or confirm this calculation.

D.2 There may be other barriers to these households accessing home ownership on the open market, including being unable to save for a deposit, or being unable to afford a home of the right type/size or in the right location. The model also discounts 25% of households potentially in need, assuming a proportion will be renting out of choice. This assumption is based on consistent results for surveys and polls at the national level which demonstrate that most households (typically 80% or more) aspire to home ownership.[16] No robust indicator exists for this area or a wider scale to suggest aspirations may be higher or lower in the NA.

D.3 There is no policy or legal obligation on the part either of the Local Authority or Neighbourhood Plan to meet affordable housing needs in full, though there are tools available to the Steering Group that can help ensure that it is met to a greater extent if resources permit (e.g. the ability to allocate sites for affordable housing.

D.4 It is also important to remember that even after the Neighbourhood Plan is adopted, the assessment of need for Affordable Housing, the allocation of affordable rented housing to those in need, and the management of the housing waiting list all remain the responsibility of the Local Authority rather than the neighbourhood planning group.

D.5 The following table reviews the relevant factors in developing a policy on the Affordable Housing tenure mix, which inform the recommendation given in the main body of the report.

Table D-3: Wider considerations in developing Affordable Housing mix policy

Consideration	Local Evidence
A. **Evidence of need for Affordable Housing**: The need for affordable rent and affordable home ownership is not directly equivalent: the former expresses the identified need of a group with acute needs and no alternative options; the latter expresses potential demand from a group who are generally adequately housed in rented accommodation and may not be able to afford the deposit to transition to ownership.	This HNA suggests that the NA requires around 2 units of affordable rented housing and 1 unit of affordable home ownership homes per annum over the Plan period. Both forms of Affordable Housing appear to be valuable in meeting the needs of people on various incomes. The relationship between these figures suggests that affordable rented housing should be prioritized over affordable home ownership.
B. **Can Affordable Housing needs be met in full?**	As there is no housing requirement in Creaton it is unlikely that any new Affordable Housing will be delivered unless a windfall

16 http://www.ipsos-mori-generations.com/housing.html

How far the more urgently needed affordable rented housing should be prioritised in the tenure mix depends on the quantity of overall housing delivery expected.	development (larger than 5 homes) comes forward or if the community choose to deliver Affordable Housing directly eg through an exception site. As the need for Affordable Housing is unlikely to be met in full, prioritizing Social/Affordable Rented homes for more acute needs may be the priority.
C. **Government policy (eg NPPF) requirements**: Current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing.	For 10% of all housing to be affordable ownership in Creation, where 40% of all housing should be affordable, 25% of Affordable Housing should be for affordable ownership.
D. **Local Plan policy**:	There is no guideline tenure split sought in the adopted Local Plan Policy H2 but the mix should be informed by the latest evidence on needs.
E. **First Homes policy:** The Government recently concluded a consultation on the introduction of First Homes (to provide at least 30% discount on new build home prices). The proposals have now been enacted through a ministerial statement. A minimum of 25% of all Affordable Housing secured through developer contributions are now required to be First Homes. After the 25% First Homes requirement has been met, the remaining 75% of Affordable Housing units should as a first priority protect the provision for social rent set out in the Local Plan. The remaining units should then be allocated to other tenure products in the relative proportions set out in the Local Plan. AECOM is aware that some Local Planning Authorities are considering 'top slicing' their affordable housing quota to provide 25% First Homes and then allocating the remaining proportion according to their	This new minimum requirement may have the effect of displacing other products in any established tenure mix, and will reduce the amount of social or affordable rent if this was proposed to be more than 75% of Affordable Housing. As there is no policy in the adopted Plan on the tenure mix, these First Homes requirements can be accommodated, albeit with the effect of reducing the proportion of other forms of Affordable Housing.

existing policy tenure split. Some LPAs are considering this approach because of the existing business models of registered providers which have relied on shared ownership to cross subsidise affordable rented housing and uncertainty over whether First Homes could replace this model.	
F. **Viability**:	HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site-specific level. Viability issues are recognised in the Local Plan and it is acknowledged that this may affect the provision of affordable housing, the mix of tenures provided and the discounts that can be sought on First Homes properties.
G. **Funding**: The availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site.	The Creaton may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.
H. **Existing tenure mix in Creaton**: The current stock of homes in an area, in terms of balance between ownership, rented and affordable provision may be a consideration in the mix of tenures provided on new development sites.	There is a very limited stock of Social Rented housing in Creaton (just 6% of households) and this has fallen over time. There are little or no Shared Ownership properties. Delivery of new Affordable Housing of any kind would widen the choice available to residents and those needing to form households in Creaton in the future.
I. **Views of registered providers**:	It is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to deliver and manage affordable rented homes in the NA. The funding arrangements available to housing associations will determine rent levels.
J. Wider policy objectives:	The Advisory Committee may wish to take account of broader policy objectives for

	Creaton and/or the wider authority area. These could include, but are not restricted to, policies to attract younger households, families or working age people to the NA. These wider considerations may influence the mix of Affordable Housing provided.

Appendix E : Specialist housing for older people

Background data tables

Table E-1: Tenure and mobility limitations of those aged 65+ in [NA name], 2011 (65+ is the closest proxy for 75+ in this data)

Tenure	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
All categories	94	15	16.0%	27	28.7%	52
Owned Total	85	11	12.9%	26	30.6%	48
Owned outright	80	10	12.5%	26	32.5%	44
Owned (mortgage) or shared ownership	5	1	20.0%	0	0.0%	4
Rented Total	9	4	44.4%	1	11.1%	4
Social rented	3	1	33.3%	1	33.3%	1
Private rented or living rent free	6	3	50.0%	0	0.0%	3

Source: DC3408EW Health status

HLIN calculations

Table E-2: Recommended provision of specialist housing for older people from the HLIN SHOP toolkit

FORM OF PROVISION	ESTIMATE OF DEMAND PER THOUSAND OF THE RELEVANT 75+ POPULATION
Conventional sheltered housing to rent	60
Leasehold sheltered housing	120
Enhanced sheltered housing (divided 50:50 between that for rent and that for sale)[36]	20
Extra care housing for rent	15
Extra care housing for sale	30
Housing based provision for dementia	6

Source: Housing LIN SHOP Toolkit

E.1 As Table 6-3 in the main report shows, Creaton is forecast to see an increase of 50 individuals aged 75+ by the end of the Plan period. According to the HLIN tool, this translates into need as follows:

Conventional sheltered housing to rent = 60 x 0.05 = 3

- Leasehold sheltered housing = 120 x 0.05 = 6
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = 20 x 0.05 = 1
- Extra care housing for rent = 15 x 0.05= 0.7
- Extra care housing for sale = 30 x 0.05 = 1.5
- Housing based provision for dementia = 6 x 0.05 = 0.3

Appendix F : Housing Needs Assessment Glossary

Adoption

This refers to the final confirmation of a local plan by a local planning authority.

Affordability

The terms 'affordability' and 'affordable housing' have different meanings. 'Affordability' is a measure of whether housing may be afforded by certain groups of households. 'Affordable housing' refers to particular products outside the main housing market.

Affordability Ratio

Assessing affordability involves comparing housing costs against the ability to pay. The ratio between lower quartile house prices and the lower quartile income or earnings can be used to assess the relative affordability of housing. The Ministry for Housing, Community and Local Governments publishes quarterly the ratio of lower quartile house price to lower quartile earnings by local authority (LQAR) as well as median house price to median earnings by local authority (MAR) e.g. income = £25,000, house price = £200,000. House price: income ratio = £200,000/£25,000 = 8, (the house price is 8 times income).

Affordable Housing (NPPF Definition)

Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

a) Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

b) Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

c) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low-cost homes for sale (at a price equivalent to at least 20% below local market value) and

Rent to Buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods[17].

Age-Restricted General Market Housing

A type of housing which is generally for people aged 55 and over and active older people. It may include some shared amenities such as communal gardens but does not include support or care services.

Annual Monitoring Report

A report submitted to the Government by local planning authorities assessing progress with and the effectiveness of a Local Development Framework.

Basic Conditions

The Basic Conditions are the legal tests that are considered at the examination stage of neighbourhood development plans. They need to be met before a plan can progress to referendum.

Backlog need

The backlog need constitutes those households who are eligible for Affordable Housing, on account of homelessness, over-crowding, concealment or affordability, but who are yet to be offered a home suited to their needs.

Bedroom Standard[18]

The bedroom standard is a measure of occupancy (whether a property is overcrowded or under-occupied, based on the number of bedrooms in a property and the type of household in residence). The Census overcrowding data is based on occupancy rating (overcrowding by number of rooms not including bathrooms and hallways). This tends to produce higher levels of overcrowding/ under occupation. A detailed definition of the standard is given in the Glossary of the EHS Household Report.

[17] The Tenant Services Authority has issued an explanatory note on these methods at http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf

[18] See https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report

Co-living

Co-living denotes people who do not have family ties sharing either a self-contained dwelling (i.e., a 'house share') or new development akin to student housing in which people have a bedroom and bathroom to themselves, but share living and kitchen space with others. In co-living schemes each individual represents a separate 'household'.

Community-led developments (NPPF definition)

A development instigated and taken forward by a not-for-profit organisation set up and run primarily for the purpose of meeting the housing needs of its members and the wider local community, rather than being a primarily commercial enterprise. The organisation is created, managed, and democratically controlled by its members. It may take any one of the various legal forms including a community land trust, housing co-operative, and community benefit society. Membership of the organisation is open to all beneficiaries and prospective beneficiaries of that organisation. The organisation should own, manage, or steward the homes in a manner consistent with its purpose, for example through a mutually supported arrangement with a Registered Provider of Social Housing. The benefits of the development to the specified community should be clearly defined and consideration given to how these benefits can be protected over time, including in the event of the organisation being wound up.

Community Right to Build Order[19]

A community right to build order is a special kind of neighbourhood development order, granting planning permission for small community development schemes, such as housing or new community facilities. Local community organisations that meet certain requirements or parish/town councils are able to prepare community right to build orders.

Concealed Families (Census definition)[20]

The 2011 Census defined a concealed family as one with young adults living with a partner and/or child/children in the same household as their parents, older couples living with an adult child and their family or unrelated families sharing a household. A single person cannot be a concealed family; therefore one older parent living with their adult child and family or an adult child returning to the parental home is not a concealed family; the latter are reported in an ONS analysis on increasing numbers of young adults living with parents.

Equity Loans/Shared Equity

An equity loan which acts as a second charge on a property. For example, a household buys a £200,000 property with a 10% equity loan (£20,000). They pay a small amount for the loan and when the property is sold e.g. for £250,000 the lender receives 10% of the sale cost (£25,000). Some equity loans were available for the purchase of existing stock. The current scheme is to assist people to buy new build.

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[19] See https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary
[20] See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

Extra Care Housing or Housing-With-Care

Housing which usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24 hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are included in retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.

Fair Share

'Fair share' is an approach to determining housing need within a given geographical area based on a proportional split according to the size of the area, the number of homes in it, or its population.

First Homes

First Homes is another form of discounted market housing which will provide a discount of at least 30% on the price of new homes, introduced in 2021. These homes are available to first time buyers as a priority but other households will be eligible depending on agreed criteria. New developments will be required to provide 25% of Affordable Housing as First Homes. A more detailed explanation of First Homes and its implications is provided in the main body of the HNA.

Habitable Rooms

The number of habitable rooms in a home is the total number of rooms, excluding bathrooms, toilets and halls.

Household Reference Person (HRP)

The concept of a Household Reference Person (HRP) was introduced in the 2001 Census (in common with other government surveys in 2001/2) to replace the traditional concept of the head of the household. HRPs provide an individual person within a household to act as a reference point for producing further derived statistics and for characterising a whole household according to characteristics of the chosen reference person.

Housing Market Area

A housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. It might be the case that housing market areas overlap.

The extent of the housing market areas identified will vary, and many will in practice cut across various local planning authority administrative boundaries. Local planning authorities should work with all the other constituent authorities under the duty to cooperate.

Housing Needs

There is no official definition of housing need in either the National Planning Policy Framework or the National Planning Practice Guidance. Clearly, individuals have their own housing needs. The process of understanding housing needs at a population scale is undertaken via the preparation of a Strategic Housing Market Assessment (see below).

Housing Needs Assessment

A Housing Needs Assessment (HNA) is an assessment of housing needs at the Neighbourhood Area level.

Housing Products

Housing products simply refers to different types of housing as they are produced by developers of various kinds (including councils and housing associations). Housing products usually refers to specific tenures and types of new build housing.

Housing Size (Census Definition)

Housing size can be referred to either in terms of the number of bedrooms in a home (a bedroom is defined as any room that was intended to be used as a bedroom when the property was built, any rooms permanently converted for use as bedrooms); or in terms of the number of rooms, excluding bathrooms, toilets halls or landings, or rooms that can only be used for storage. All other rooms, for example, kitchens, living rooms, bedrooms, utility rooms, studies and conservatories are counted. If two rooms have been converted into one they are counted as one room. Rooms shared between more than one household, for example a shared kitchen, are not counted.

Housing Type (Census Definition)

This refers to the type of accommodation used or available for use by an individual household (i.e. detached, semi-detached, terraced including end of terraced, and flats). Flats are broken down into those in a purpose-built block of flats, in parts of a converted or shared house, or in a commercial building.

Housing Tenure (Census Definition)

Tenure provides information about whether a household rents or owns the accommodation that it occupies and, if rented, combines this with information about the type of landlord who owns or manages the accommodation.

Income Threshold

Income thresholds are derived as a result of the annualisation of the monthly rental cost and then asserting this cost should not exceed 35% of annual household income.

Intercensal Period

This means the period between the last two Censuses, i.e. between years 2001 and 2011.

Intermediate Housing

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low-cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as 'low-cost market' housing, may not be considered as affordable housing for planning purposes.

Life Stage modelling

Life Stage modelling is forecasting need for dwellings of different sizes by the end of the Plan period on the basis of changes in the distribution of household types and key age brackets (life stages) within the NA. Given the shared behavioural patterns associated with these metrics, they provide a helpful way of understanding and predicting future community need. This data is not available at neighbourhood level so LPA level data is employed on the basis of the NA falling within its defined Housing Market Area.

Life-time Homes

Dwellings constructed to make them more flexible, convenient adaptable and accessible than most 'normal' houses, usually according to the Lifetime Homes Standard, 16 design criteria that can be applied to new homes at minimal cost: http://www.lifetimehomes.org.uk/.

Life-time Neighbourhoods

Lifetime neighbourhoods extend the principles of Lifetime Homes into the wider neighbourhood to ensure the public realm is designed in such a way to be as inclusive as possible and designed to address the needs of older people, for example providing more greenery and more walkable, better connected places.

Local Development Order

An Order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

Local Enterprise Partnership

A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

Local housing need (NPPF definition)

The number of homes identified as being needed through the application of the standard method set out in national planning guidance (or, in the context of preparing strategic policies only, this may be calculated using a justified alternative approach as provided for in paragraph 60 of this Framework).

Local Planning Authority

The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the District Council, London Borough Council, County Council, Broads Authority, National Park Authority or the Greater London Authority, to the extent appropriate to their responsibilities.

Local Plan

This is the plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies form part of the Local Plan and are known as 'Development Plan Documents' (DPDs).

Lower Quartile

The bottom 25% value, i.e. of all the properties sold, 25% were cheaper than this value and 75% were more expensive. The lower quartile price is used as an entry level price and is the recommended level used to evaluate affordability; for example for first time buyers.

Lower Quartile Affordability Ratio

The Lower Quartile Affordability Ratio reflects the relationship between Lower Quartile Household Incomes and Lower Quartile House Prices, and is a key indicator of affordability of market housing for people on relatively low incomes.

Market Housing

Market housing is housing which is built by developers (which may be private companies or housing associations, or Private Registered Providers), for the purposes of sale (or rent) on the open market.

Mean (Average)

The mean or the average is, mathematically, the sum of all values divided by the total number of values. This is the more commonly used "average" measure as it includes all values, unlike the median.

Median

The middle value, i.e. of all the properties sold, half were cheaper and half were more expensive. This is sometimes used instead of the mean average as it is not subject to skew by very large or very small statistical outliers.

Median Affordability Ratio

The Lower Quartile Affordability Ratio reflects the relationship between Median Household Incomes and Median House Prices and is a key indicator of affordability of market housing for people on middle-range incomes.

Mortgage Ratio

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years[21], i.e. the total value of the mortgage was less than 4 times the annual income of the person who was granted the mortgage.

Neighbourhood Development Order (NDO)

An NDO will grant planning permission for a particular type of development in a particular area. This could be either a particular development, or a particular class of development (for example retail or housing). A number of types of development will be excluded from NDOs, however. These are minerals and waste development, types of development that, regardless of scale, always need Environmental Impact Assessment, and Nationally Significant Infrastructure Projects.

Neighbourhood plan

A plan prepared by a Parish or Town Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

Older People

People over retirement age, including the active, newly-retired through to very frail older people, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

Output Area/Lower Super Output Area/Middle Super Output Area

An output area is the lowest level of geography for publishing statistics, and is the core geography from which statistics for other geographies are built. Output areas were created for England and Wales from the 2001 Census data, by grouping a number of households and populations together so that each output area's population is roughly the same. 175,434 output areas were created from the 2001 Census data, each containing a minimum of 100 persons with an average of 300 persons. Lower Super Output Areas consist of higher geographies of between 1,000-1,500 persons (made up of a number of individual Output Areas) and Middle Super Output Areas are higher than this, containing between 5,000 and 7,200 people, and made up of individual Lower Layer Super Output Areas. Some statistics are only available down to Middle Layer Super Output Area level, meaning that they are not available for individual Output Areas or parishes.

[21] See https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/

Overcrowding

There is no single agreed definition of overcrowding, however, utilising the Government's bedroom standard, overcrowding is deemed to be in households where there is more than one person in the household per room (excluding kitchens, bathrooms, halls and storage areas). As such, a home with one bedroom and one living room and one kitchen would be deemed overcrowded if three adults were living there.

Planning Condition

A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

Planning Obligation

A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.

Purchase Threshold

Purchase thresholds are calculated by netting 10% off the entry house price to reflect purchase deposit. The resulting cost is divided by 4 to reflect the standard household income requirement to access mortgage products.

Proportionate and Robust Evidence

Proportionate and robust evidence is evidence which is deemed appropriate in scale, scope and depth for the purposes of neighbourhood planning, sufficient so as to meet the Basic Conditions, as well as robust enough to withstand legal challenge. It is referred to a number of times in the PPG and its definition and interpretation relies on the judgement of professionals such as Neighbourhood Plan Examiners.

Private Rented

The Census tenure private rented includes a range of different living situations in practice, such as private rented/ other including households living "rent free". Around 20% of the private rented sector are in this category, which will have included some benefit claimants whose housing benefit at the time was paid directly to their landlord. This could mean people whose rent is paid by their employer, including some people in the armed forces. Some housing association tenants may also have been counted as living in the private rented sector because of confusion about what a housing association is.

Retirement Living or Sheltered Housing

Housing for older people which usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager.

Residential Care Homes and Nursing Homes

Housing for older people comprising of individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.

Rightsizing

Households who wish to move into a property that is a more appropriate size for their needs can be said to be rightsizing. This is often used to refer to older households who may be living in large family homes but whose children have left, and who intend to rightsize to a smaller dwelling. The popularity of this trend is debatable as ties to existing communities and the home itself may outweigh issues of space. Other factors, including wealth, health, status and family circumstance also need to be taken into consideration, and it should not be assumed that all older households in large dwellings wish to rightsize.

Rural Exception Sites

Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable dwellings without grant funding.

Shared Ownership

Housing where a purchaser part buys and part rents from a housing association or local authority. Typical purchase share is between 25% and 75% (though this was lowered in 2021 to a minimum of 10%), and buyers are encouraged to buy the largest share they can afford. Generally applies to new build properties, but re-sales occasionally become available. There may be an opportunity to rent at intermediate rent level before purchasing a share in order to save/increase the deposit level

Sheltered Housing[22]

Sheltered housing (also known as retirement housing) means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are many different types of scheme, both to rent and to buy. They usually contain between 15 and 40 properties, and range in size from studio flats (or 'bedsits') through to 2 and 3 bedroomed. Properties in most schemes are designed to make life a little easier for older people - with features like raised electric sockets, lowered worktops, walk-in showers, and so on. Some will usually be designed to accommodate wheelchair users. And they are usually linked to an emergency alarm service (sometimes called 'community alarm service') to call help if needed. Many schemes also have their own

[22] See http://www.housingcare.org/jargon-sheltered-housing.aspx

'manager' or 'warden', either living on-site or nearby, whose job is to manage the scheme and help arrange any services residents need. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, a guest flat and a garden.

Strategic Housing Land Availability Assessment

A Strategic Housing Land Availability Assessment (SHLAA) is a document prepared by one or more local planning authorities to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the Plan period. SHLAAs are sometimes also called LAAs (Land Availability Assessments) or HELAAs (Housing and Economic Land Availability Assessments) so as to integrate the need to balance assessed housing and economic needs as described below.

