



## **West Northamptonshire Joint Strategic Planning Committee**

Your attendance is requested at a meeting to be held at the Towcester on Monday, 6 July 2009 at 6:00 pm.

**D. Kennedy**  
**Chief Executive**

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### **Agenda**

1. APPOINTMENT OF CHAIRMAN
2. APPOINTMENT OF VICE- CHAIRMAN
3. APOLOGIES FOR ABSENCE
4. MINUTES OF THE MEETING HELD ON 21 APRIL 2009  
(Copy attached)
5. DECLARATIONS OF INTEREST
  - Personal
  - Prejudicial
6. MATTERS OF URGENCY  
To consider any issues that the Chairman is of the opinion are Matters of Urgency.
7. EMERGENT JOINT CORE STRATEGY  
(Copy attached)
8. FINANCE AND PROCUREMENT PROTOCOL  
(Copy attached)
9. THE CHAIRMAN TO MOVE:  
"THAT THE PUBLIC BE EXCLUDED FROM THE REMAINDER OF THE MEETING ON THE GROUNDS THAT THERE IS LIKELY TO BE DISCLOSURE TO THEM OF SUCH CATEGORIES OF EXEMPT INFORMATION AS DEFINED BY SECTION 100(1) OF THE LOCAL GOVERNMENT ACT 1972 AS ARE LISTED AGAINST SUCH ITEM OR ITEMS OF BUSINESS BY REFERENCE TO THE APPROPRIATE PARAGRAPH OF SCHEDULE 12A TO SUCH ACT."



# Agenda Item 4

## WEST NORTHAMPTONSHIRE JOINT STRATEGIC PLANNING COMMITTEE

Tuesday, 21 April 2009

**PRESENT:** Councillor Tony Woods (Chair); Councillor Chris Millar (Deputy Chair); Councillors Wendy Amos, Richard Church, Stephen Clarke, Keith Davies, Jane Hollis, Chris Over, Andre Gonzales de Savage, Ben Smith, John Townsend, Paul Varnsberry and Mr David Dickinson.

### 1. APOLOGIES FOR ABSENCE

Apologies were received from Councillors Sandra Barnes, Jim Bass, Daniel Cribbin and Ken Melling.

### 2. MINUTES OF THE MEETING HELD ON 17 FEBRUARY 2009

The minutes of the meeting of the Joint Planning Committee held on 17 February 2009 were signed by the Chair.

### 3. DECLARATIONS OF INTEREST

1. Councillors Church, Miller, Smith and Woods declared personal interests in Item 5, "Working Draft Spatial Portrait, Vision and Objectives", insofar as the discussion might relate to the WNDC, as Board members of that organisation.
2. That Mr D Dickinson declared a personal interest in Item 5, "Working Draft Spatial Portrait, Vision and Objectives", insofar as the discussion might involve WNDC of which he was an employee.
3. Councillor Over declared a personal interest in Item 5, "Working Draft Spatial Portrait, Vision and Objectives", insofar as the discussion might relate to the ICON Board of which he was a member.
4. County Councillor De Savage declared a personal interest in Item 5, "Working Draft Spatial Portrait, Vision and Objectives", insofar as any discussion might relate to the Groundworks Trust of which he was a member.
5. County Councillor Smith declared a personal interest in Item 5, "Working Draft Spatial Portrait, Vision and Objectives", insofar as any discussion may relate to the Anglian Flood Defence Board of which he was a member.

### 4. MATTERS OF URGENCY

None.

### 5. WORKING DRAFT SPATIAL PORTRAIT, VISION AND OBJECTIVES

The Interim Head of the JPU submitted a report that sought approval to use the Spatial Portrait, Vision and Objectives for inclusion in the Joint Core Strategy up to the production of the emergent strategy. She referred to the two appendices, which were working documents,

and which set out a spatial portrait and emergent spatial vision respectively. She reminded Members that these were high level strategic documents and should not refer to finer detail; they would need to reinforce the links with the University of Northampton; and to include the latest information of national indicators. She advised that these documents would need to be made more concise and strategic and the number of objectives reduced.