Strategic Housing Market Assessment

A Strategic Housing Market Assessment (SHMA) is a document prepared by one or more local planning authorities to assess their housing needs under the 2012 version of the NPPF, usually across administrative boundaries to encompass the whole housing market area. SHMAs identify the scale and mix of housing and the range of tenures the local population is likely to need over the Plan period. Sometimes SHMAs are combined with Economic Development Needs Assessments to create documents known as HEDNAs (Housing and Economic Development Needs Assessments).

Specialist Housing for Older People

Specialist housing for Older People, sometimes known as specialist accommodation for older people, encompasses a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups (usually 55+ or 65+). This could include residential institutions, sometimes known as care homes, sheltered housing, extra care housing, retirement housing and a range of other potential types of housing which has been designed and built to serve the needs of older people, including often providing care or other additional services. This housing can be provided in a range of tenures (often on a rented or leasehold basis).

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.). Guideline target rents for this tenure are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.[23]

[23] See http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing

aecom.com

Creaton

Design Guidance and Codes

Final report

August 2024

AECOM

Quality information

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Revision History

Issue no.	Issue date	Details	Issued by	Position
4	22-08-2024	Final approval	Samantha Banks	Locality
3	08-08-2024	Review	Nicola Jurkiewicz	Graduate Urban Designer
2	24-07-2024	Review	Richard Hollingum Gary Kirk	Advisory Committee of Creaton
1	18-07-2024	Research, content, drawings	Jimmy Lu Nicola Jurkiewicz	Associate Urban Designer Graduate Urban Designer

(Front cover illustration credit: NP Steering Group)

Contents

Introduction

01

1. Introduction

This chapter introduces the importance of design guidance and codes, the Neighbourhood Area and the local planning context.

1.1 Purpose and process of this document

Through the Ministry of Housing, Communities and Local Government (MHCLG)'s Neighbourhood Planning programme, led by Locality, AECOM was commissioned by Creaton Parish Council to provide design support as part of the Neighbourhood Plan process.

As the National Planning Policy Framework (NPPF)[1] (paragraph 133) notes:

'To provide maximum clarity about design expectations at an early stage, all local planning authorities should prepare design guides or codes consistent with the principles set out in the National Design Guide and National Model Design Code, and which reflect local character and design preferences. Design guides and codes provide a local framework for creating beautiful and distinctive places with a consistent and high quality standard of design...'

Also, the NPPF (paragraph 132) states that:

'Plans should... set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable. Design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area's defining characteristics. Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development...'

Following an inception call between members of the Advisory Committee of Creaton and AECOM representatives, and a site visit in Creaton, the following steps were agreed with the group to produce this report:

STEP 1

Inception meeting between AECOM and the Neighbourhood Plan Steering Group

STEP 2

Site visit led by the Steering Group and baseline analysis

STEP 3

Preparation of the draft Design Guidance and Codes

STEP 4

Submission of the draft Design Guidance and Codes to the Steering Group for review

STEP 5

Submission of the revised draft report to Locality for review

STEP 6

Final review and submission to the Steering Group

1 NPPF, https://assets.publishing.service.gov.uk/media/65a11af7e8f5ec000f1f8c46/NPPF_December_2023.pdf

1.2 Area of study

The Neighbourhood Area is the Civil Parish of Creaton. Previously located in Daventry District, it is now under the jurisdiction of West Northamptonshire since the creation of the unitary authority in 2021. Creaton is located 12 km north of Northampton, 17 km west of Kettering, 20 km east of Rugby, and 34 km south of Leicester. The parish population was 496 in the 2021 Census.

The village of Creaton is located to the west of the Neighbourhood Area and constitutes its only settlement. It borders the civil parishes of Cottesbrooke to the north, Brixworth to the east, Spratton to the south, and Hollowell to the west.

Creaton was mentioned in the Domesday Book, in which it was known as 'Creaton Magna' or Great Creaton. The village is located on an elevated ridge and overlooks the surrounding countryside. The area is rural and mostly occupied by open fields. The Parish contains a village hall, a post office and village shop, a restaurant, a pre-school, and a Christian Conference Centre.

There are two churches: St Michael and All Angels Church, which serves as the parish church, and Creaton United Reform Church. Creaton's built heritage is reflected in a Conservation Area as well as 7 Listed Buildings, including Grade II* St Michael and All Angels Church.

The A5199, known locally as Welford Road, is the main road in the Neighbourhood Area. It connects with the A14 dual carriageway located 7 km north of Creaton. The rest of the road network only comprises local roads. The Parish is only served by bus routes 60 operated by Stagecoach Midlands, with infrequent services to Northampton and Welford. The nearest train stations are at Long Buckby and Northampton, located 10 km and 12 km west and south respectively.

~496
RESIDENTS
2021 Census

531ha
STUDY AREA

Figure 01: Map showing the Neighbourhood Area in regional context

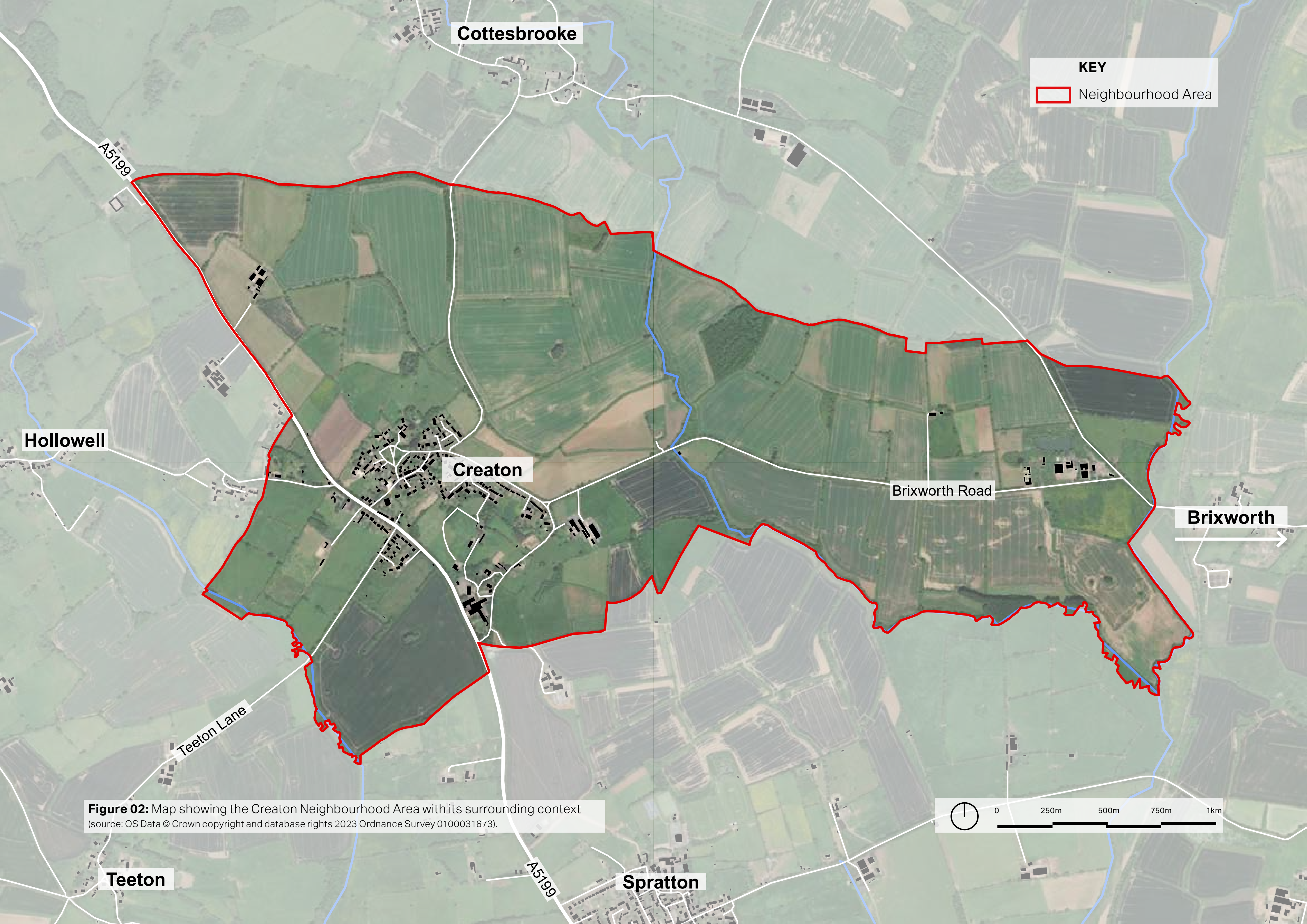


Figure 02: Map showing the Creaton Neighbourhood Area with its surrounding context
(source: OS Data © Crown copyright and database rights 2023 Ordnance Survey 0100031673).

1.3 Planning policy and guidance documents

This section summarises the relevant design policy and guidance produced at national and local levels which have informed this design guidance and codes document. It specifies how the relevant policies and guidelines have been incorporated in the production of the design codes included in this document. Any application for new development should be familiar with those documents.

2021 National Model Design Code

MHCLG

This report provides detailed guidance on the production of design codes, guides and policies to promote successful design. It expands on 10 characteristics of good design set out in the National Design Guide. This guide should be used as reference for new development.

2023 - National Planning Policy Framework

MHCLG

Development needs to consider national level planning policy guidance as set out in the National Planning Policy Framework (NPPF) and the National Planning Policy Guidance (NPPG). In particular, NPPF Chapter 12: *Achieving well-designed and beautiful places stresses the creation of high quality, beautiful and sustainable buildings and places* is fundamental to what the planning and development process should achieve. Design guides and codes provide a local framework for creating beautiful and distinctive places with a consistent and high-quality standard of design.

2020 - Building for a Healthy Life

Homes England

Building for a Healthy Life (BHL) is the new (2020) name for Building for Life, the government-endorsed industry standard for well-designed homes and neighbourhoods. The new name reflects the crucial role that the built environment has in promoting wellbeing. The BHL toolkit sets out principles to help guide discussions on planning applications and to help assess the quality of proposed (and completed) developments.

2019 - National Design Guide

MHCLG

The National Design Guide illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice.

2007 - Manual for Streets

Department for Transport

Development is expected to respond positively to the Manual for Streets, the Government's guidance on how to design, construct, and maintain new and existing residential streets.

1.3.1 National planning policy and guidance

The following section summarises key relevant policy and guidance documents at the national level. Regional and local planning policy context

The following section summarises key relevant policy and guidance documents at the local level. Community engagement

Following a community questionnaire conducted in February and March 2024, the Creaton Parish Council Neighbourhood Plan Advisory Committee held a community consultation event on 13th April. The event, promoted through various channels, saw 27 attendees who provided feedback on several key topics.

2014 - West Northamptonshire Joint Core Strategy Local Plan (Part 1)

West Northamptonshire Council (WNC)

The West Northamptonshire Joint Core Strategy Local Plan (JCS) sets out the strategic vision, objectives and policies to guide development in West Northamptonshire over the period 2011 to 2029. The document was prepared by West Northamptonshire Joint Planning Unit on behalf of the former Daventry District, Northampton Borough and South Northamptonshire Councils along with Northamptonshire County Council.

Emerging West Northamptonshire Local Plan

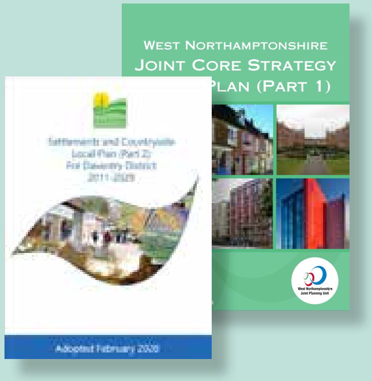
West Northamptonshire Council (WNC)

WNC is working on a new Local Plan for the period up to 2041. Once completed, it will replace the West Northamptonshire Joint Core Strategy Local Plan (Part 1) and the Part 2 Local Plans which were adopted for the former Daventry area. A consultation on spatial options was carried out in 2021.

2020 - Settlement and Countryside Local Plan (Part 2) for Daventry District 2011-2029

Daventry District Council

The document is to be read alongside the West Northamptonshire Joint Core Strategy to guide the location and shape of development within the former Daventry District. Within the local settlement hierarchy, Policy RA2 classifies Creaton as a Secondary Service Village, a category of settlement that provide some services and facilities for the local communities that it serves. The policy defines where development in those villages should be located as well as the general criteria under which development would be supported.



2020 - Creaton Conservation Area Appraisal and Management Plan

Daventry District Council

The document assesses the special historic interest of the Creaton Conservation Area. it analyses its historic development and spatial character, including building materials, important views and open spaces, and architectural character. It then provides design guidance on elements such as scale, roofing, public realm, and large-scale development. The document also proposes amendments to the 1977 Conservation Area boundaries as well as candidates for local listing.

2016 - Northamptonshire Parking Standards

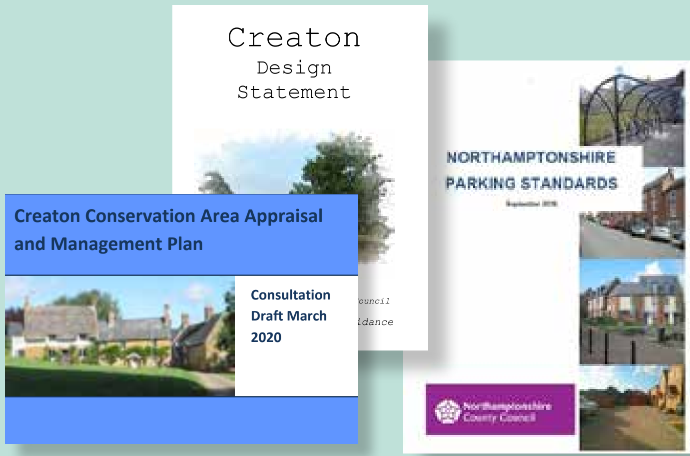
Northamptonshire County Council

The document sets out design standards for various categories of car, disabled, cycle, coach, and lorry parking in Northamptonshire. It prescribes the amount of parking required for different types of residential accommodations and use classes. The document encourages the provision of electric vehicle charging points on plot and in communal parking areas.

2004 - Creaton Village Design Statement

Daventry District Council

The document was adopted by Daventry District Council as Supplementary Planning Guidance to inform development and design in the village. It provides both an analysis of and design guidance for the heritage, landscape character, settlement patterns, important spaces, open space, buildings, and highways and street furniture.



1.3.2 Summary of the questionnaire

The Creaton Neighbourhood Plan questionnaire, consisting of 39 questions, focused on key themes from initial consultations (Figure 03). The questionnaire saw a good response with 110 participants, representing 22.5% of the adult population (488 individuals aged 16 and above). The collective household responses equated to up to 56% of households in the Neighbourhood Plan area.

1.3.3 Summary of the consultation

- **Vision Statement:** Strong support for the development of the Neighbourhood Plan, and notably for affordable housing and preserving the local rural character.
- **Housing and Design:** Mixed views on design, support for high-quality housing, need for bungalows and adequate parking. Emphasis on affordable, eco-housing suitable for older residents and young families, with a preference to limit new development to up to 10 dwellings.
- **Environment:** Importance of wildlife conservation and countryside access, better facilities for cyclists and walkers, and improved footpaths and verges.
- **Community Facilities:** Highlighted the need for a school, allotments, an orchard, and improved existing facilities.
- **Transport:** Issues with speeding, parking, need for off-street parking, traffic calming measures, and improving the quality of road surfaces.
- **Heritage:** Comments on protecting the gates and façade of Highgate House.

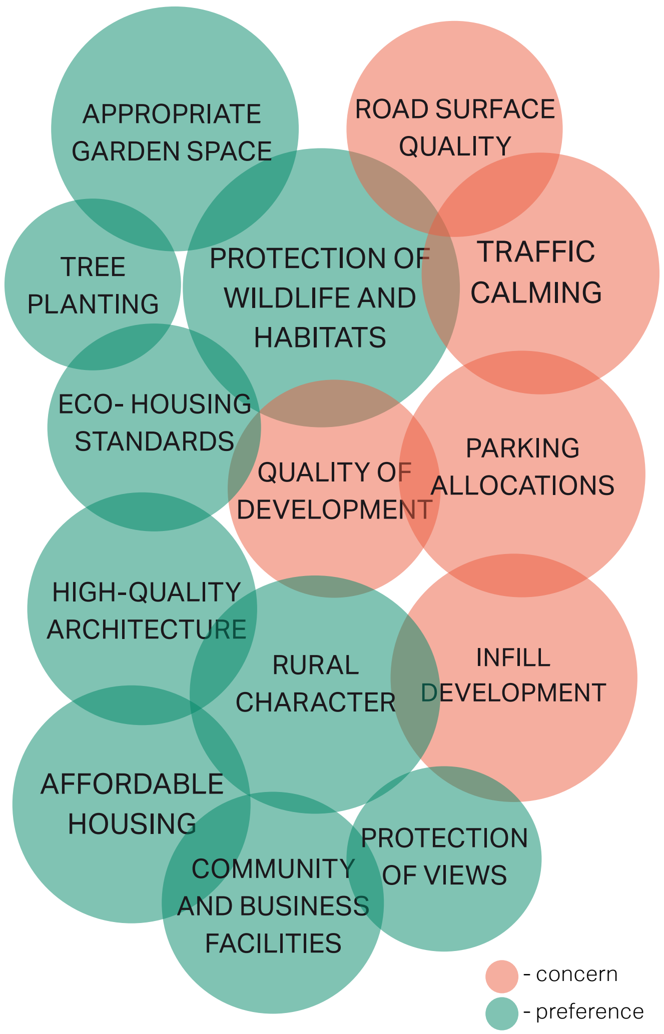


Figure 03: Questionnaire results infographic.

Local character analysis

2

2. Local character analysisLandscape and spatial setting

This chapter includes a high-level analysis of the Neighbourhood Area from a place-making and spatial perspective. It aims to distill the key characteristics of the parish and the village of Creaton. These key characteristics are a reference for Design Guidance and Codes chapter.

2.1 Landscape and spatial setting

Landscape classification

Creaton is contained within National Character Area (NCA) 95: Northamptonshire Uplands[2]. The NCA is summarised as *"an area of gently rolling, limestone hills and valleys capped by ironstone-bearing sandstone and clay Lias, with many long, low ridgelines."*

2 Northamptonshire Uplands - Summary and Headline Statements of Environmental Opportunity, https://nationalcharacterareas.co.uk/northamptonshire-uplands/summary/

In the Daventry Landscape Character Assessment[3], the Neighbourhood Area is divided between four different landscape character areas:

- **Landscape Character 1b Spratton and Creaton Ironstone Uplands** covers the west of the Neighbourhood Area, including the village of Creaton. It is characterised by an undulating landform with irregular shaped medium to large arable fields bordered with low hedgerows.
- **Landscape Character 13b Daventry** covers the south of Teeton Lane and Brixworth Road. This area contains undulating landscape with distinctive hills, extensive woodland, and numerous water bodies alongside historic and parkland elements that create varied rural character.
- **Landscape Character 13d Cottesbrooke and Arthingworth** covers the centre of the Neighbourhood Area. It is described as a series of gently rolling hills with a mixture of pastoral and arable fields bounded by low clipped hedgerows and frequent hedgerow trees.
- **Landscape Character 17c Brampton Valley Floodplain** covers the eastern fringe of the Neighbourhood Area. It features a flat floodplain landscape surrounded by gently rising valley sides and a limited tree cover resulting in an open character.

3 Daventry Local Plan Part 2, https://www.westnorthants.gov.uk/planning-policy/daventry-local-plan-part-2

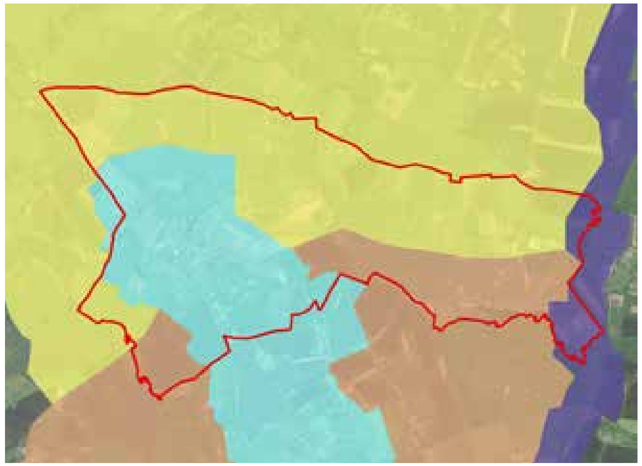


Figure 04: Landscape character areas in Creaton based on the Daventry Landscape Character Assessment (source: OS Data © Crown copyright and database rights 2023 Ordnance Survey 0100031673).

Topography

The village of Creaton is located on the slope of a ridge on which Welford Road follows the crest. The sloping terrain is particularly visible in the south-western part of the village, notably along High Street and on the Green, offering a panoramic view over the surrounding countryside. The settlement remains mostly concealed by mature trees from inward views.

Designations

There are two County Wildlife Sites: Creaton Covert and Creaton Pond. In the New Local Plan for West Northamptonshire, the entire NP area is included in the Special Landscape Area. Creaton is also near Cottesbrooke Hall, a Grade II listed Park & Garden.

Green spaces and trees

The Green is an informal open space in the centre of the Conservation Area and is the focal point of Creaton. Another green space of historic importance is St Michael & All Angels' church yard. Both are designated Local Green Spaces in the Local Plan Part 2. Other green spaces include: the playing field north of Brixworth Road, the grounds of Creaton Lodge, the school grounds, the paddocks and central open space of pastureland, and the orchards.

Adding to the rural character of the village are green verges and mature trees, of which many are protected by a Tree Preservation Order (TPO). Tall trees, in particular, screen most of the buildings from inward views, and contribute to the visual integration of the settlement with its rural landscape.

Flood risks

The village is not subject to flood risks from rivers, however limited areas are at high and medium risk of flooding from surface water. These include parts of Violet Lane, The Jetty, High Street, and the westernmost section of Brixworth Road. Outside the built-up area, the central valley and its eastern edge are at medium or high risk of flooding from both rivers and surface water.

Figure 05: Photograph of the village from the east showing the tree coverage and topography (source: NP Steering Group).

Figure 06: Photograph of Creaton Village Green (source: NP Steering Group).

Figure 07: Map showing the green and blue infrastructure in Creaton
(source: OS Data © Crown copyright and database rights 2023 Ordnance Survey 0100031673).

2.2 Settlement patterns

The existing settlement of Creaton is formed around the historic settlement of Great Creaton. Most houses are located in an area enclosed between Welford Road, Brixworth Road, and Grooms Lane, although this area also contains a central open space of pastureland and paddocks.

A smaller cluster of buildings centred around Highgate House is located north of the junction between Welford Road and Grooms Lane, separated from the main built-up area by fields located at the back of Welford Road and Grooms Lane.

The east of the Parish contains another small, isolated cluster of industrial buildings near the junction of Station Road and Brixworth Road. Smaller isolated clusters such as Great Creaton Lodge are spread out in the countryside and mainly contain agricultural buildings.

Figure 08: Map showing the settlement pattern of Creaton
(source: OS Data © Crown copyright and database rights 2023 Ordnance Survey 0100031673).

The historic core of Creaton corresponding to the Conservation Area has an informal settlement pattern that corresponds to its medieval origins and was influenced by the footprint of ancient enclosures. Plots feature irregular arrangement with different shapes and sizes. Most houses are oriented towards the Green. The openness of the loose arrangement of buildings around the Green contrast with the highly enclosed character of High Street, which is on both sides bordered by buildings with minimal setbacks from the roads.

Creaton experienced substantial growth in the 20th century. This expansion is most evident along Brixworth Road, featuring one-sided linear development on relatively flat land. Here, long narrow plots of uniform size contain semi-detached and detached houses.

The south of Welford Road is another extension of the village, albeit with a more heterogeneous mix of two-storey semi-detached houses and bungalows.

Much of Creaton's modern development occurred through the infill of existing plots resulting in small clusters of housing served by short cul-de-sac roads.

Figure 10: 1960s-1970s Brixworth Road expansion.

Figure 09: The historic core of Creaton, High Street.

Figure 11: Properties to the south of Welford Road and on Teeton Lane range from the 1950s to the 1990s.

2.3 Built character

Building types

Creaton has a majority of detached and semi-detached two-storey houses, many of which are equipped with a garage. Terraced housing and adjoining buildings are mainly found in the historic core of the village (High Street and on the north of Welford Road). Bungalows can mainly be found on Court House Close, Home Farm Close, and south of Welford Road. Larger agricultural and industrial buildings are scattered in small clusters outside of the built-up area.

Building line

The older parts of Creaton form an evolving building line with gentle variations in building recesses and front garden sizes. The building line is loosest around the Green, where buildings are placed farther apart and have more generous setbacks. The building line is most pronounced along High Street. Here the building line is continuous, with no or minimal recesses. This supports a highly enclosed character. Other areas, such as Brixworth Road and The Jetty, have a more regular yet less densely built-up building line, featuring consistent recesses and garden sizes.

Building scale and roofline

Houses built in the local vernacular are typically equipped with simple pitched roofs, with a few examples of gabled and hipped roofs. Cross gables and dormers are more common in modern houses. The older areas in Creaton have a varied and evolving roofline with gentle variations in roof shapes and pitches. Rooflines are more regular in modern development clusters such as Home Farm Close due to their greater internal architectural uniformity. Due to their modest scale, most of the buildings sit below the canopy of mature trees. In places such as High Street and the Jetty, the roofline dramatises its hilly topography. Despite its prominent location, most of the settlement remains hidden from outside views thanks to the coverage of taller trees. Modern agricultural and industrial buildings scattered outside of the village have a more imposing scale, bulk, and footprint.

Figure 12: Building types and heights display slight variations within the historic core, High Street.

Figure 13: Building lines tend to stay consistent outside the main village core, Brixworth Road.

Building materials

Wall materials

The most prominent traditional building materials are ironstone, sandstone and brick, usually red and buff bricks arranged in Flemish bond. These materials reflect the local geology, with locally available ironstone and clay used in local brickworks. Another historic material is cob. Many buildings have rendered walls, usually in off-white tones. In the 20th century, non-traditional materials such as vinyl cladding, roughcast, and hung tiles were introduced in some modern developments, while larger agricultural and industrial buildings employ corrugated metal and concrete blocks.

Roof materials

Roofs are typically clad in slate and clay tiles, while a few thatched roofs survive. Modern additions include concrete tiles and clay pantiles for houses and metal sheets in agricultural and industrial buildings.

Window frames

Window frames are traditionally in timber or metal, usually painted in white, however less sympathetic renovations have caused their replacement with uPVC frames.

Boundary treatments

Property boundaries are traditionally delineated by low ironstone or brick walls and landscaped hedges, some of which incorporate mature trees. Modern additions include taller timber, brick, and concrete fencing. A minority of properties lack any front garden delineation.

Local colour palette:

- white frames/ rendered walls
- red brick/ clay tiles
- ironstone
- slate tiles
- sandstone
- thatch

Figure 14: Example of red brick cladding in Flemish bond and brick and sandstone wall boundary with soft landscaping.

Figure 15: Example of Northampton ironstone and rendered walls with thatched and slate roofs.

2.4 Access and movement

Owing to Creaton's rural location, movement is primarily confined to vehicular travel and is therefore reliant on the surrounding road network for overall connectivity.

Roads

Welford Road is the main road in the Neighbourhood Area forming part of its north-western boundary. It forms part of the A5199, linking Creaton to the A14 as well as to Northampton to the south. The remainder of the network consists mostly of narrow country lanes built for local traffic.

The village's road network evolved around a small set of historic, narrow, and winding roads, shaped by ancient enclosures and the topography. These historic roads serve as the main connections to key locations such as the village green, the village shop, and the church. In the 20th century, short cul-de-sacs were added, branching off the historic roads to accommodate small clusters of infill development. However, these cul-de-sacs are impermeable, limiting through-traffic. The built-up area is regulated by a 30 mph speed limit, ensuring moderate traffic flow.

Active travel

Many of the older roads in the village only have a narrow pavement on one side, while some streets are devoid of pavements. Modern cul-de-sacs are more likely to feature pavements on both sides of the road.

The Neighbourhood Area contains a small number of Public Rights of Way (PRoW) and bridleways that connect to neighbouring parishes. There is no cycling infrastructure in Creaton, although Route 6 of the National Cycle Network (NCN) runs along Brampton Valley Way near the eastern boundary of the Parish.

Streetscape

Outside of the built-up area, roads are typically bordered by green verges and hedges, in places supplemented by timber fences and mature trees.

Public transport

Creaton is only served by bus routes 60 operated by Uno, with infrequent services to Northampton, Guilsborough and Welford. The nearest train stations are at Long Buckby and Northampton, located 10 km and 12 km west and south respectively.

Vehicle parking

Most of the vehicle parking is provided by private off-street parking in driveways and gardens. Garages, where present, are usually attached to the side of the house or built on the plot as standalone structures. A minority of properties also provide parking in the form of courtyards. Parked vehicles are usually screened by boundary walls and planting; however, a minority of properties do not have any boundary delineations to soften the impact of parked cars on the streetscape. On-street parking is provided in some places as kerbside and echelon parking. Informal on-street parking is also a common occurrence, as some properties do not have off-street parking.

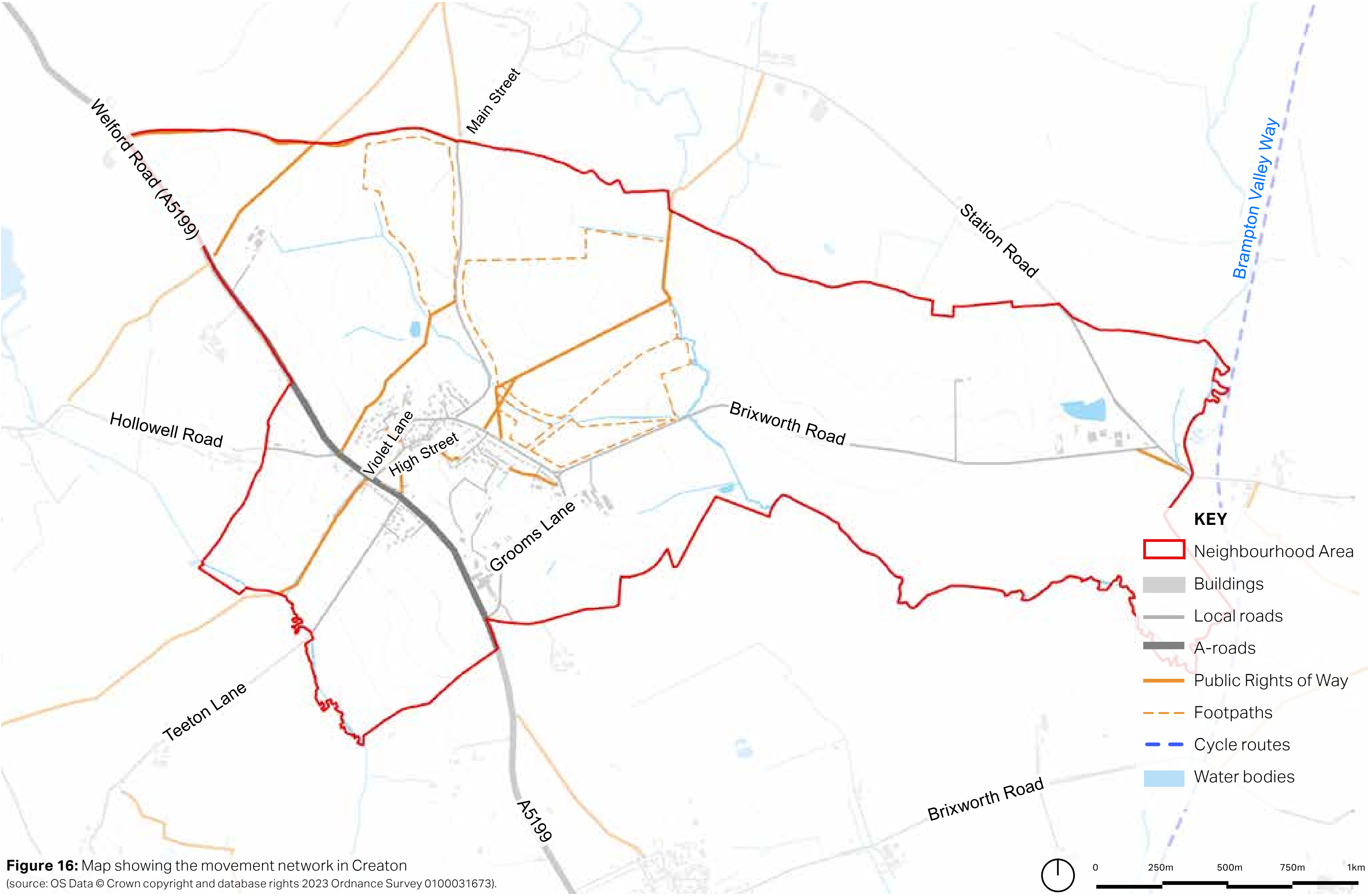


Figure 16: Map showing the movement network in Creaton
(source: OS Data © Crown copyright and database rights 2023 Ordnance Survey 0100031673).

2.5 Heritage

Conservation Area

The Conservation Area covers the western side of the village. This envelops the historic core of the village, concentrated around the Green and High Street, which retains the medieval street plan and settlement pattern. The historic core of the village appears on 19th century OS mapping and many of the buildings survive, including the church and Manor House.

Listed Buildings

There are seven Listed Buildings recorded within the Creaton parish boundary, consisting of one Grade II* and six Grade II Listed Buildings.

The oldest building in the village is the church of St Michael (NHLE 1067105), a Grade II* Listed Buildings located at the south-western end of the village. The church was constructed in the late 12th century with later additions. It was constructed of squared coursed Lias stone with a lead roof and comprises a nave, south aisle, chancel and west tower. The church is raised above the road and set within a surrounding churchyard, bordered by a stone wall. In the churchyard is the Grade II listed Creaton Memorial Cross (NHLE 1426569), a war memorial, unveiled in 1921. It comprises a 4m tall Derbyshire stone cross with a simple Celtic wheel-head design.

The village has retained its historic character, and various post-medieval (AD1540-1900) houses survive within Creaton. Early examples of these include the Grade II listed Manor House (NHLE 1067103), a mid-17th century manor house located at the southern end of the Green. The house is a large, two-storey building with attic, built of Lias ashlar and a gabled tile roof. It has stone moulding around the door and string courses between the storeys, and two and three light timber casement windows with stone mullions.

Morningside Cottage (NHLE 1038315), is also of probable 17th century date, situated on High Street within the Conservation Area.

Figure 17: St. Michael's Church.

Figure 18: Creaton Memorial Cross.

The cottage is Grade II listed and consists of a two-storey building of squared and coursed Lias stone with a slate roof. The building was altered in the 19th century with changes to the windows and door as well as an extension to the rear.

Orchard Manor (NHLE 1374514) is also a Grade II listed, early 17th century house with later additions. The house is constructed of squared and coursed Lias, consisting of two storeys, with a date stone of 1601. The building was extended in the 18th century and altered in the 20th century including the windows, roof and door.

Another early post-medieval building in the parish is the 17th century Highgate House, now in use as a Christian Conference Centre, located to the south of the village. The house was a former inn, now in use as a hotel. The house comprises three storeys of coursed and squared stone with ashlar dressings, and gabled tile roofs.

Later post-medieval houses of the 18th and 19th centuries represent a large proportion of the historic buildings in Creaton. Dial House (NHLE 1067104) is a Grade II listed, mid-18th century building located on High Street, within the Creaton Conservation Area. The house is constructed of red brick with stone dressing and a tile roof. It consists of two storeys with an off-centre entrance, and windows to either side. To the left of the entrance is a 19th century bay window, while to the right is a sash, while the first floor has two casement windows, all with glazing bars. Above the entrance is a sundial with a datestone of 1741.

A further 18th century house in the village is Creaton Lodge, an early 18th century former farmhouse, and extended in the late 19th century, located at the north-eastern corner of the Green. The house is similarly constructed of coursed stone with a gabled tile roof.

There are also various 19th century houses surviving in Creaton. Numbers 10 and 12 The Green (NHLE 1356895), are a Grade II listed building of mid-18th century date. It was formerly a single house, now two. It was constructed of rendered cob and squared coursed Lias stone with a slate roof. It consists of two storeys, with 20th century casements and porch.

Other assets

Many of the buildings around the green are also of 18th and 19th century date. The style of the houses varies, with examples of stone, brick and rendered frontages, mostly with tiled roofs, with the exception of number 18, which is thatched.

The rest of the land in the parish beyond the village is dominated by agricultural fields, with individual farms. The land is also recorded as such on the historic mapping. The land was enclosed in 1782 and the fields are mostly recorded as rectilinear shaped on the 19th century mapping. A number of these field boundaries have survived, although there has been some amalgamation of smaller fields.

Photo Gallery

Figure 19: Grade II listed Manor House (source: geograph.org).

Figure 20: Grade II listed Morningside Cottage.

Figure 21: Grade II listed Orchard Manor.

Figure 22: Highgate House, Welford Road.

Figure 23: Grade II listed Dial House.

Figure 24: Creaton Lodge, The Green.

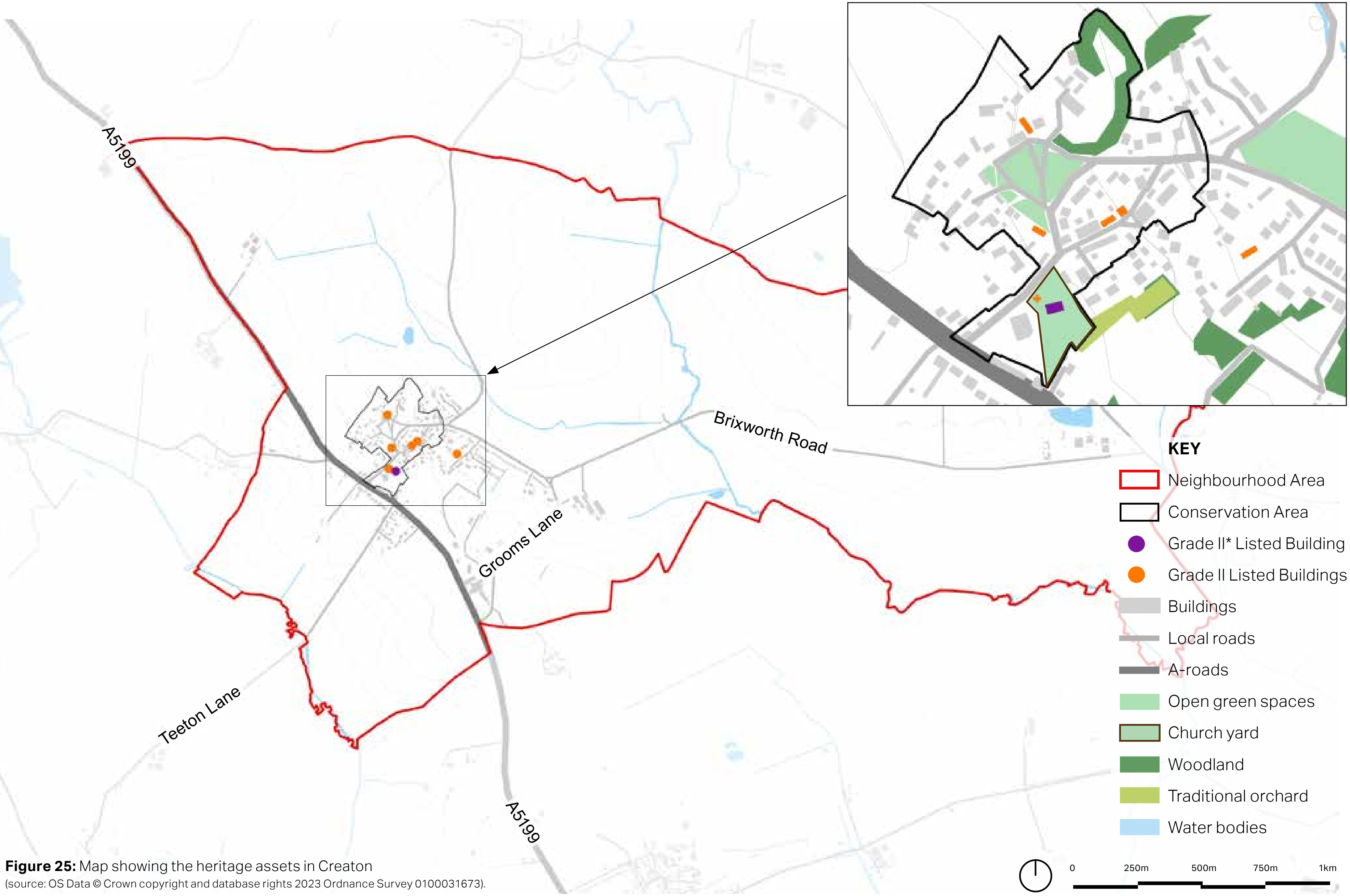


Figure 25: Map showing the heritage assets in Creaton
(source: OS Data © Crown copyright and database rights 2023 Ordnance Survey 0100031673).

Design guidance and codes

3

3. Design guidance and codesIntroduction

This chapter provides guidance for future developments as well as building extensions and conversions, with a focus on potential impacts on the surrounding landscape.

3.1 Introduction

The placemaking principles outlined in the subsequent pages serve as criteria for evaluating the design excellence of upcoming development or revitalisation plans. These fundamental principles are essential for assessing future development.

The following pages contain design guidance and codes, where:

- code is expressed as “must” and is mandatory; and

- guidance is expressed as “should”/”could” and is strongly encouraged.