A discussion on Appendix 1, the West Northamptonshire Spatial Portrait, ensued it being noted:

- That although the figures for jobs had been taken from the 2005 RSS8 this was considered to be too low and might lead to a dormitory town situation and that more recent evidence from SNEAP indicated the need for jobs to be in excess of fifty thousand. The need for compliance with the RSS was an issue and the number of jobs would need further consideration.
- Where lists of places were shown, and deemed necessary, these should be clarified as examples as opposed to being assumed to be inclusive.
- That the reference to canals be amended to include “canal corridors” so as to refer to the canals themselves, towpaths and any immediate hinterland.
- That it be made clear that it is considered that there is an existing infrastructure deficit even before the effects of any growth are taken into account.

A discussion ensued upon Appendix 2, Emerging Spatial Vision, it being particularly noted:

- That the Spatial Objectives needed to underpin the Vision and that impact on other objectives needed to be appreciated.
- Further consideration needed to be given to including a list of places requiring regeneration and, if required, Northampton East to be identified.
- That the Emerging Spatial Vision must be a high level strategic document where layers of documentation beneath it and other DPDs would set out details.
- That the evidence base for the places named in paragraph 8 be confirmed.

**RESOLVED:** That subject to the amendments as accepted, the draft Working Spatial Portrait, Vision and Objectives be agreed with further consideration being given to those issues identified.

## **6. WORK PROGRAMME UPDATE**

The Interim Head of the JPU submitted a report and noted in paragraph 1.4 the references to “preferred strategy” should read “emerging strategy”. She highlighted paragraph 1.17, Northamptonshire Strategic Employment Land Assessment and slippage, reported by the consultants contracted by NEL, and paragraph 1.20, West Northamptonshire Strategic Housing Market Assessment, and ongoing discussion as to the need for primary research. She informed Members that recent Counsel’s advice was that the evidence base generally speaking was robust.

Comment was noted that the CACI report on the West Northamptonshire Retail Study was now available online and was clear in its conclusions.

The Interim Head of the JPU referred to the key milestone of the programme set out in Appendix 1 of the report and the Chair referred to discussions at the Business Sub-Group in respect of the planned meeting of the Joint Committee on 2 June 2009 to consider for approval the emergent strategy for the sole purpose of public consultation. The Business Sub-Group had concluded that as the report was to require approval for consultation only and so as to avoid any unnecessary delay in the publication of the pre-submission Joint Core Strategy in November 2009 that the meeting on 2 June 2009 should go ahead. The Interim Head of the JPU confirmed that the Joint Committee would be asked to approve an emerging strategy that would set out options and indicate preferred approaches as supported by the evidence base. This would comply fully with requirements of Regulation 25. It was also noted that two workshops would be held before the proposed meeting on 2 June for members to discuss and understand the criteria for the selection of strategic sites and the options for consideration.

Concern was expressed that agreeing a preferred approach to the locations of development growth even for the purpose of consultation was likely to be politically controversial. Further concern was made that policy positions should not be perceived to have been agreed ahead of the County Council elections or for these matters to become a focus for electioneering.

The Director of Planning and Regeneration commented that any rescheduling of the Joint Committee meeting to a date after 2 June 2009 would have consequences for the Programme, and place at risk the delivery of the LDS timetable. Officers assured Members that they would seek to minimise any impact on the programme. The importance of good Member attendance at the arranged workshops and positive outcomes from those workshops before the next Joint Planning Committee meeting was even more critical.

The Joint Planning Committee discussed the issues. Consequences and risks. A view was advanced by Councillor Church that the meeting on 2 June should go ahead as originally discussed at the Business Sub- Group. The majority of Members did not favour such an approach.

**RESOLVED:** That the proposed meeting of the Joint Planning Committee on 2 June 2009 be rescheduled to 25 June 2009 by virtue of the exceptional circumstances caused by the County Council elections on 4 June 2009.

## **7. CONSULTATION STRATEGY**

The Interim Head of the JPU submitted a report and made particular reference to paragraph 1.4.1 in terms of the identification of key audiences and paragraphs 1.6 and 1.7 in terms of engagement with Councillors. It was noted there would be regular briefings for Councillors and all stakeholder groups.