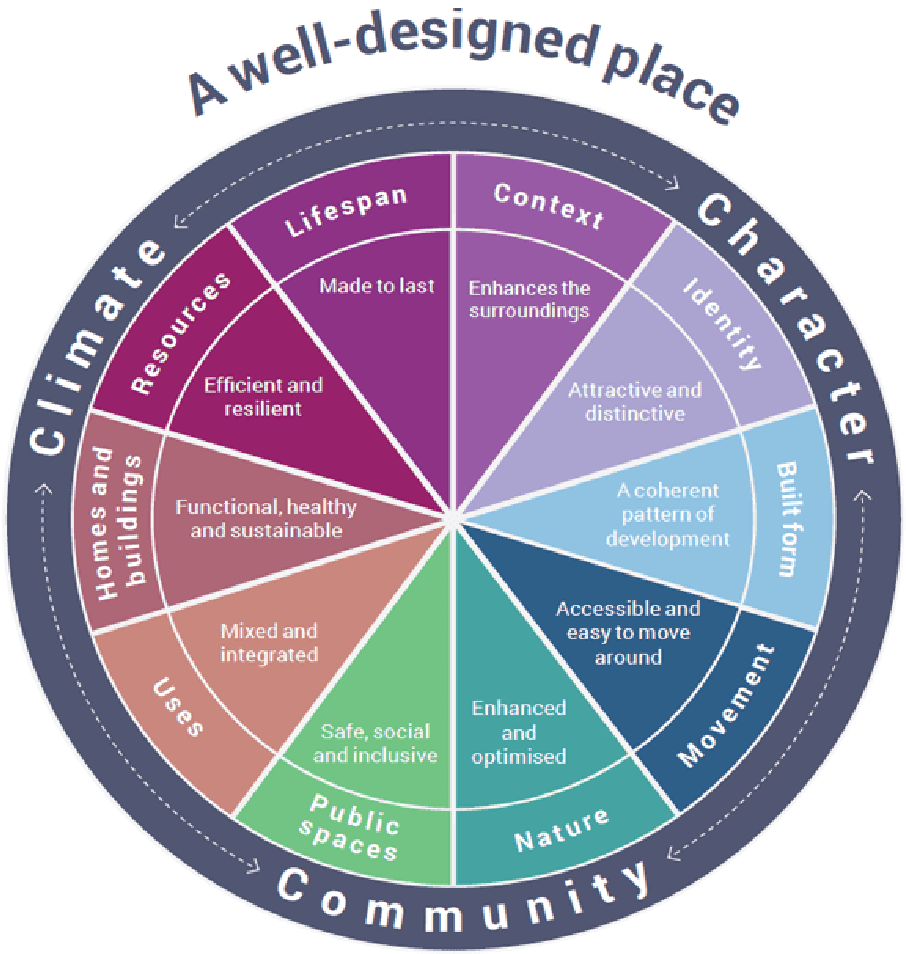


Figure 26: The characteristics of well-designed places (source: National Design Guide, page 8).

Design guidance and codes

3.2 Built form

3.2.1 Patterns of growth

3.2.2 Building form and heights

3.2.3 Building setback and orientation

3.2.4 Enclosure

3.2.5 Infill development

3.2.6 Housing extensions and conversions

3.3 Character

3.3.1 Topography of the ridge

3.3.2 Tree coverage

3.3.3 Sensitivity to heritage

3.3.4 Building material palette

3.3.5 Boundary treatments

3.3.6 Sensitive lighting

3.4 Traffic and mobility

3.4.1 Public Rights of Way and wayfinding

3.4.2 People-friendly streets

3.4.3 Parking solutions

3.5 Sustainability and eco-housing

3.5.1 Ecology and biodiversity

3.5.2 Water management

3.5.3 Lifetime and adaptability

3.5.4 Energy efficiency

3.5.5 Electric vehicle charging points

3.2 Built form

The built form of Creaton's main village significantly influences its functionality, aesthetic appeal, and the quality of life for its residents. The following design guidance and codes aim to protect the local built form and ensure high-quality new development.

3.2.1 Patterns of growth

As analysed in Section 2.2, there is a variety of growth patterns in Creaton that are reinforced in the Settlement Guidelines of the Creaton Village Design Statement[4].

- New developments should form compact extensions of the existing settlement to minimise sprawl and protect the surrounding nature.
- New development must consider the existing village layout and harmonise with its building line, setback, building orientation and plot sizes.
- Introducing subtle variations in plot parameters and building lines can contribute to a more natural and rural ambiance. In historic areas and the Conservation Area in particular, new development should follow a stronger and more consistent building line with well-defined street edges.
- Similarly, the proportions of front and back gardens should embrace slight variety, while avoiding large discrepancies from the immediately surrounding properties.

4 Creaton Village Design Statement, https://www.westnorthants.gov.uk/supplementary-planning-documents-spds-other-guides-and-village-design-statements/daventry

Figure 27: Houses along Brixworth Road of similar massing and gently meandering building line that opens up to a long-distance landscape view (source: NP Steering Group).

Figure 28: View of the main village of Creaton showing gentle variations of building types and heights.

3.2.2 Building form and heights

Creaton's building forms and heights have been analysed in Section 2.3 Built character the Building Guidelines of the Creaton Village Design Statement[5].

- The scale and massing of any new development must be sensitive to its immediate surroundings and reflect the overall shape, size and form of existing properties in Creaton, to maintain a coherent sense of place.
- New development proposals should not be visually intrusive or block key views to and from heritage and natural assets (see Section 3.3.3 Sensitivity to heritage).
- Gaps between buildings, open views and vistas must respected and enhanced, if possible.
- The layout of new development should optimise exposure to natural sunlight, as this can reduce energy consumption and avoid overshadowing issues. More details on building orientation can be found overleaf and in Section 3.5.4 Energy efficiency).
- Any residential development within the settlements must propose rooflines that reflect the existing context, including the height and angle of pitch and appropriate building materials (see Section 3.3.4 Building material palette).
- Repetitive and prefabricated building elevations should be avoided, therefore subtle changes in rooflines and building forms should be encouraged to align with the rest of the surrounding built context.
- The proportion and location of 1- and 2-storey buildings should be strategically planned to suit the existing streetscape and undulating topography (see Section 3.3.1 Topography of the ridge).

5 Creaton Village Design Statement, https://www.westnorthants.gov.uk/supplementary-planning-documents-spds-other-guides-and-village-design-statements/daventry

Figure 29: Building massing and heights vary slightly along the incline topography on High Street.

Figure 30: Example of stepping-down roofline due to the sloping topography of the plots.

3.2.3 Building setback and orientation

Creaton features a variety of building setbacks and building orientations, as analysed in Section 2.3 Built character.

- Building setbacks, building lines, size of plots and the plot arrangement should meet the typical pattern of the immediate surroundings to avoid large discrepancies.
- Generally, building façades should front onto streets. Variation to the building line can be introduced to create a more informal and rural character.
- Generally, front doors should not open directly onto the street. Front garden should provide a gradual transition from the street onto property. The exception to this is where an urban character is appropriate, such as within the historic core, where some buildings lack front garden.
- Buildings on street corners should address both sides as frontages to improve natural surveillance.
- Building alignment should be designed parallel to the slope, where possible, to minimise excavation and reduce the building's visual bulk.

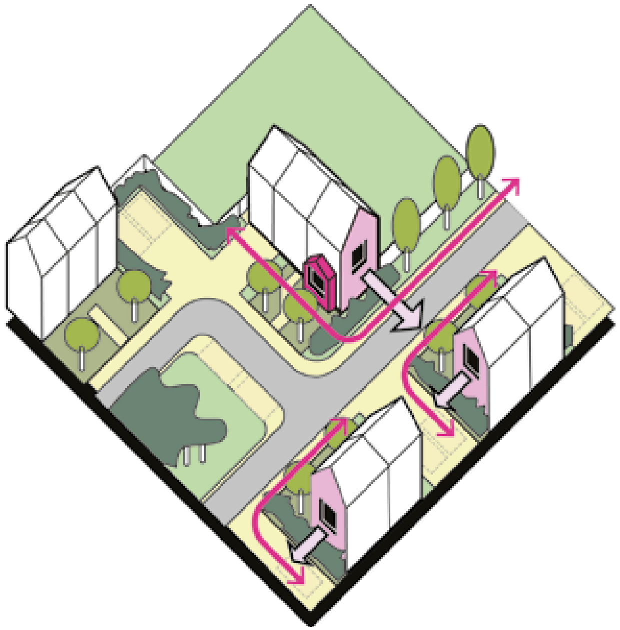


Figure 31: Diagram illustrating properties addressing street corners creating pleasant and safe environment.

Figure 32: Example of gently meandering building line, Home Farm Close.

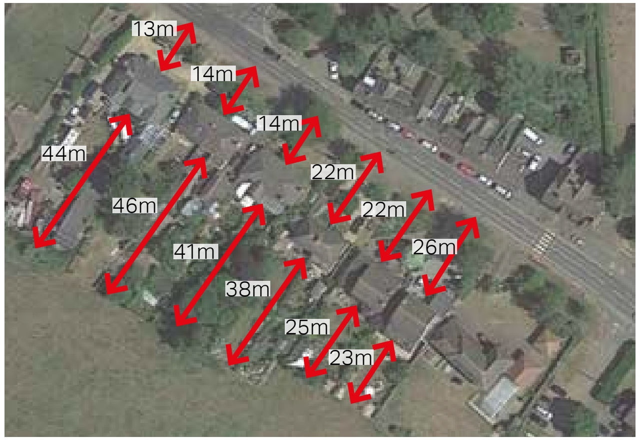


Figure 33: Example of gradually varying plot parameters and building setbacks with approximate distances, Welford Road.

3.2.4 Enclosure

There must be an appropriate ratio between the width of the street and the building height. Ratios between 1:2 and 1:3 (building height/ street width) will generally create spaces with a strong sense of enclosure. However, lower levels of enclosure are also acceptable, in locations such as Brixworth Road, where a more open character prevails.

- A careful positioning of walls, landscaping and paving can achieve visual continuity and well-defined open spaces to link buildings together and define public and private spaces.
- Trees, hedges, and other landscaping features can help create a more enclosed streetscape in addition to providing shading and protection from heat, wind, and rain.

Local examples of enclosure

1:2

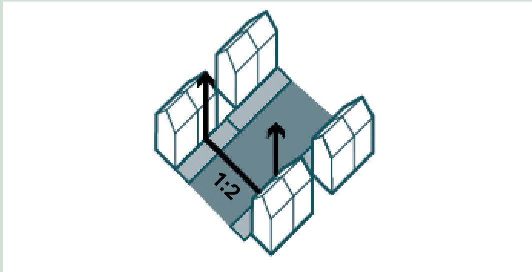


Figure 34: High level of enclosure created by 2-storey building frontages against a narrow street, High Street.

1:3

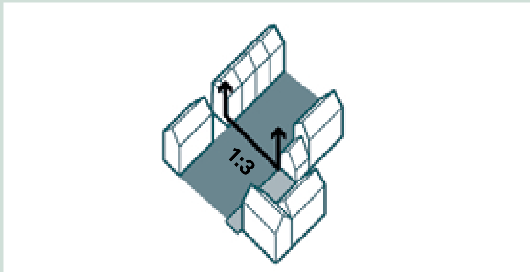


Figure 35: Open enclosure created by varied boundary treatments and 2-storey buildings, Court House Close.

1:6

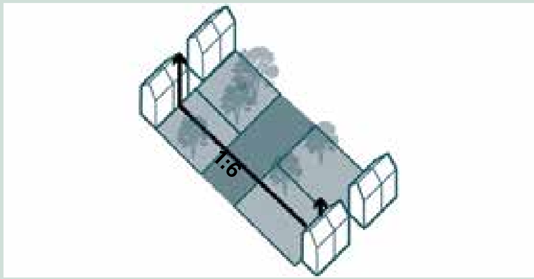


Figure 36: Open character created by fewer boundary treatments and large front gardens, Brixworth Road.

3.2.5 Infill development

Infill development has the potential to change the character of a village by increasing building density and enclosure, and introducing new architectural styles. This can raise concerns about preserving the historic or cultural identity of the village. It can also lead to an increased strain on existing infrastructure.

- Infill development must be sensitive to the rural setting, and existing building pattern and density. It is important that new development does not drastically increase the existing building density in the rural setting of Creaton.
- New development must not overpower or overshadow neighbouring properties, while also respecting neighbours' privacy. This is particularly important among backland development.
- Infill development should complement the existing street scene, with an aim to reflect the materials, scale, massing and layout of the surrounding properties. For this reason, please refer to the local material palette in Section 3.3.4.
- Infill development should guarantee sufficient outdoor amenity space. Existing variations in the sizes of front and back gardens need to be considered.
- Infill development should consider cumulative effects on the existing infrastructure, such as traffic and access, during the design stages and incorporate appropriate solutions.
- The above elements also need to be considered in relation to topography, views, vistas and landmarks.

Figure 37: Example of back of plot infill in the historic core.

Figure 38: Example of tightly knit development in the historic core, with tree planting buffering between properties.

3.2.6 House extensions & conversions

While many household extensions fall under permitted development rights[6], meaning they do not require planning permission, the design guidelines outlined here serve to establish expectations for the desired design outcomes.

It must be noted that Listed Buildings and buildings located in Conservation Areas are not covered by permitted development rights and therefore require planning permission.

Side extensions

- Side extensions should not detract from the appearance of the building, its surroundings and the wider rural setting.
- Single-storey and two-storey side extensions should be set back from the main building and complement the materials and detailing of the original building, creating a smooth transition.
- The roof of the extension should harmonise with that of the original building, while flat roofs should be avoided.
- Side windows, where introduced, must also not result in overlooking of neighbouring properties.

Rear extensions

- Rear extension should be set below any first-floor windows and designed to minimise any adverse effects of neighbouring properties, such as blocking day light.
- A flat roof is generally acceptable for a single-storey rear extension that is not visible from the public realm.

6 Permitted Development Rights, https://www.gov.uk/government/publications/permitted-development-rights-for-householders-technical-guidance

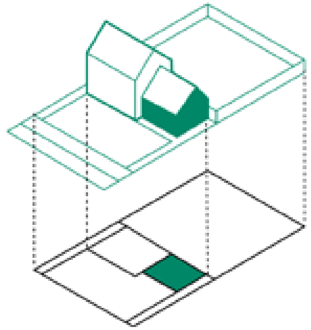


Figure 41: An example diagram of a side extension.

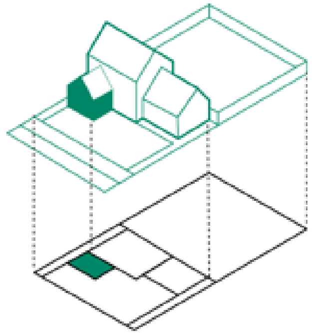


Figure 40: An example diagram of a front extension.

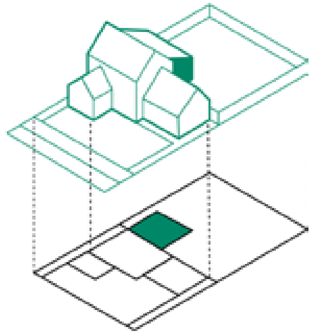


Figure 39: An example diagram of a rear extension.

Front extensions

- If front extensions are suggested, they should mimic the structure of the current building, matching the roof pitch, having a lower cornice and ridge height.
- Such extensions should extend up to 2 meters beyond the front façade and occupy up to 50% of the front elevation, to avoid any negative visual impact.

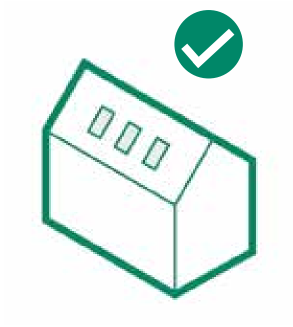
Upward extensions

Based on government guidance, houses, amongst other building types, can add additional storeys to create housing space.

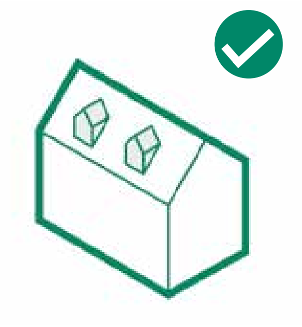
- Upward extensions should be sensitive to the surrounding context in terms of materials and massing.
- Upward extensions should minimise overlooking to preserve the privacy of adjacent properties and gardens.
- Upward extensions should not disturb the existing roofline setting and other existing extensions.

Loft conversions

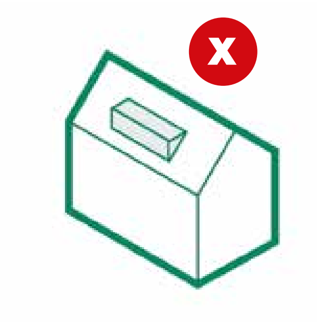
- Loft conversions can provide extra liveable space in a house. Additional considerations should apply if the property is located in a conservation area or is a listed building, with respect to the heritage and surrounding historic assets (see Section 3.3.3 Sensitivity to heritage).
- Skylights are generally the most recommended form of loft conversion because it does not alter the shape of the existing roof.
- Any skylights should be proportionate in scale to the building and excessive use of glazing should be avoided to maintain good aesthetics and energy efficiency of the interiors, as large areas of glazing tend to transfer substantial amounts of heat.
- Generally, gabled dormers should use forms which are proportionate to the roof and should reflect the existing window rhythm of the building.



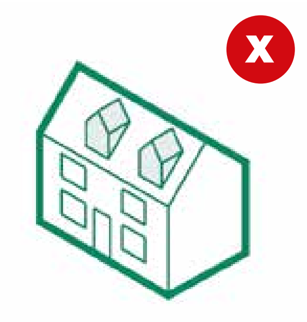
Loft conversion incorporating skylights that are proportional to the roof and existing window rhythm.



Loft conversion incorporating gabled dormers that are proportional to the existing roof



Loft conversion incorporating a long-shed dormer which is out of scale with the original building.



Loft conversion incorporating gable dormers which are out of scale and do not consider existing window rhythm or frequency.

Figure 42: Diagrams showing positive and negative examples of loft conversions.

3.3 Character

The character of Creaton derives from unspoilt natural features and unique heritage assets. The following design guidance and codes aim to protect and enhance these elements of local character.

3.3.1 Topography of the ridge

One of the defining features of Creaton's settlement is the village's distinctive ridge and vale topography, providing it with attractive east-west views. Some of these views are visible from gaps between properties.

- Any new development located on the valley side should aim to align with the slope along contours and ridge lines to maximise views and solar gain.
- Stepped access from street level to entrances can be applied as a way to adapt to changes in level and topography. New developments should reference existing developments across various locations, where a combination of ramped driveways and steps are used to provide access between properties and streets.
- Any public west-facing and east-facing views towards the open countryside should be maintained and protected.

3.3.2 Tree coverage

Trees are a vital element of Creaton's character and are protected by the Landscape Guidelines in the Creaton Village Design Statement[7].

- New development should retain the existing vegetation and protect their roots from damage.
- Green networks should link existing and newly proposed street trees, green verges, front and rear gardens, open spaces, habitat sites and the countryside.
- New tree planting should be encouraged.

7 Creaton Village Design Statement, https://www.westnorthants.gov.uk/supplementary-planning-documents-spds-other-guides-and-village-design-statements/daventry

Figure 43: Example of stepped access into a property, The Green.

Figure 44: Local example of new tree planting, The Green.

3.3.3 Sensitivity to heritage

As analysed in the previous chapter and in the Creaton Conservation Area Appraisal and Management Plan[8], there is a designated Conservation Area covering the village centre of Creaton, which features a high density of historic and heritage assets. It is important that any development near any historic or heritage asset is designed appropriately.

- Development near a Listed Building must acknowledge and uphold its importance, showcasing the enhancement of local distinctiveness. For instance, new development should include a substantial setback from the asset and adopt a massing and scale that aligns sensitively with neighbouring structures. Essential features like open space, trees, and vegetation, which contribute significantly to understanding the asset's importance, must be preserved.
- Proposed developments must not obstruct sightlines to and from heritage assets. This can be accomplished by suggesting suitable density and design elements, incorporating features such as footpaths and green corridors.
- Proposed developments should suggest architectural details and materials that harmonise with those employed in the neighbouring heritage assets, preserving and honouring the local vernacular. Further information on the local vernacular can be found in Section 3.3.4 Building material palette overleaf.
- Additional important structures that are not designated but have value for the local community should be protected and must not be visually overwhelmed by any new development.

8 Creaton Conservation Area Appraisal and Management Plan, https://www.westnorthants.gov.uk/designated-heritage-assets/conservation-areas/conservation-area-appraisals

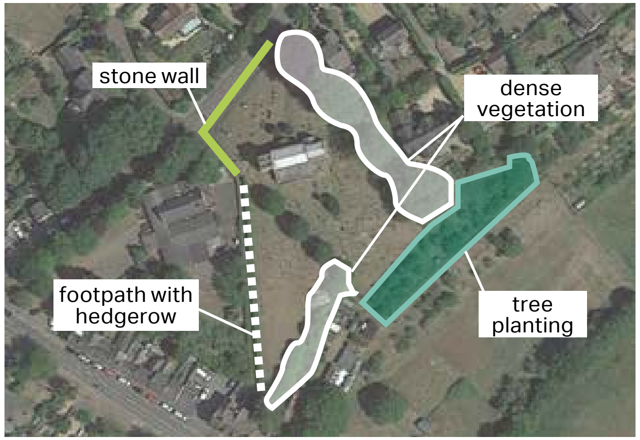


Figure 45: View of the boundaries between St. Michael's Church and the rest of the settlement.

Figure 46: View of the dense natural boundary between St. Michael and neighbouring properties.

3.3.4 Building material palette

As described in the character area analysis in Section 2.3 Built character, buildings in Creaton have their own unique characteristics and distinctive architecture. Some examples are illustrated in the adjoining material palette.

- New developments should draw inspiration from the high-quality local design references. It is essential for these designs to make a meaningful contribution to preserving the rural character of the village without resulting in low-quality pastiches.
- New development should prioritise natural boundaries and low masonry walls to match the local traditional boundaries. These consist of landscaped hedges and stone and/or brick walls, often combined with tree planting or decorative foliage. More guidance and codes on boundary treatments can be found in Section 3.3.5 Boundary treatments overleaf.

Façade materials:

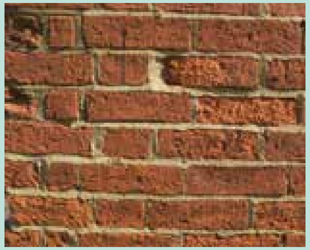


Figure 48: Red brick

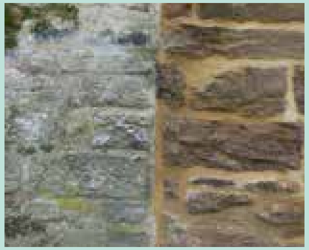


Figure 47: Northampton ironstone

Figure 49: Rendered brick, cob walls

Roof materials:

Figure 50: Thatch

Figure 51: Slate tiles

Figure 52: Red and brown clay tiles

Boundary treatments:

Figure 53: Low-rise hedges

Figure 54: Low-rise brick and ironstone walls

Figure 55: Open green verge, foliage, and tree planting

3.3.5 Boundary treatments

Low masonry walls, hedges, flowerbeds and trees can be found in across the parish, contributing to its rural character.

- Natural boundaries should prevail and can be combined occasionally with low masonry walls to offer visual variety.
- Boundaries between properties in the form of native hedging and planting are encouraged to provide privacy. Such boundaries should remain permeable to maintain or provide new wildlife corridors.
- High non-permeable fences and gates should be avoided as they detract from the overall rural character whilst impeding the movement of species.
- In the historic core, brick or ironstone low walls can offer more suitable boundaries.
- At the settlement fringe, there must be a gradual transition from village settlement to rural environment. This can include dense vegetation, landscaping and earthworks (see adjoining Figure 56).

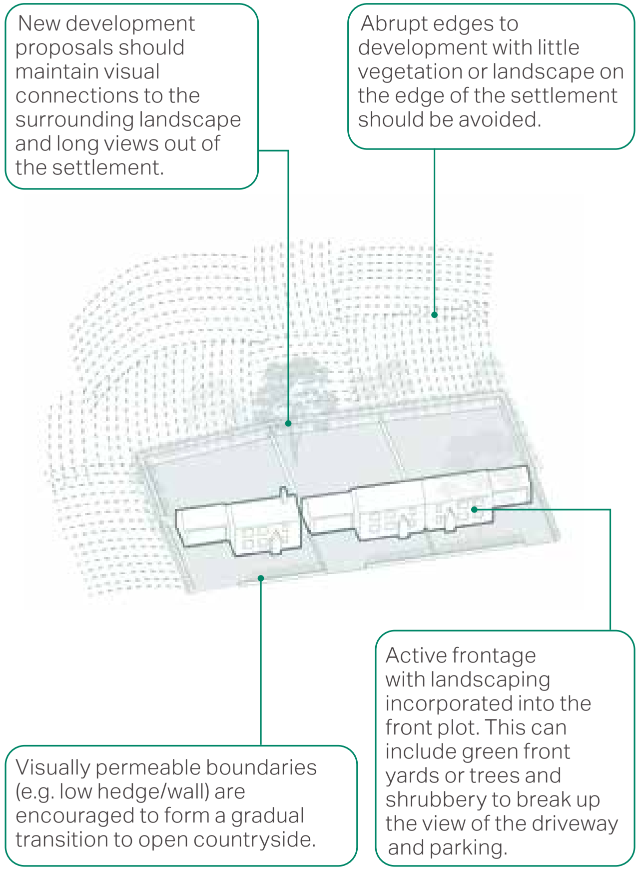


Figure 56: Diagram showing landscaping treatments at settlement fringe.

Figure 57: Local example of natural buffering at the settlement fringe to the north of Langham Close.

3.3.6 Sensitive lighting

Careful consideration and thoughtful design of lighting schemes, whether in front or back gardens, are essential in any new development. This is crucial to minimise light pollution, in line with Policy BN9 of the West Northamptonshire JCS Local Plan[9], benefiting both the residents and wildlife.

- Ensure that lighting schemes will not cause light pollution particularly in intrinsically dark areas.
- Lighting schemes should be turned off when not needed ('part-night lighting') to reduce any potential adverse effects.
- Foot/cycle path light should be in harmony with surrounding rural landscape. Solar cat's-eye lighting, reflective paint and ground-based lighting are recommended.
- The choice of lighting should be energy-efficient and involve motion sensors.

9 West Northamptonshire JCS Local Plan, https://www.westnorthants.gov.uk/west-northamptonshire-joint-core-strategy/west-northamptonshire-joint-core-strategy-local-plan-part

Figure 58: Up-lighting: Focus light and attention on an object or tree from a low fixed location.

Figure 59: Back-lighting: Fixtures placed at the back of an object to create a 'glowing' effect.

Figure 60: Down-lighting: Bullet type fixture placed well above eye level on an object or tree.

Figure 61: Path-lighting: Use of low fixtures which direct illumination downward and outward.

3.4 Traffic and mobility

A connected street network offers a range of choices for moving around. Such a network makes walking and cycling more appealing and encourage more activity, making the streets feel safer and more attractive.

3.4.1 Public Rights of Way and wayfinding

There is a limited number of public footpaths in the entire parish, mostly to the north-east of the village. Despite the challenges created by the sloping topography, new developments should introduce well-connected and attractive pedestrian and cycling routes to link to the existing PRoW network and encourage residents to active travel and reduce use of motor vehicles.

- Walking and cycling should be the preferred options for short local journeys, particularly those of five miles or less.
- All newly developed areas must provide direct and attractive footpaths between neighbouring streets and local facilities, and the existing PRoW network.
- PRoW network should be well-surfaced and, where possible, overlooked by buildings, as people feel safer on streets and in spaces where others are around.
- Design features such as barriers to pedestrian movement, gated new developments, or footpaths between high fences must be avoided.
- Any barriers restricting vehicular access must not impede access for people using mobility aids.
- Clear, inclusive, and logical signage, maps, and local information should be incorporated and well-maintained to aid wayfinding.
- New footpaths and cyclepaths, if any, could aim to maximise clear sightlines to aid wayfinding.

Figure 62: Positive example of well-spaced vehicular barriers of low scale and natural materials that do not obstruct movement, example from outside the parish.

Figure 63: Example of poles positioned centrally on a narrow pavement which obstruct pedestrian and cycling movements, which should be avoided, example from outside the parish.

3.4.2 People-friendly streets

It is essential that the design of any new development, including the retrofitting of existing streets and the creation of new short residential cul-de-sacs, incorporates the needs of pedestrians, cyclists, and public transport users. This should be done in accordance with the guidance listed below.

- Roads and driveways must adhere to technical highway standards, considering the requirements of pedestrians, cyclists, and drivers, adhering to the Manual for Streets[10].
- New streets should be appropriate to the character of existing street typologies and streetscapes. Shared street typologies are recommended in low-speed traffic.
- New streets and driveways should be well vegetated to match the surrounding natural context.

10 Manual for Streets, https://assets.publishing.service.gov.uk/media/5a7e0035ed915d74e6223743/pdfmanforstreets.pdf

- New streets and driveways should use high-quality materials and should avoid impermeable materials that are not in harmony with the rest of the village.
- New streets should create opportunities for social interaction and place making. At key locations, new streets should create focal points and gateways.
- Traffic calming measures should be appropriate for the rural context. For example, the edges of a street can be narrowed visually with paving in a different material to deter speeding.
- Any new development should aim to preserve planted verges within the scheme and incorporate additional planting of native species to support local rural biodiversity and character.
- If new cul-de-sacs are introduced, appropriate through routes must be provided to retain permeability of movement.
- Street clutter created by street furniture should be minimised. Street furniture, where introduced, should be appropriate to the rural and historic context.

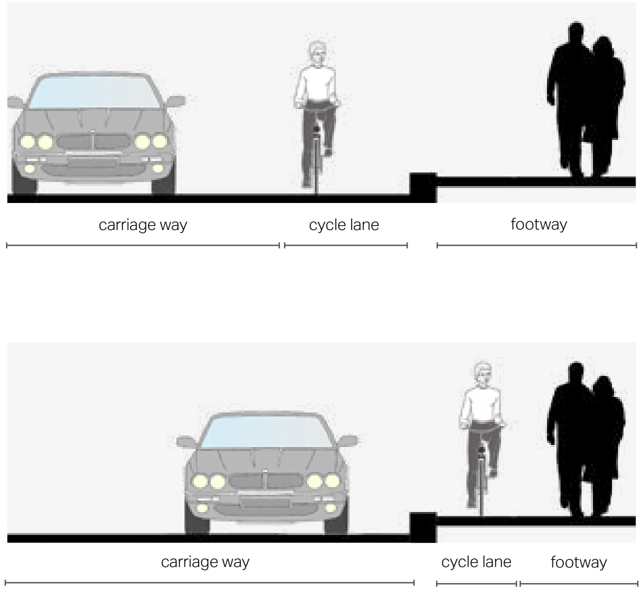


Figure 64: Cross-sections illustrating a shared cycleway and footway (source: Local Transport Note 1/20, July 2020).

3.4.3 Parking

Due to the rural location of the parish, the demand for private cars and car parking remains high. Car parking typologies across villages include on-plot parking (front and side), with instances of parking bays and garages. Therefore, the design guidelines on the next pages will focus on the prevailing typologies. The level of car parking provision should be in accordance with the Northamptonshire Parking Standards SPD[11].

On-plot car parking

- On-plot parking should be sufficient to the local residents' needs to avoid issues of parking overflow along the narrow rural lanes.
- Hard standing and driveways must be constructed from porous materials, to improve water infiltration and minimise surface water run-off.
- Front parking should allow a minimum of 5 metres in length and 2.5 metres in width. If adjoining solid walls, it should be at least 6 metres long and 3.3 metres wide.

Front parking

- As a general rule, a third of the front garden space should be dedicated to parking, while two-thirds of the front garden should remain as green space.
- Parking should be well integrated into the design so as not to dominate the public realm. Especially, high-quality and well-designed soft landscaping, hedges, and trees, should be used to increase the visual appeal of the parking, at the same time increasing biodiversity.

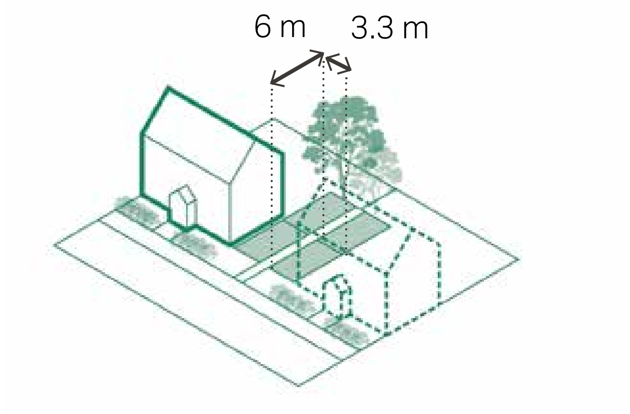


Figure 65: An illustrative diagram showing the indicative layout of on-plot side parking.

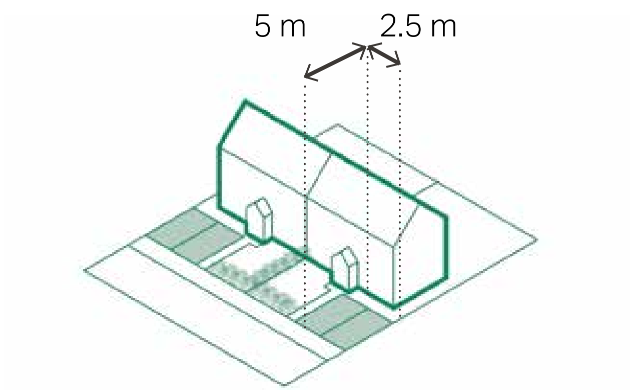


Figure 66: An illustrative diagram showing the indicative layout of on-plot front parking.

11 Northamptonshire Parking Standards SPD, https://www.westnorthants.gov.uk/supplementary-planning-documents-spds-other-guides-and-village-design-statements/northampton

Parking courts and bays

- Parking courts may be acceptable for small building clusters.
- Parking courts must be overlooked by properties to increase natural surveillance.
- Planting and vegetation should be integrated into the design to soften the presence of cars and preserve the local rural character.
- Permeable paving should be used where possible.

Garages

- Garages must not dominate the appearance of dwellings and must not reduce the amount of active frontage to the street.
- The design of any garage enclosure should integrate well with the surroundings in terms of visual and physical impact. Garages should have pitched roof built in similar style to the main building, reflecting the original material and colour palette.
- Open car barns could offer an attractive parking solution that harmonise with the surrounding countryside character.
- Garages must be minimum 3.3 metres wide, 6 metres long and 2.4 metres high, and should provide additional space for storage.

For further information about car parking see Building for a Healthy Life[12] and Manual for Streets[13] documents.

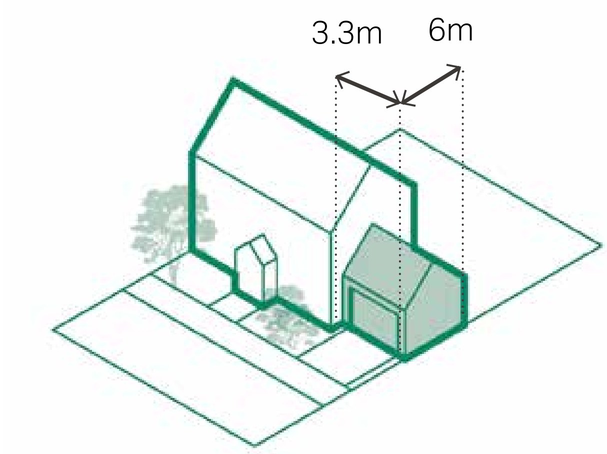


Figure 67: Illustrative diagrams showing recommended interior measurements of garage parking.

12 Building for a Healthy Life, https://www.udg.org.uk/sites/default/files/publications/files/14JULY20%20BFL%202020%20Brochure_3.pdf
13 Manual for Streets, https://assets.publishing.service.gov.uk/media/5a7e0035ed915d74e6223743/pdfmanforstreets.pdf

Cycle parking

Encouraging cycling and providing secure cycle storage options can help reduce dependence on cars, leading to a decrease in traffic-related issues, parking demand, and overall congestion.

Houses without garages

- For residential units, where there is no on-plot garage, a covered and secured cycle parking, such as shed, should be provided within the domestic curtilage.
- Cycle storage must be provided at a convenient location with an easy access, not requiring passing through a dwelling.
- When provided within the footprint of the dwelling or as a free-standing shed, cycle parking should be accessed by means of a door at least 900mm and the structure should be at least 2m deep.

Houses with garages

- Cycle storage should be within a garage as long as the garage meets minimum size requirements (see adjoining Figure 68).
- Where possible, cycle parking should be accessed from the front of the building either in a specially constructed enclosure or easily accessible garage.
- Bicycles must be easily removable without having to move the vehicle.

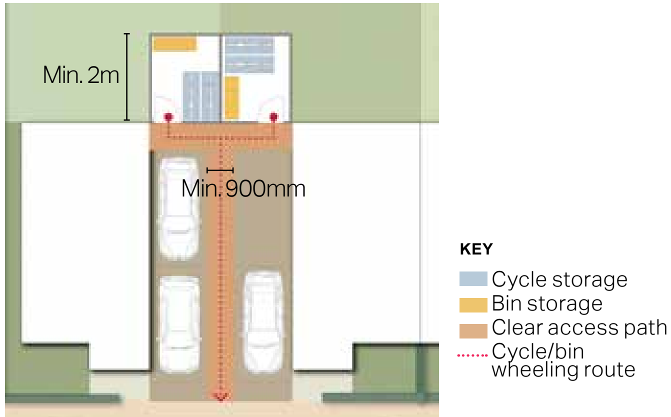


Figure 68: Indicative layout of a bicycle and bin storage area at the back of semi-detached properties.

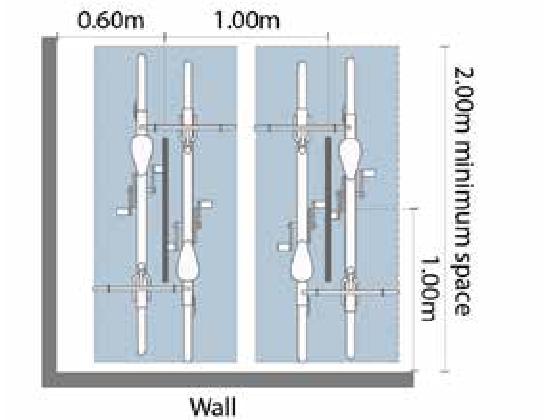


Figure 69: Sheffield cycle stands for visitors and cycle parking illustration.

3.5 Sustainability and eco-housing

3.5.1 Ecology and biodiversity

Biodiversity is fundamental to the health of ecosystems, the stability of the nature, and the well-being of the community, through providing a wide range of health benefits - pollination, nutrient cycling, water purification, soil fertility, carbon sequestration, climate regulation and more.

- New development should protect and enhance the existing habitats and biodiversity corridors. In particular, it should help increase movement between isolated populations and provide shelter from harsh weather. New wildlife corridors could be created by aligning back and front gardens.
- Gardens and boundary treatments should be designed to allow the movement of wildlife and provide habitat for local species. For that reason, rich vegetation is suggested, instead of continuous solid fencing.
- All areas of biodiversity that require further planting/ enhancement should be planted before start of construction.
- Existing mature trees and hedges should be preserved by incorporating them in the new landscape design. If removal is necessary, the loss of flora must be replaced elsewhere.
- New development must aim for minimum 10% biodiversity gain[14].
- To ensure resilience and increase visual interest, a variety of native tree species is preferred over a single one. Native trees should be present in any public open space, green or play area.

The success of tree planting is more likely to be achieved when it has been carefully planned to work in conjunction with all parts of any new development, parking, buildings, street lights etc.

14 BNG, https://www.gov.uk/guidance/understanding-biodiversity-net-gain

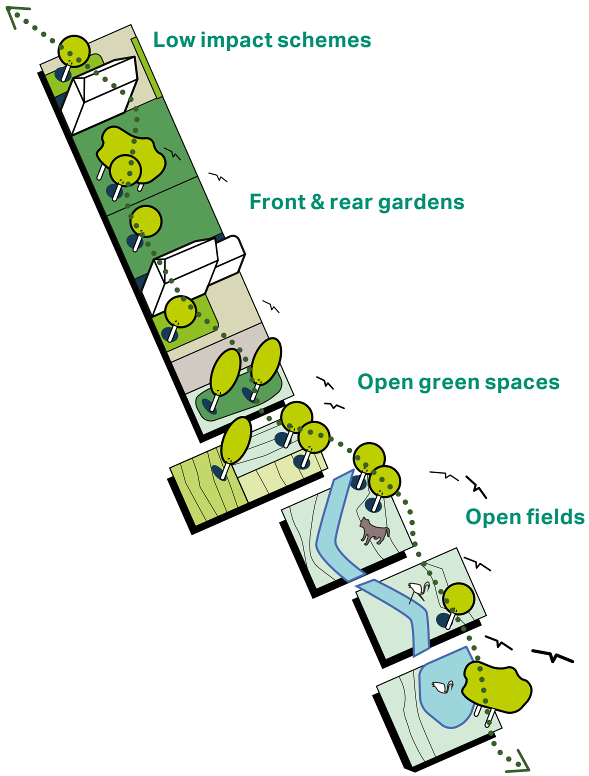


Figure 70: Diagram illustrating the green assets that can play a key role as wildlife corridors.