Comment was made that communication was very important and it was noted that each of the constituent authorities' communications teams were working alongside the JPU to ensure timely and consistency of the public message.

A discussion ensued in respect of the likely timing of the Inspector's decision on the Daventry appeals and that it may coincide with the submission of the Joint Core Strategy in March 2010 and its possible impact and how it might be dealt with.

**RESOLVED:** That the Consultation and Communication Strategy and Consultation Action Plan be agreed in principle.

## **8. RISK REGISTER UPDATE**

The Interim Head of the JPU submitted a report and commented that an appointment of a Head of the JPU had not been made. The post would be re-advertised with the assistance of consultants and a targeted search process. However, successful appointments had been made to the positions of DPD Team Leader and Senior Planner. It was also noted that some of the people employed on a temporary basis were also applying for permanent positions.

The Interim Head of the JPU also drew attention to the issues raised in the discussion on the evidence base in respect of the Northamptonshire Strategic Employment Land Assessment and the slippage reported by the consultants contracted by NEL. Every effort was being made by NEL's project officer to accelerate the work. Mr Dickinson offered to speak to NEL direct which was accepted.

**RESOLVED:** That the report be noted.

The meeting concluded at 20.20 hours.

Item No: 5
Date: 6 <sup>th</sup> July 2009

## **WEST NORTHAMPTONSHIRE**

### **JOINT LOCAL DEVELOPMENT FRAMEWORK**

### **JOINT STRATEGIC PLANNING COMMITTEE**

West Northamptonshire Emergent Joint Core Strategy
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## **REPORT OF THE INTERIM HEAD OF THE JOINT PLANNING UNIT**

### **Purpose**

- 1.1 The purpose of this report is to seek approval of Members for the publication of and public consultation on the Emergent Joint Core Strategy, as attached at Appendix 1.

### **Recommendation**

- 1.2 That the Joint Strategic Planning Committee agrees to the publication of the Emergent Joint Core Strategy, for the purpose of public consultation..

### **Context**

- 1.3 The Joint Core Strategy (JCS) will be the long term strategic plan for the development of West Northamptonshire (WN) (Northampton, Daventry and South Northants Councils) – it deals with the big picture of what will happen in the future. It is a “spatial” policy document, which means it deals with places and the activities that happen within them.
- 1.4 Preparation of a JCS is a legal requirement and the partner authorities of Northampton Borough, Daventry District, South Northamptonshire Council and Northamptonshire County Council have been required by Government to produce a JCS for their collective areas. The partner authorities are working in close co-operation with West Northamptonshire Development Corporation (WNDC) – a key body in the delivery of development and infrastructure.
- 1.5 The Committee is aware that work has been progressing on the Emergent Joint Core Strategy, which is a fundamental step towards approving a Joint Core Strategy. Members’ workshops, Members; briefings, the Officer Charette and the responses from the Issues and Options and Regulation 25 Consultations have been incorporated into and have influenced the thinking and strategic approach set out in the current document.

## Nature of the document

- 1.6 Informed through previous consultations and the collection of a wide ranging evidence base, the publication of an Emergent Joint Core Strategy is a further stage in the process. **It is not a done deal and is not the final strategy.** It does outline well developed current thinking towards delivering strategic levels of growth in West Northamptonshire.
- 1.7 The emergent JCS explains how the important choices for WN are being informed; sets out the preferred directions for strategic growth, particularly around Northampton, Daventry, Towcester and Brackley; the pivotal importance of retail investment to town centre regeneration; the essential need to deliver infrastructure and the policy approach to sustaining our rural communities and countryside character.
- 1.8 **A fundamental principle, both for Members and Consultees, is that if there are specific areas identified for growth that are not favoured, then suitable alternatives, which can equally meet the strategic objectives and vision, must be found. It is not an option to say “no” to the principle of growth.**
- 1.9 The emergent JCS sets out the broad strategic framework for developing the area to 2026 and beyond. It will provide a clear focus for investment and the spending plans of key public sector agencies to deliver essential infrastructure alongside quality new developments.
- 1.10 The strategic plan objectives set out within the document have been refined, with the benefit of feedback from consultation and workshops, and are now much more specific and distinctive. These objectives have informed the choices in respect of directions of growth and will further inform the direction of policies.