3.5.2 Water management

The road network can increase impervious surfaces and reduce the capacity of the ground to absorb runoff water. This in turn increases the risks of surface water flooding. Permeable paving offers a solution to maintain soil permeability while performing the function of conventional paving.

- Permeable paving should be considered where appropriate on footpaths, private access roads, driveways, car parking spaces (including on-street parking) and private access roads.
- The choice of permeable paving must be made depending on the local context. Common permeable driveways and access roads use unbound gravel and stone setts; however this should adhere to the local material palette.
- Continuous areas of a monotonous surface should be avoided. Instead, pavements can utilise materials of a similar colour but with different textures.
- Trees have the ability to absorb moisture and control the level of surface water. Therefore, planting should be integrated into the design wherever possible.

More guidelines on permeable paving and sustainable drainage are listed below:

- Sustainable Drainage Systems - non-statutory technical standards for sustainable drainage systems[15];
- The SuDS Manual (C753)[16];
- Guidance on the Permeable Surfacing of Front Gardens[17].

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15. Great Britain. Department for Environment, Food and Rural Affairs (2015). Sustainable drainage systems – non-statutory technical standards for sustainable drainage systems, https://assets.publishing.service.gov.uk/media/5a815646ed915d74e6231b43/sustainable-drainage-technical-standards.pdf
16. CIRIA (2015). The SuDS Manual (C753).
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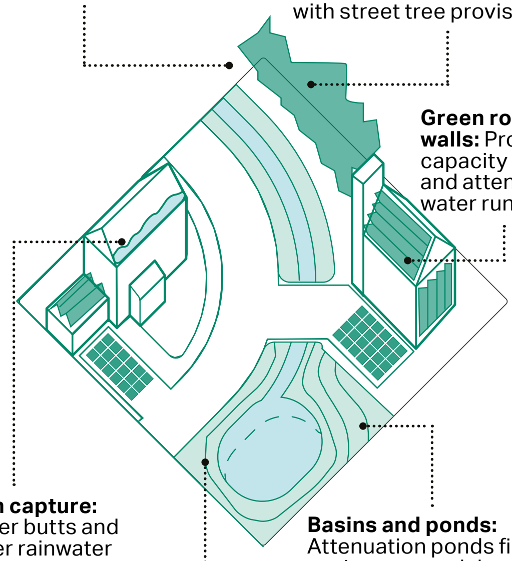


Figure 71: Example of water management strategies in a rural context, combining public space with private ownership.

3.5.3 Lifetime and adaptability

The Green and clean priority area of the West Northamptonshire Strategy[18] aims to achieve net zero by 2030, increase energy efficiency and electric charging, among other green strategies.

- New developments must meet sustainability standards expressed in the Strategy and have minimal impact on the surrounding natural environment by considering strategies illustrated in Figure 72.
- New and existing retrofits should utilise external renewable energy systems, EV charging ports and other add-ons, which should be incorporated into the exterior design having low visual impact.
- The design of the built environment should be inclusive of all users, addressing the needs of children, adults and elderly, and should account for the difficulties associated with disabilities.

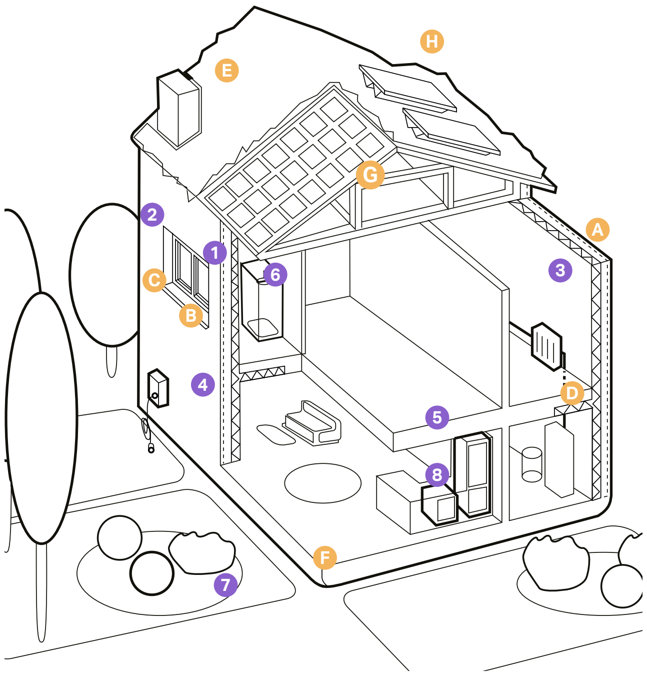


Figure 72: Diagram showing low-carbon homes in both existing and new build conditions.

1 **Insulation** in lofts and walls (cavity and solid)

2 **Double or triple glazing with shading** (e.g. blinds, curtains and trees outside)

3 **Low- carbon heating** with heat pumps or connections to heat network

4 **Draught proofing** of floors, windows and doors

5 **Highly energy-efficient appliances** (A++ or A+++ rating)

6 **Highly water-efficient devices** with low-flow taps, insulated tanks and thermostats

7 **Green space (e.g. gardens and trees)** that help reduce risks and impacts of flooding

8 **Flood resilience and resistance** with removable air back covers, treated wooden floors etc.

A **High levels of airtightness**

B **Triple glazed windows and external shading** especially on south and west faces

C **Low-carbon heating** plus no new homes on the gas grid by 2025

D **More fresh air** with mechanical ventilation, passive systems

E **Water management and cooling** more ambitious water efficiency standards, green roofs, rainwater harvesting

F **Flood resilience and resistance** e.g. raised floors and greening the garden space

G **Construction and site planning** timber frames, active travel etc.

H **Solar panels**

18 West Northamptonshire Strategy, https://www.westnorthants.gov.uk/corporate-plan/our-strategy

3.5.4 Energy efficiency

The climate emergency has created the need to decrease our carbon footprint towards net-zero by providing innovative solutions to the energy use of buildings, as buildings contribute almost half (46%) of carbon dioxide emissions in the UK.

- New developments should consider appropriate building orientation and location of window openings to maximise solar gain and passive cooling, which can improve energy efficiency and lower the need for heating and cooling.
- New development should aim to be oriented within 30° of due south for solar gain, solar panels and natural daylighting.
- New development should also consider local ground conditions to accommodate loops for ground source heat and space for air source heat pump units. Also, it should consider local wind speed and direction for micro-generation wind turbines.

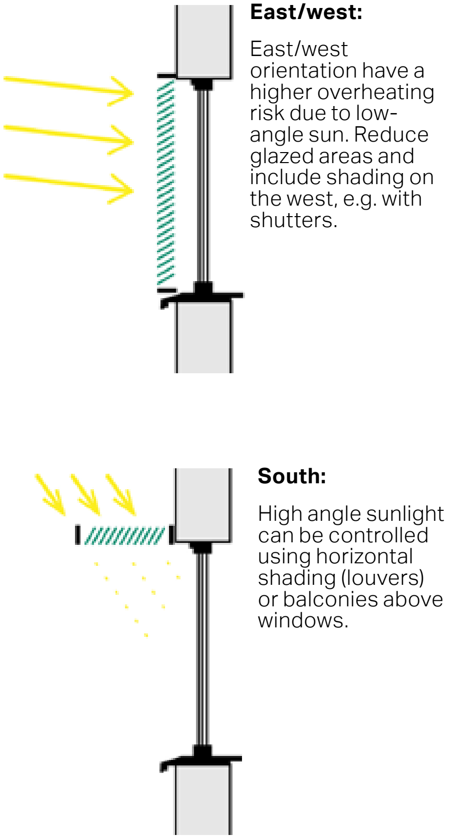
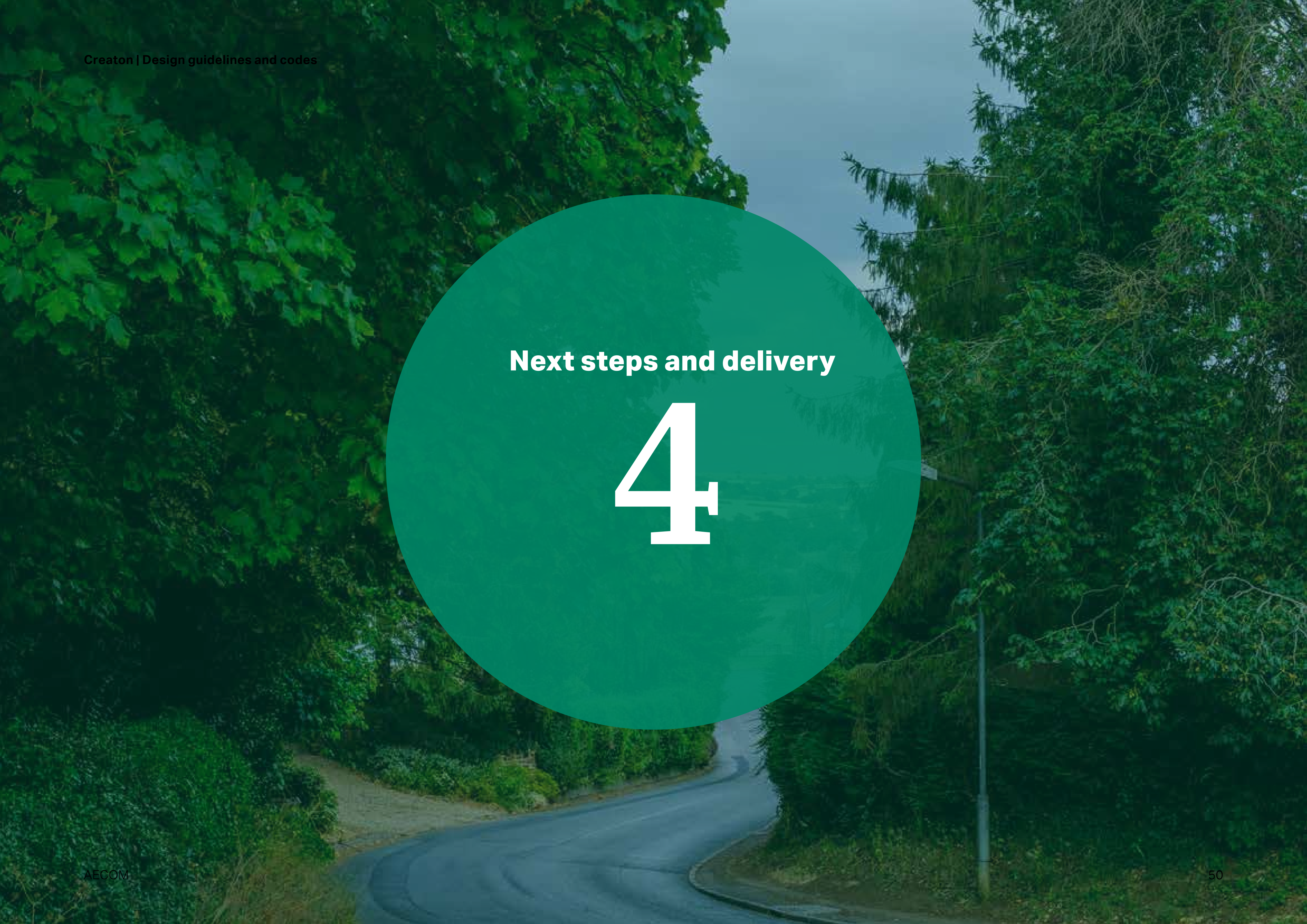


Figure 73: An illustrative diagram showing sustainable shading solutions appropriate to solar orientation.

3.5.5 Electric vehicle charging points

Given the move towards electric vehicles, every opportunity must be taken to integrate charging technologies into the fabric of streets.

- Provision of adequate new charging points and spaces, and retrofitting existing parking areas, could encourage more use of electric vehicles instead of petrol-based ones.
- Outdoor charging infrastructure should be integrated sensitively within streets, for example, by aligning with planting and street furniture. This is especially important within the Conservation Area.
- EV charge points could include protective bollards, or be mounted on a kerbed footway, to protect from damage.
- Where possible, electric vehicle charging points should be incorporated into on-plot parking in new developments. Charging points could be installed within car ports and garages.



Next steps and delivery

4

4. Next steps and delivery

This chapter explains the benefits of this report to different stakeholders, and how to use it in the future.

The design guidelines and codes in the previous chapter cannot cover all design eventualities, therefore it is important to consider individual design requirements and future local needs of Creaton.

This final section provides a table explaining how different stakeholders and professionals can benefit from this report.

The following pages contain a number of questions based on established good practice against which the design proposal should be evaluated.

Actors	How they will use the design guidelines
Applicants, developers, & landowners	As a guide to Creaton Parish Council expectations on design, allowing a degree of certainty – they will be expected to follow the Design Codes as planning consent is sought.
Local Planning Authority	As a reference point, embedded in policy, against which to assess planning applications. The Design Codes should be discussed with applicants during any pre-application discussions.
Parish Council	As a guide when commenting on planning applications, ensuring that the Design Codes are complied with.
Community organisations	As a tool to promote community-backed development and to inform comments on planning applications.
Statutory consultees	As a reference point when commenting on planning applications.

1

General design guidelines for new development:

- Integrate with existing paths, streets, circulation networks and patterns of activity;
- Reinforce or enhance the established settlement character of streets, greens, and other spaces;
- Harmonise and enhance existing settlement in terms of physical form, architecture and land use;
- Relate well to local topography and landscape features, including prominent ridge lines and long-distance views;
- Reflect, respect, and reinforce local architecture and historic distinctiveness;
- Retain and incorporate important existing features into the development;
- Respect surrounding buildings in terms of scale, height, form and massing;
- Adopt contextually appropriate materials and details;
- Provide adequate open space for the development in terms of both quantity and quality;
- Incorporate necessary services and drainage infrastructure without causing unacceptable harm to retained features;
- Ensure all components e.g. buildings, landscapes, access routes, parking and open space are well related to each other;
- Positively integrate energy efficient technologies;
- Make sufficient provision for sustainable waste management (including facilities for kerbside collection, waste separation, and minimisation where appropriate) without adverse impact on the street scene, the local landscape or the amenities of neighbours;
- Ensure that places are designed with management, maintenance and the upkeep of utilities in mind; and
- Seek to implement passive environmental design principles by, firstly, considering how the site layout can optimise beneficial solar gain and reduce energy demands (e.g. insulation), before specification of energy efficient building services and finally incorporate renewable energy sources.

2

Street grid and layout:

- Does it favour accessibility and connectivity? If not, why?
- Do the new points of access and street layout have regard for all users of the development; in particular pedestrians, cyclists and those with disabilities?
- What are the essential characteristics of the existing street pattern; are these reflected in the proposal?
- How will the new design or extension integrate with the existing street arrangement?
- Are the new points of access appropriate in terms of patterns of movement?
- Do the points of access conform to the statutory technical requirements?

3

Local green spaces, views and character:

- What are the particular characteristics of this area which have been taken into account in the design; i.e. what are the landscape qualities of the area?
- Does the proposal maintain or enhance any identified views or views in general?
- How does the proposal affect the trees on or adjacent to the site?
- Can trees be used to provide natural shading from unwanted solar gain? i.e. deciduous trees can limit solar gains in summer, while maximising them in winter.
- Has the proposal been considered within its wider physical context?
- Has the impact on the landscape quality of the area been taken into account?
- In rural locations, has the impact of the development on the tranquility of the area been fully considered?
- How does the proposal impact on existing views which are important to the area and how are these views incorporated in the design?
- Can any new views be created?
- Is there adequate amenity space, including gardens, for development?
- Does the new development respect and enhance existing amenity space?
- Will any communal amenity space be created? If so, how this will be used by the new owners and how will it be managed?

3 (continued)

Local green spaces, views and character:

- Have opportunities for enhancing existing amenity spaces been explored?
- Are measures included to increase biodiversity and have any opportunities to increase biodiversity in the area been taken?
- Can green space be used for natural flood prevention e.g. permeable landscaping, swales etc.?
- Can water bodies be used to provide evaporative cooling?
- Is there space to consider a ground source heat pump array, either horizontal ground loop or borehole (if excavation is required)?

4

Gateway and access features:

- What is the arrival point, how is it designed?
- Does the proposal maintain or enhance the existing gaps between settlements?
- Does the proposal affect or change the setting of a listed building?
- Is the landscaping to be hard or soft?

5

Building layout and grouping:

- What are the typical groupings of buildings?
- How have the existing groupings been reflected in the proposal?
- Are proposed groups of buildings offering variety and texture to the townscape?
- What effect would the proposal have on the streetscape?
- Does the proposal maintain the character of dwelling clusters?
- Does the proposal overlook any adjacent properties or gardens? How is this mitigated?

5 (continued)

Building layout and grouping:

- Subject to topography and the clustering of existing buildings, are new buildings orientated to incorporate passive solar design principles, with, for example, one of the main glazed elevations within 30° due south, whilst also minimising overheating risk?
- Can buildings with complementary energy profiles be clustered together such that a communal low carbon energy source could be used to supply multiple buildings that might require energy at different times of day or night? This is to reduce peak loads. And/or can waste heat from one building be extracted to provide cooling to that building as well as heat to another building?

6

Building line and boundary treatment:

- What are the characteristics of the building line?
- How has the building line been respected in the proposals?
- Has the appropriateness of the boundary treatments been considered in the context of the site?

7

Building heights and roofline:

- What are the characteristics of the roofline?
- Have the proposals paid careful attention to height, form, massing and scale?
- If a higher-than-average building(s) is proposed, what would be the reason for making the development higher?
- Will the roof structure be capable of supporting a photovoltaic or solar thermal array either now, or in the future?
- Will the inclusion of roof mounted renewable technologies be an issue from a visual or planning perspective? If so, can they be screened from view, being careful not to cause over shading?

8

Household extensions:

- Does the proposed design respect the character of the area and the immediate neighbourhood, and does it have an adverse impact on neighbouring properties in relation to privacy, overbearing or overshadowing impact?
- Is the roof form of the extension appropriate to the original dwelling (considering angle of pitch)?
- Do the proposed materials match or work in harmony with those of the existing dwelling?
- In case of side extensions, does it retain important gaps within the street scene and avoid a 'terracing effect'?
- Are there any proposed dormer roof extensions set within the roof slope?
- Does the proposed extension respond to the existing pattern of window and door openings?
- Is the side extension set back from the front of the house?
- Does the extension offer the opportunity to retrofit energy efficiency measures to the existing building?
- Can any materials be re-used in situ to reduce waste and embodied carbon?

9

Building materials and surface treatment:

- What is the distinctive material in the area?
- Does the proposed material harmonise with the local materials?
- Does the proposal use high-quality materials?
- Have the details of the windows, doors, eaves and roof details been addressed in the context of the overall design?
- Does the new proposed materials respect or enhance the existing area or adversely change its character?
- Are recycled materials, or those with high recycled content proposed?

9 (continued)

Building materials and surface treatment:

- Has the embodied carbon of the materials been considered and are there options which can reduce the embodied carbon of the design? For example, wood structures and concrete alternatives.
- Can the proposed materials be locally and/or responsibly sourced? E.g. FSC timber, or certified under BES 6001, ISO 14001 Environmental Management Systems?

10

Car parking:

- What parking solutions have been considered?
- Are the car spaces located and arranged in a way that is not dominant or detrimental to the sense of place?
- Has planting been considered to soften the presence of cars?
- Does the proposed car parking compromise the amenity of adjoining properties?
- Have the needs of wheelchair users been considered?
- Are electric vehicle charging points provided?
- Can secure cycle storage be provided at an individual building level or through a central/ communal facility where appropriate?
- If covered car ports or cycle storage is included, can it incorporate roof mounted photovoltaic panels or a biodiverse roof in its design?

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APPENDIX 3: EVIDENCE BASE FOR LOCAL GREEN SPACE DESIGNATIONS

The Green, Creaton	
General description	Picturesque and tranquil open space; managed grass, mature trees, etc. on a sloping site in the centre of the village. Crossed and bounded by a network of paths and roads established (and worn into hollow ways) over many centuries through use by local people. Surrounded by clusters of locally- and nationally-important buildings (cottages and grander houses).
Special to the community	Very high: defines the village's character. Location of the main village sign
Proximity	Centre of village
Beauty	High; views (where?)
Tranquillity	High (only light traffic on roads)
Public access status, ownership, etc.	Open access, PRoWs and Highways. Is any of the site as mapped *privately owned*? [who owns and manages it?]
Recreational value	Provides a focal point for village activities and contributes to the amenity of the village as a peaceful green space [what events?] [are there any seats?]
Historic significance	An important historic landscape feature of the village, acting as a focal point. It represents how the village developed from the medieval period or earlier, when access to common land was an important factor in the local subsistence economy. The essential *setting* for a number of Listed Buildings.
Wildlife significance	Moderate: mature trees, surrounding gardens. Birds, mammals (bat foraging area).

View from north side, looking up

View from west corner

Eastward view from top, summer

Creaton Recreation Ground	
General description	A tractor and cutting equipment was purchased together with a set of goal posts. The playing field as we now know it was born. Over the years swings, a see-saw, slide and basketball hoop have been added. In acknowledgement of the needs of the teenagers in the village, a skateboard half-pipe was purchased in 1997 and has proved extremely popular. The field is mowed weekly during the summer by a rota of mowers and occasional work parties tend to the painting of goal posts, strimming the edges and fence maintenance.
Special to the community	Very high- evidence
Proximity	Immediately adjacent to the settlement boundary
Beauty	Views east into the rolling hills
Tranquillity	Moderate
Public access status, ownership, etc.	Always open. Registered Charity no: 1085011 (April 2000) [Community-owned or Parish Council?]

Recreational value	Very high: pitches and other playing areas, children’s play equipment, skateboarding … etc The field is mowed weekly during the summer by a rota of mowers and occasional work parties tend to the painting of goal posts, strimming the edges and fence maintenance.
Historic significance	? Creaton Playing Fields Association was formed in 1980 in order to provide recreational facilities for the village, and in particular its children. Initially no land was available until 1985 when Captain John McDonald-Buchanan of Cottesbrooke Estate kindly granted a lease to the Association at a peppercorn rent. The field has been developed over the years as a result of hard work and the availability of funds. The original members of the Association were responsible for the backbreaking work of clearing the field of stones, levelling and seeding the grass.
Wildlife significance	Moderate
 General view from entrance	 Play equipment
 Football pitch	 Community wildflower meadow adjoining the LGS, 2023

St Michael and All Angels churchyard, Great Creaton	
General description	Small churchyard on a hillside site surrounding an important (12^{th}, 18^{th} and 19^{th} century structures and furnishings). Lychgate, yew trees, seating, headstones.
Special to the community	Very high: community's appreciation of its history and significance; still provides setting for community activities and events.
Proximity	Village centre
Beauty	Intrinsic beauty, and extensive views east and southeast
Tranquillity	Very high
Public access status, ownership, etc.	Open at all times. Peterborough Diocese, Brixworth Deanery, Uplands group of parishes
Recreational value	Moderate: serves as a small informal 'park' for quiet contemplation. Community involvement in management (maintenance and wildlife enhancements) gives opportunities for social activities.
Historic significance	Very high (statutory protection). Setting for Grade II* Listed church. Elevated and commanding site probably of religious significance since pre-Christian era; present church dates from 12^{th} century. Headstones from late 17^{th} century – genealogical interest.
Wildlife significance	Locally high. Mature deciduous and coniferous trees, shrubs, mown and rough grass, church tower, etc. all provide habitat for a number of species (birds – 7 BAP species including swift, spotted flycatcher etc. – bats

Churchyard and church from the north

Lych gate, 1930s

Conservation Area
Creaton has a Conservation Area that takes in much of the centre of the village and some of the surrounding countryside. (see map)

Listed Buildings
Creaton has seven listed buildings and monuments:

- Creaton Memorial Cross: Grade II
- 10 and 12, The Green: Grade II
- Morningside Cottage, High Street: Grade II
- The Orchard Manor, The Jetty: Grade II
- The Dial House, High Street: Grade II
- The Manor House, The Green: Grade II
- Church of St Michael & All Angels: Grade II*

Local heritage Assets
In addition to these that are Listed, there are a number of buildings in the village that are of importance regarding heritage and their place in the story of Creaton should be acknowledged.

Highgate House, Welford Road* Built in 1663 as a farm house but became an inn when the road became a turnpike on the route between London and York. Perhaps the most famous inhabitant was the Rev Thomas Jones, a fiery Welshman who came to Creaton in 1785. His preaching filled the church and he set up the first Sunday School in the county. Community value: Functions as a Christian conference centre and contributes to the local economy	
Creaton Grange, Grooms Lane* Creaton Grange is a three-storey ironstone farmhouse with a slate roof. It has a wooden door surround with classic entablature and an arched canopy. The building is situated at the northeast edge of the medieval settlement earthworks of Little Creaton and therefore, may have earlier origins. There was certainly a house here in 1539, the 2nd year of the reign of Elizabeth I, but as there are no deeds of that date, the size and shape are not known. Three generations on, during Queen Anne's reign, the front was rebuilt we see it today - the southeast gable has W.B.1712 on it – William Brown. The house has several unusual features, such as signs of a staircase inside two cupboards, some very old glass in a window that is definitely late Elizabethan or Jacobean and a pantry that may have originally been an inglenook.	

Willow Brooke House, Grooms Lane*

Willow Brooke House (formerly Ann's Cottage) is a cob-built cottage with a thatched roof with a later extension constructed in brick and tile. The earlier building may date to the 16th century; a date stone set into the hearth records a date of 1540. Evidence of the original layout of the house came to light during renovation at the turn of the 21st century, and re-thatching showing that it had two rooms on each floor, a chimney stack at each end and a ladder staircase in one corner.
The walls are of mud and straw built on 'foundation stones' only a few inches below the ground. When the thatch was replaced in 1995 it was discovered that the cottage had two thatches one on top of the other. The inner thatch, which is still in place, is very old and fixed to an 'A' frame of rough untrimmed tree limbs.
This is one of only two remaining thatched cottages in Creaton and is important due to the vernacular structure of the earlier part of the building.

The Old Bakery, High Street*

The buildings comprise a three-storey house built in ironstone dating to c. 1824. Adjoining it on the northeast side is a single-storey building that may date to the mid-17th century which includes an entrance wide enough for a horse and cart. The buildings are important for their link to a former use and the contribution they make to the historic street scene along

Brixworth Road and rounding the corner into High Street	
Home Farm, Brixworth Road* Home Farm is an 18th century ironstone farmhouse of three bays with a slate roof and a polychrome brick chimney. It has a central arched doorway with a solid panelled door and a fan light above. Either side of this there are sash windows and a further three sash windows on the first floor with stone flat arched lintels. It has a decorative brick dentil course below the eaves. The building has retained much of its historic detailing. It stands in a slightly elevated position and, along with the prominent stone wall to the front, it contributes to the view on the approach to the conservation area along Brixworth Road	
The Manse, High Street* The Manse and associated outbuildings to the rear, was built in c1820 and was associated with the adjacent United Reform Church. It is an imposing three-storeyed building that draws the eye as the High Street is approached from Violet Lane. It is built of brick and has a chequered brickwork front elevation. It is a good example of its type that retains many of its original external features and contributes to the historic street scene along High Street.	

Woodbine Cottage, High Street* Woodbine Cottage, a polychrome brick cottage with a Welsh slate roof and ashlar gable parapets. The steep pitch of the roof suggests it may have been thatched at one time. It is situated between Morningside Cottage and Dial House, both Grade II listed buildings and, therefore, makes a positive contribution to their setting and the overall street scene.	
18 The Green* 18 The Green is the only surviving thatched building within the conservation area. It probably dates to the 18th century. It is an important member of the group of historic buildings at this end of The Green, which also includes 8, 10 and 12 (Grade II Listed, and 16 and 18, and makes an important contribution to views of this group of buildings.	
Nos 7-11 The Green* Nos. 7-11 The Green, a row of three single-storey alms houses built in 1899. The row was originally built as six smaller properties. They display some characteristics of the Arts and Crafts movement with their stone mullion windows, mock-Tudor timber frames in four of the gables facing The Green, and their large chimney stacks. Gaps between the front gables have been infilled to form entrance porches. Other than that they have retained much of their original form and fabric. They	

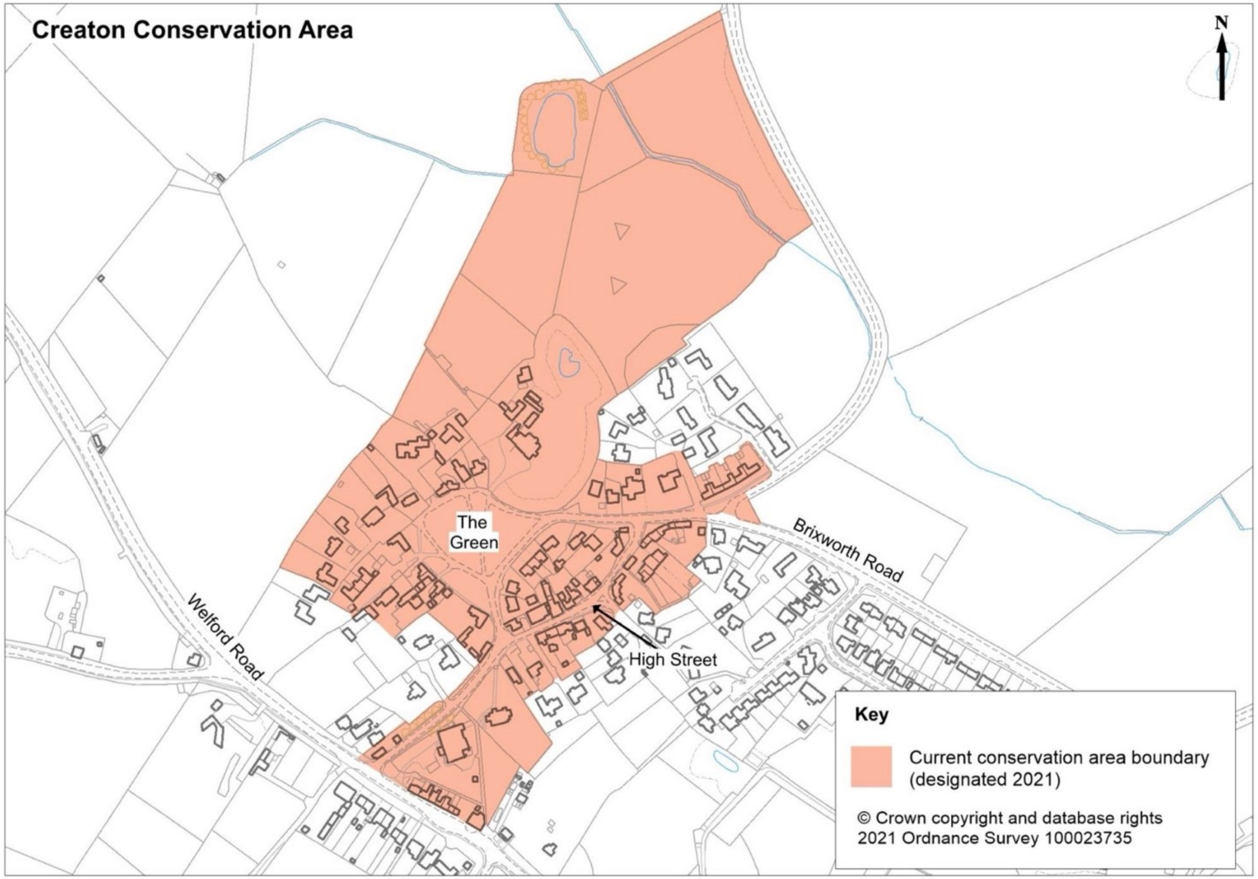
make a positive contribution to the historic character of the conservation area and enhance views of The Green. Their single storey height enables long views from The Green over their slate roofs towards the countryside to the east of the village.	
College Farm, The Green* College Farm is an 'L'-shaped farmhouse built of ironstone with a slate roof and three brick chimney stacks. It probably dates to the 18th century and takes its name from that fact that it was part of the Queen's College Estate. It is an important building in the grouping of buildings around the edge of The Green and contributes to the overall historic character of The Green.	
Creaton House, The Green* Creaton House is an 18th century two-storey, three bay house built from coursed ironstone with a slate roof. It is L-shaped in plan, the rear wing having been demolished in the 1950s. The front elevation has a central doorway with casement windows either side. There are three casement windows on the first floor and above the central window there is a gabled dormer with kneelers and a small casement window. The larger scale, the detailing of the building and its elevated position gives the impression of a higher status building than many others around the edge of The Green and it therefore contributes to the visual interest, variety and historic character of the area.	

Original School Building* The original school room of Great Creaton Primary School was built in 1844. It is a single storey building of red brick with a slate roof. The northeast facing gable end of the building has three large rectangular sash windows with a continuous stone lintel across the width of the building and stone sills. Either side of the windows there is a single brick buttress. Later school buildings have been constructed adjacent to the school room on the remaining three sides but the building, especially the north-east gable end, is visible from the footpath between Violet Lane and Welford Road. As such it contributes to the historic character of this part of the conservation area.	 
Court House, Court House Close* Court House, 4 Court House Close, is a large, three-storey ironstone building, formerly a farmhouse with associated outbuildings that have since been demolished. It may date to the 18th century. It is a good example of a typical farmhouse to be found in Creaton in terms of its scale and use of materials and reflects a time when farms were situated within the village rather than in isolation within their land holding. The building gets its name from the fact that an indoor tennis court was built adjacent to the house in the late 19th century. The tennis court no longer exists.	

Ridge & Furrow Of historical importance, there are a few fields of Ridge and Furrow. This method of farming was commonplace before the Enclosure which took place in Creaton in 1782/83. Since then, these few exemplar fields have been left as pasture, protecting the record of previous activity.	  

*Content taken from Creaton Conservation Area Appraisal and Management Plan, published in 2021 by Daventry District Council.

Local Heritage Assets



CREATON

NEIGHBOURHOOD PLAN REVIEW

COMMUNITY ENGAGEMENT DROP-IN EVENT

25 APRIL 2026

CONSULTATION ANALYSIS

1. Background

Project Brief

Creaton Parish Council, through its Neighbourhood Plan Advisory Committee, organised an open event at the URC on 10 January 2026 (10:00 am – 12:30 pm) to share the emerging policies in the Neighbourhood Plan with those who live and work in the Parish.

The aim of this event was to see whether or not the local community supported the emerging policies – including ones on housing, Local Green Space and environment, community facilities and design.

Publicity

The drop-in event was promoted in a variety of ways:

- The event was advertised through posters placed throughout the parish. And in the village magazine
- Social media was used to promote the event.
- The event was advertised on the Parish Council website..

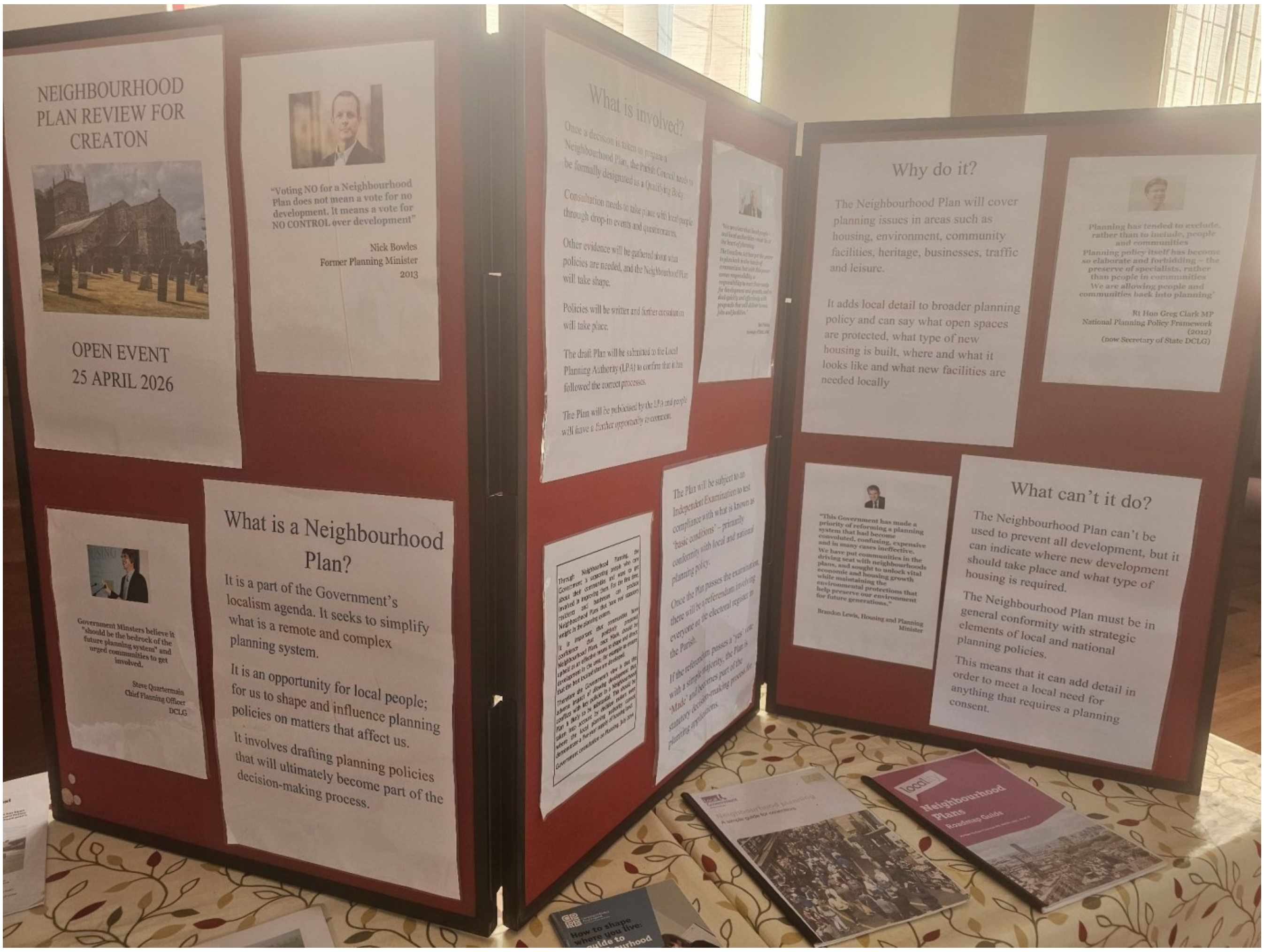
List of attendees

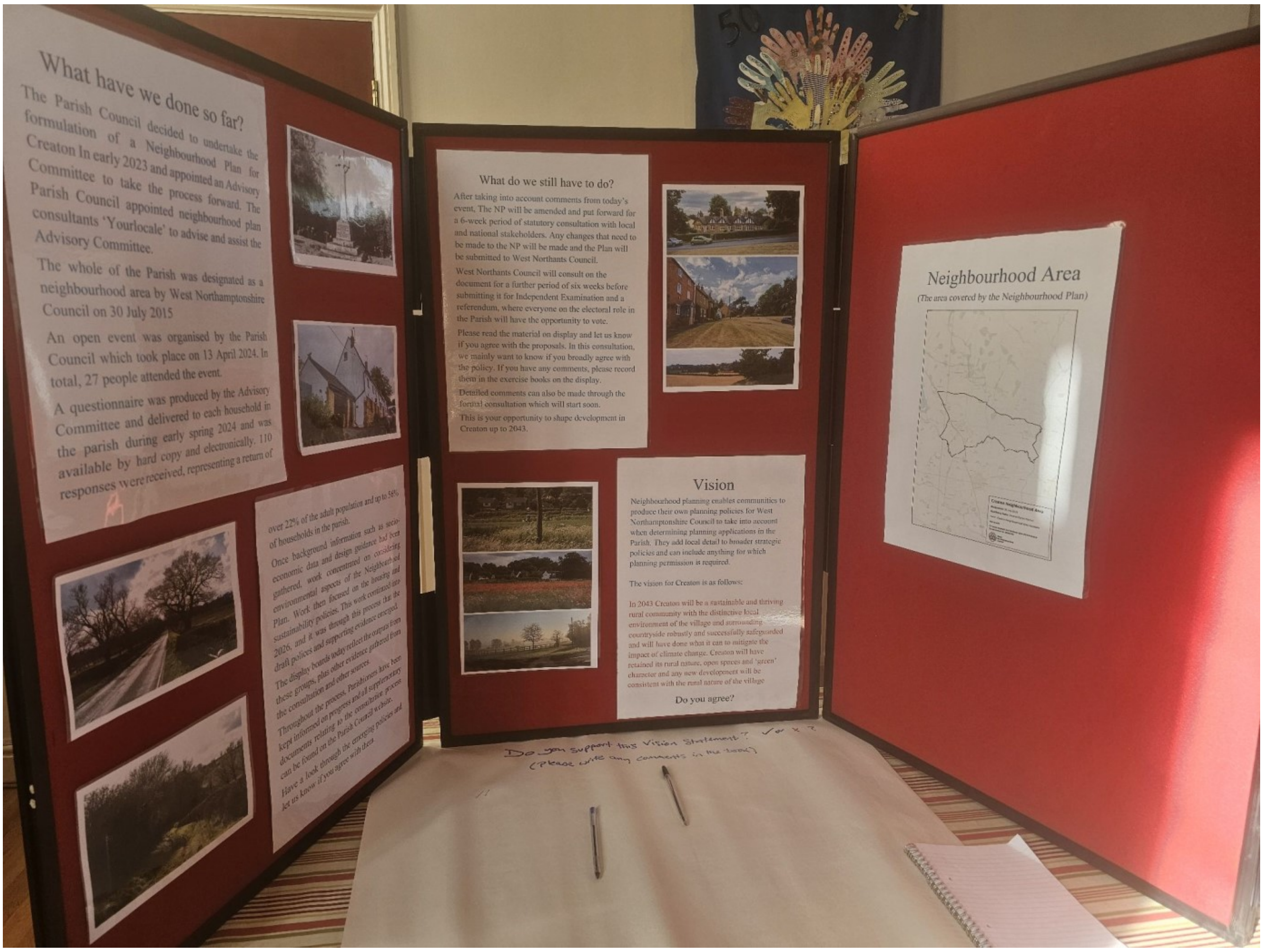
A list of attendees is available separately. A total of 25 residents attended the event.