## Sustainability Appraisal

- 1.11 The sustainability appraisal of the Emergent Joint Core Strategy is on-going and will be published alongside the Joint Core Strategy as part of the consultation in mid July 2009.

## Consultation Strategy

- 1.12 In line with the key actions highlighted within the consultation strategy, a six week public consultation will commence in mid July and will continue throughout August 2009. It is unfortunate that this consultation must take place over the summer period, but this is necessary to allow the strict timetable set out in the Government approved Local Development Scheme to be met. However, under Regulation 25 of the Town and Country Planning (Local Development) (England) (Amendments) Regulation 2008, any representations can be made in response to a specific Development Plan through the entire production process and therefore this consultation is effectively ongoing.



- 1.13 A number of press releases will take place as well as the distribution of information which will be largely web-based. Public exhibitions will take place throughout the six week consultation period. Full member briefings will take place throughout August as well as Parish Council workshops. A launch event for landowners and developers and a combined event for the Local Strategic Partners will also be arranged. The consultation will comply with the Statement of Community Involvement, the Regulations and good practice. An Equalities Impact Assessment on the process will be undertaken before consultation begins.
- 1.14 Feedback from the consultation process on the Emergent Joint Core Strategy will be used to inform the preparation of the final core strategy which will be policy specific, concise and confident in its approach.

### **Key Strategic Elements**

- 1.15 The JCS **must** deliver the targets for housing and jobs as set out in the Government's Growth Agenda (as set down in RSS8 and MKSM SRS) to 2026 and can plan forward to at least until 2031.

The headline figures for housing and jobs throughout West Northamptonshire are:-

2001 – 2026	62,125 homes
2001 – 2026	37,200 jobs*

\* more recent evidence indicates that this figure could be higher.

- 1.16 The minimum housing requirements for the Northampton Implementation Area, Daventry District and South Northamptonshire are:-

Northampton Implementation Area	43,000	(17,444*)
Daventry District	11,870	(8,009)
South Northamptonshire	7,255	(4,341*)

(\*residual numbers when known commitments are allowed for).

- 1.17 The approach set out in the Emergent Joint Core Strategy, principally to provide a mechanism for the funding and delivery of essential infrastructure, but also to provide long term certainty as to growth within West Northamptonshire provides for housing numbers as follows:-

Northampton Implementation Area	32,760
Daventry District	8,200
South Northamptonshire	4,860.

The strategic focus in the period 2021 – 2026 and at least until 2031 is on Northampton as the principal urban area, thus relieving future pressures on the other towns in West Northamptonshire.

- 1.18 To accommodate even the minimum level of growth will require a major increase in capacity to the current and planned infrastructure. This will need to include significant investment in public transport, new roads, utilities, health and emergency services. It will also mean investing heavily in social infrastructure.
- 1.19 Within West Northamptonshire, there is an inherent weakness in transportation infrastructure and it is an essential element of the strategy to relate major growth to new infrastructure providing the enabling value to contribute the funding packages that will be required to secure delivery. The prospect of Government funding over the plan period is at risk and the Joint Core Strategy needs to provide its own mechanism to deliver infrastructure.
- 1.20 The strategy around Northampton, as envisaged by the RSS and made necessary by the transportation infrastructure deficit, looks forward to at least 2031 and seeks to provide a scale of development to deliver on the strategic objectives and provide a realistic solution to the expected increase in congestion and delays on the A45 corridor. Levels of congestion and delay that would inhibit the planned growth.
- 1.21 The strategy concentrates strategic growth principally in and around Northampton, but also the towns of Daventry, Towcester and Brackley, thus minimising a broader impact on the rural areas. Its focus on Northampton, particularly in period 2021 – 2026 and beyond, relieves pressure on the other towns.
- 1.22 The strategy places Northampton as the principal focus for growth, with the essential need to make it more commercially active and a competitive retail centre. Northampton must secure regeneration within its current boundaries as a direct product of the growth agenda. Daventry, Towcester and Brackley must also secure improvements to their centres and strengthen their respective roles.
- 1.23 The key elements of “big ticket” infrastructure to accommodate the level of growth required are:-
  - Rapid public transport link from Northampton South East to the Castle Station and the central area.
  - New A45 strategic link from the A45 to M1.
  - Flore/Weedon by-pass.
  - Towcester by-pass.
- 1.24 The Strategy will address traffic congestion across West Northamptonshire, through new transportation infrastructure to increase capacity, but also through modal shift from car to other forms of transport. Public transport will be a priority and walking/cycling will be increased.