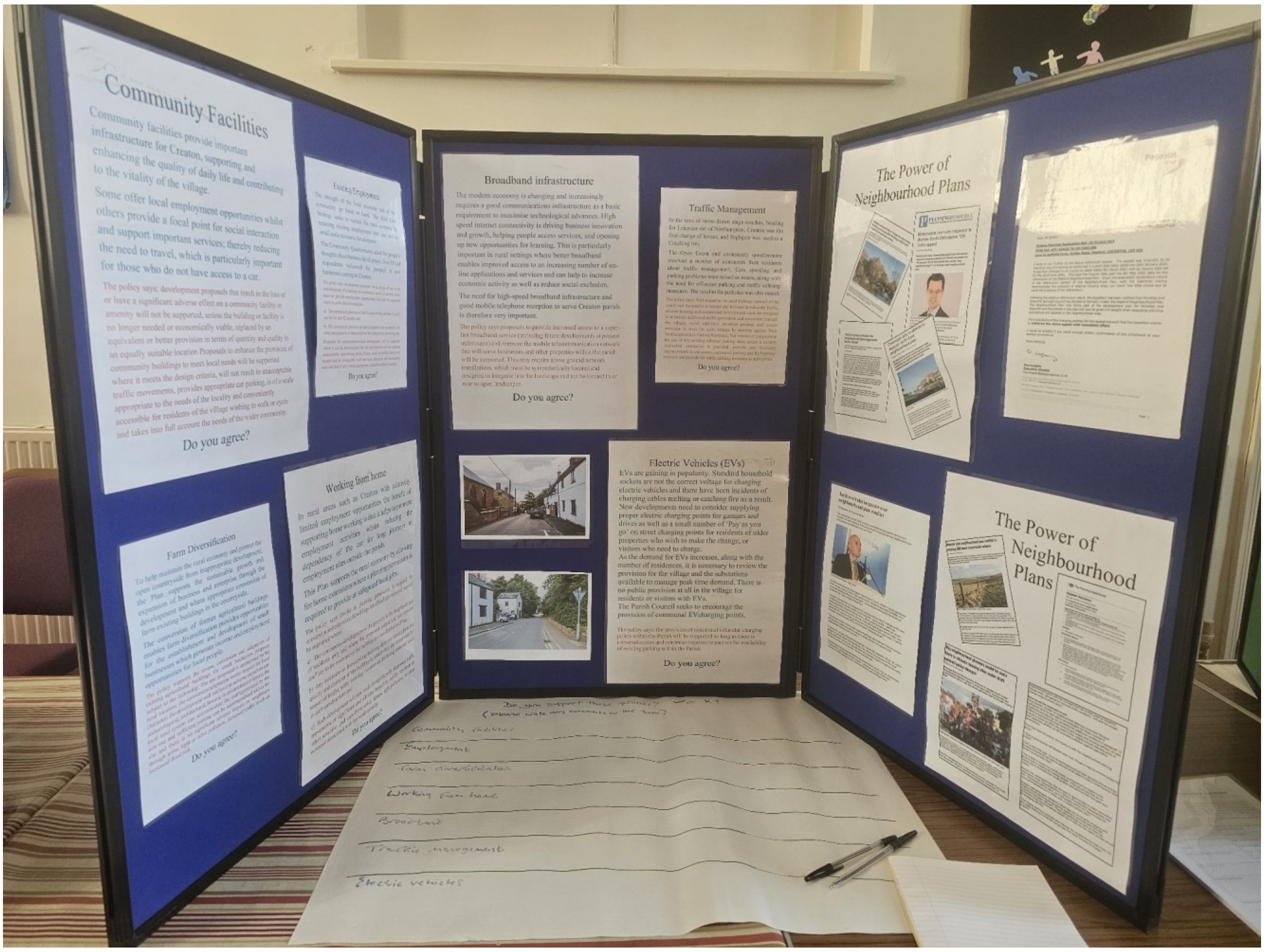
2. Format of Event

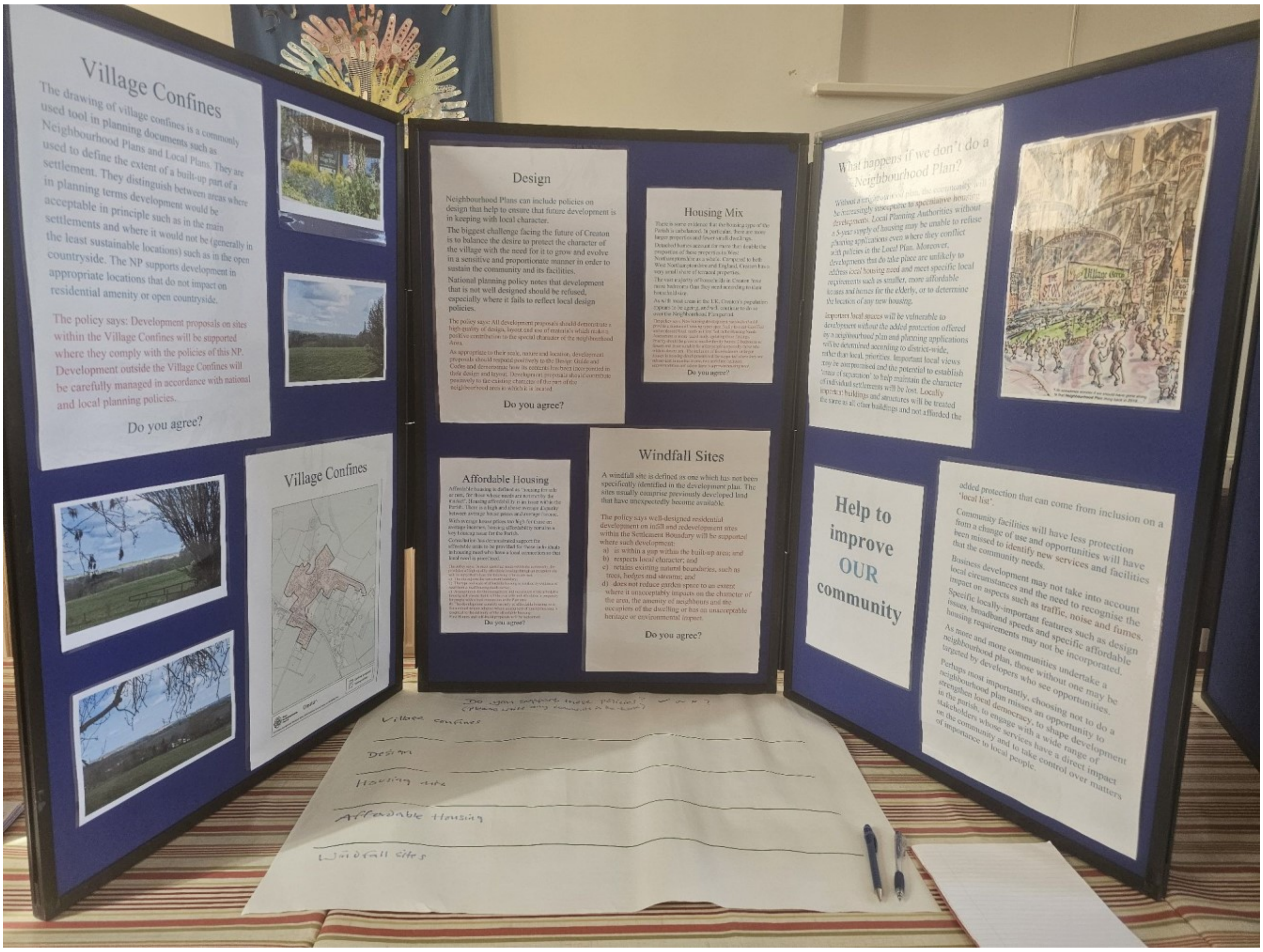
Sign in	Members of the Advisory Committee welcomed attendees on arrival and recorded attendance. Arrangements for the Open Event were explained.
Background	The first displays introduced Neighbourhood Planning and described the process and what has been undertaken to date. Copies of documents describing the Neighbourhood Plan process were available to read as were copies of the design guide, housing needs assessment and other relevant material including appendices.
Consultation on key issues	A series of display boards were spread across the room, each of which focussed on the emerging policies within the draft Neighbourhood Plan Review – including: • Housing –housing mix, design, affordable housing, windfall; • Environment –Local Green Space and other environmental protections including important views; • Employment and Community Facilities. Having read the displays, attendees were asked to indicate their support for the policy. General comments were welcomed, and books were available to record people's views, but people were directed to the upcoming pre-submission consultation for expressing detailed observations so that the comments could be formally recorded and responded to.

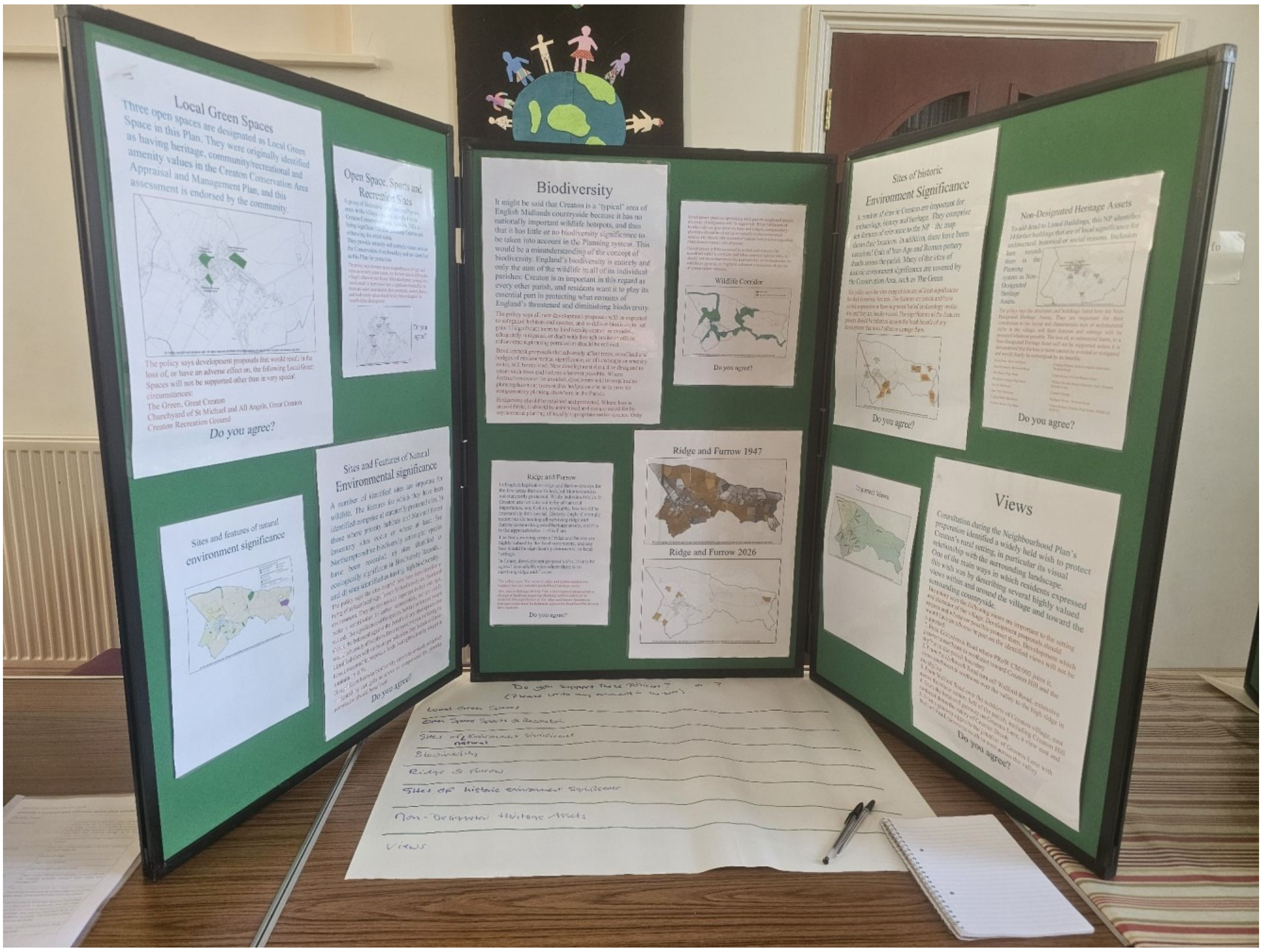
The following pages show the neighbourhood plan review display boards detailing the emerging policies.

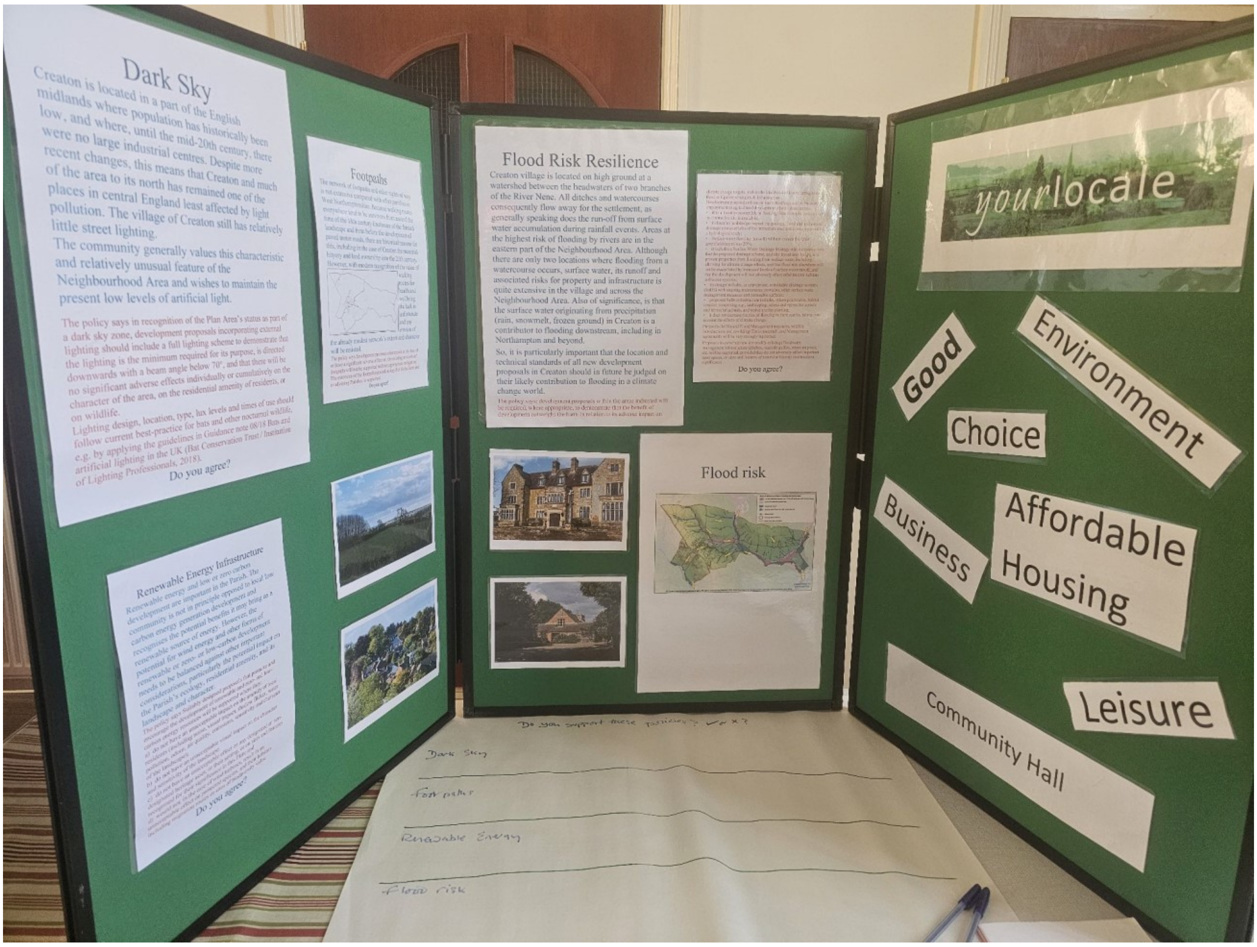

NEIGHBOURHOOD PLAN REVIEW FOR CREATON
OPEN EVENT 25 APRIL 2026
What is a Neighbourhood Plan?
It is a part of the Government's localism agenda. It seeks to simplify what is a remote and complex planning system.
It is an opportunity for local people; for us to shape and influence planning policies on matters that affect us.
It involves drafting planning policies that will ultimately become part of the decision-making process.
What is involved?
Why do it?
What can't it do?


What have we done so far?
What do we still have to do?
Vision
Neighbourhood Area
(The area covered by the Neighbourhood Plan)


Community Facilities
Farm Diversification
Working from home
Broadband infrastructure
Traffic Management
Electric Vehicles (EVs)
The Power of Neighbourhood Plans
The Power of Neighbourhood Plans
Do you agree?


Village Confines
Village Confines
Design
Housing Mix
Affordable Housing
Windfall Sites
What happens if we don't do a Neighbourhood Plan?
Help to improve OUR community
Do you agree?


Local Green Spaces
Open Space, Sports and Recreation Sites
Sites and features of natural environment significance
Sites and Features of Natural Environmental significance
Biodiversity
Wildlife Corridor
Ridge and Furrow
Ridge and Furrow 1947
Ridge and Furrow 2026
Sites of historic Environment Significance
Non-Designated Heritage Assets
Views
Do you agree?


Dark Sky
Footpaths
Renewable Energy Infrastructure
Flood Risk Resilience
Flood risk
Do you agree?
yourlocale
Good
Environment
Choice
Business
Affordable Housing
Leisure
Community Hall

3. Consultation findings

The policies on display and the support expressed for each are as follows:

Vision

- 15 yes 0 no

Comments

- ‘Creaton will have retained its rural nature’ – if the proposal for 42 new houses go ahead along the A1599 I fear it will look like the outskirts of Northampton – not rural.
- Would love to see more acknowledgement that a village also supports businesses which operate and employ locally, reducing climate impact.
- I’m unsure how new development will ensure Creaton will retain its ‘distinctive local environment’. How is the vision explicitly upholding this to account?
- Need to ensure ‘sustainable’ means younger families can afford to live here – not an enclave for the wealthy and elderly only.
- Assuming the development of more housing and retaining the ‘sustainability’ and other sought after aspects of the village as it stands at present and accepting the need for more housing, how can the impact of larger housing developments not cause a great change to the nature of a very rural village?
- I believe more housing will impact the village negatively. Adding forty plus houses on the already packed roads will not bode well.
- The village demographic is getting older and older and as a result the village will ‘die’ within a generation if we don’t have affordable housing fr young couples with families.
- Agree with the above comment! New blood needed to ensure the village remains vibrant!

Housing

- Village Confines 13 yes, 2 no
- Windfall 11 yes, 1 no
- Housing Mix 12 yes, 0 no
- Affordable Housing 13 yes, 0 no
- Design 11 yes, 0 no

Comments

- Affordable Housing for local families to prevent the village from drifting into a community without a mix of young people from a cross section of the Parish.

Employment and Facilities

- Community facilities 15 yes 0 no
- Broadband 14yes, 0 no
- Employment 16 yes, 0 no
- Farm Diversification 17 yes 0 no
- Working from Home 11 yes 0 no
- Traffic Management 14 yes 0 no
- Electric Vehicles 15 yes 0 no

Comments

- Explicit emphasis on vernacular design to ensure village identity maintained.
- Do not build on gardens unless exceptionally large.

Environment

- Loal Green Spaces 14 yes, 0 no
- Open Spaces Sports and Recreation Sites 15 yes, 0 no
- Ridge and Furrow 12 yes, 0 no
- Sites of Natural Environmental Significance 13 yes, 0 no
- Biodiversity 13 yes, 0 no
- Footpaths 18 yes 0 no
- Sites of Historic Environment Significance 12 yes, 0 no
- Non-Designated Heritage Assets 13 yes, 0 no
- Important Views 13 yes 0 no
- Flood Risk 17 yes, 0 no

- Dark Sky 18 yes 0 no
- Renewable Energy 12 yes 1 no

Comments

- What would constitute ‘very special circumstances’ for losing green spaces?
- Open space protection – very dependent on volunteers and the goodwill of landowners.
- Please maintain the policy of dark skies and low level of street lighting.

Summary

This was a well-attended and engaging event where people had the opportunity to see the draft policies and to ask questions of those who have drafted the Plan.

People stayed for a long time to read and consider each policy area. There was strong support for each policy – often unanimous support. Comments made will be taken into account.

Images from the events are as follows:


CREATON
OPEN EVENT
25 APRIL 2026