- 1.25 The level of growth required cannot be accommodated within the urban areas of our four towns, although urban capacity will be maximised. Inevitably major growth will be required into the surrounding rural areas, causing major change and impacting on existing communities. This dramatic change will be managed sensitively and the character of existing communities within new urban extensions will be protected as far as practicable. The countryside outside the growth area will be protected together with the character of our towns and settlements.
- 1.26 Key rural settlements can be strengthened, rural services protected; rural schools sustained and new jobs delivered through this strategic approach. Young people should be able to find affordable homes and remain within their communities.

### **Implications**

- 1.27 The Emergent Joint Core Strategy is a fundamental step forward to completion of the final Joint Core Strategy. The consultation responses received will help to define and determine the plan's effectiveness and robustness. They will help to shape the final plan.
- 1.28 Members will be aware of the risks to the process of completing the preparation of the Joint Core Strategy as they are regularly up-dated through the Risk Register. The Risk Register will be up-dated following the decision taken by Members in response to this report and recommendation.
- 1.29 There will also be major risks to the delivery of the Joint Core Strategy itself which not unsurprisingly will focus on infrastructure delivery, Government funding and economic market conditions. The Joint Core Strategy, when approved, will be closely monitored to keep such risk under close appraisal.

### **Next Steps**

- 1.30 Following on from the Emergent Joint Core Strategy consultation period, the drafting of the pre-submission document will commence taking into account all comments made. The Core Strategy pre-submission document must be submitted to the Government Office in November 2009, subject to Members approval, and an additional six week public consultation exercise will take place in relation to this document. The Core Strategy will then be formally submitted to the Government Office in March 2010.

### **Conclusions**

- 1.31 The Emergent Joint Core Strategy represents major progress for West Northamptonshire in meeting its prescribed responsibilities for plan making and demonstrating the commitment of partner authorities to take the lead role and manage growth in the best interests of their communities.
- 1.32 Inevitably such major change will have a substantial impact on certain existing communities which must be managed sensitively seeking mitigation wherever practicable.

- 1.33 Major growth brings change and uncertainty, but also opportunity. Quality new homes for all sectors of our communities; new jobs, active, attractive town centres; new leisure/recreational facilities and improved public transport. New people will provide an increase in local expenditure supporting existing/new shops, businesses, sporting and cultural attractions.
- 1.34 Throughout this process all partner authorities will continue to involve the community in the decisions about the future planning of West Northamptonshire, so that they can influence and shape those decisions and continue our close working with West Northamptonshire Development Corporation to maximise investment and secure delivery.
- 1.35 Members are invited to consider this report and the Emergent Joint Core Strategy attached at Appendix 1, and agree to the publication of the Emergent Joint Core Strategy **for the purposes of public consultation.**

# **West Northamptonshire Emergent Joint Core Strategy 2009**



**West Northamptonshire  
Joint Planning Unit**

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### Introduction

**1.0.1** The period between 2011 and 2026 will be a time of significant change for West Northamptonshire. The area of West Northamptonshire can be seen in map 1.0.2 .

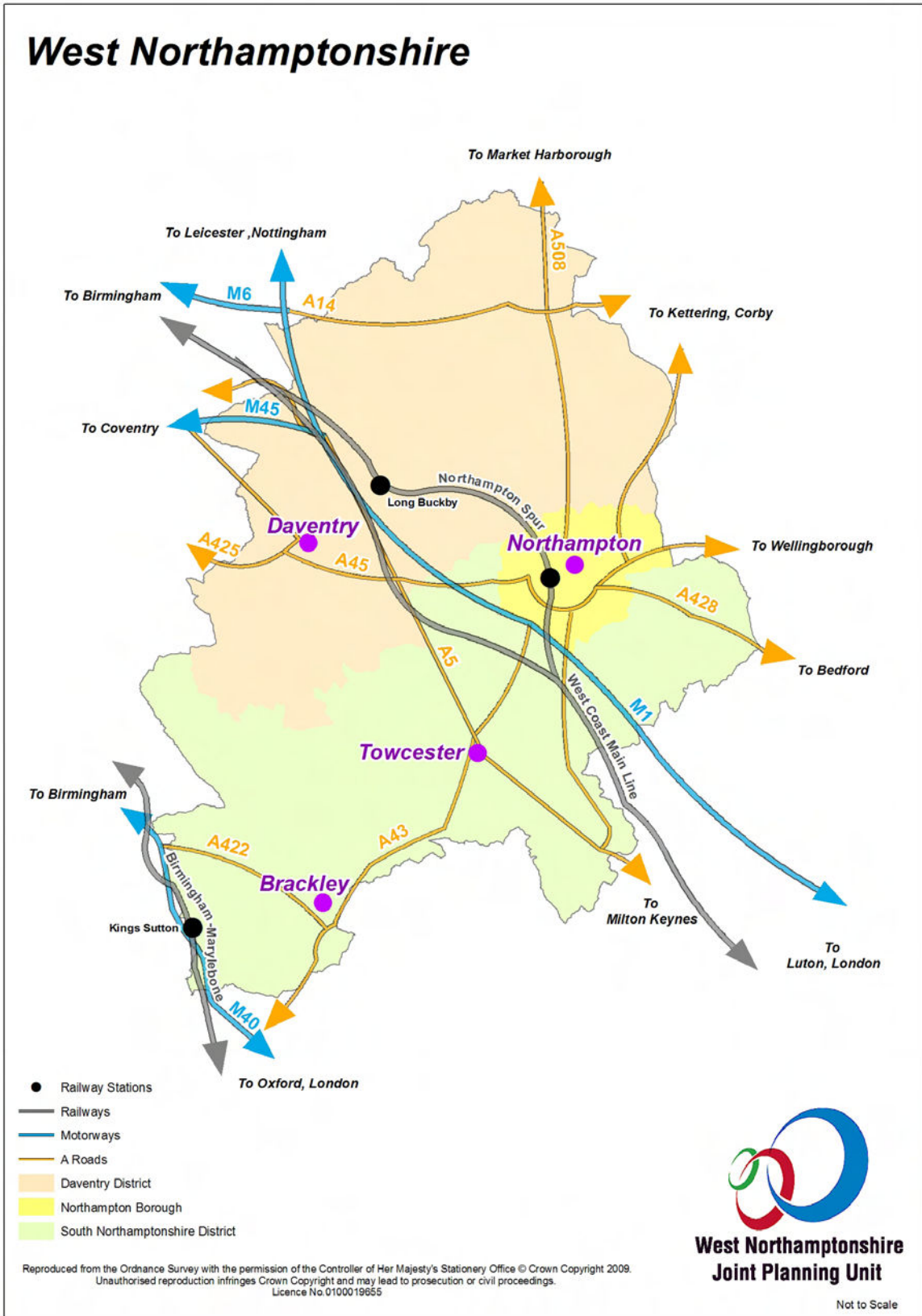
**1.0.2** By 2026, significant development will have taken place at Northampton, Daventry, Towcester and Brackley having experienced major growth in housing and jobs enabled by major public transport schemes and new roads and community facilities. The future of the towns and villages in West Northamptonshire is reliant upon well focused planning and investment. An opportunity to transform the area for the better has been offered by its status as a national growth area. The partnership between the authorities of Northampton Borough, South Northamptonshire Council, Daventry District and Northamptonshire County Council was formalised in Summer 2008 and there continues to be close cooperation with West Northamptonshire Development Corporation.

**1.0.3** An “Issues and Options” document was published in September 2007. Since this date the Joint Planning Unit have been undertaking work on how the area will develop, taking into account the comments we received from the public and ongoing work with councillors and technical bodies. **This document is not the final strategy; it is intended to show our present thinking but is not a ‘done deal’. However, if there are specific areas for growth that are not favoured then suitable alternatives, which can meet the strategic objectives and vision, must be found. It is not an option to say “no” to the principle of growth.** The responses received to this document will be considered and will influence the “pre-submission” document, due in November 2009 before being submitted to government for examination in March 2010.

**1.0.4** The Emergent Joint Core Strategy seeks to explain the current thinking of the Joint Strategic Planning Committee and offer a chance to comment. The strategy has been written for everyone who has an interest in the future of the places that make up West Northamptonshire- both now and in the future. It will have impacts on existing communities, businesses, landowners, developers and investors. It will increase the level of dialogue we have with bodies such as the Environment Agency, the Highways Agency and Natural England. It signifies a major step in the production of the Joint Core Strategy (the final plan for the area).

**1.0.5** The Emergent Joint Core Strategy is not the complete plan and does not contain policies. There is still more work to do on some aspects of the evidence- for example a better understanding of the economic implications of the recent economic downturn. However, a lot of work has taken place since the Issues and Options and this strategy helps to explain how some of the important choices- such as the directions of future growth- are being taken forward. The Emergent Joint Core Strategy sets out the options to be taken forward and the options that have been rejected at this time.





Map of West Northamptonshire

**2.0.1** West Northamptonshire is located in southern central England within the East Midlands region. It is in the western sector of the Milton Keynes and South Midlands sub-region growth area, and lies within the influence of Greater London. It covers the area bounded by Northampton Borough Council, Daventry District Council and South Northamptonshire Council.

**2.0.2** In 2007 the population of West Northamptonshire was 372,200 – around 8% of the total population of the East Midlands region. By 2026 this is expected to grow by around 92,000 to 464,200.

**2.0.3** Due to its strategic location West Northamptonshire has historically experienced significant in-migration, particularly from London and Birmingham. Much of this in-migration was a result of Northampton's and Daventry's planned town expansions in the 1960s, 1970s and 1980s.

**2.0.4** The area has an above average youth population and a below average older population. The area's growth will be strongly led by in-migration from other parts of the country and by significant local population growth (with increasingly more births than deaths).

**2.0.5** All of the South Northamptonshire district falls within the 80% least deprived parts of the UK. Much of Daventry district falls within the 60% least deprived areas in the country with the exception of a small pocket of deprivation in Daventry town. In contrast, Northampton Borough contains significant pockets of deprivation in central and eastern areas with 16 wards that are among the most deprived 20% in the country. There are a number of social and economic issues facing these neighbourhoods.

**2.0.6** West Northamptonshire is a large geographical area with a diverse range of places including remote hamlets in sparsely populated areas, the historic market towns of Brackley and Towcester, the growing town of Daventry and the large, densely populated town of Northampton. Settlements in West Northamptonshire are influenced by, and in turn influence, many surrounding urban areas such as Milton Keynes, Leicester, Banbury, Oxford, Bedford, Rugby, Wellingborough and Kettering.

**2.0.7** Northampton is the principal town in West Northamptonshire, and is the area's employment, retail and cultural centre. It has a population of over 202,000 people (Office of National Statistics 2007 mid-year estimate). It has a town centre and two significant district centres: in the north (Kingsthorpe) and east (Weston Favell). The town centre currently provides a limited retail offer and requires major new investment in its retail provision; new offices; public realm improvements (phase one has already been completed) and improved accessibility. Central areas of Northampton and other districts are in urgent need of housing improvement led regeneration.

**2.0.8** With government and regional policy focusing on Northampton's role within the Growth Area there is a compelling need for a major step change in the delivery of an attractive, lively and commercially successful town centre.

**2.0.9** Daventry is a market town with a population of around 25,000. The town experienced significant expansion in the 1960s and 1970s as a result of its designation as an overspill town for Birmingham and London, although the level and speed of growth did not live up to expectations. The town is now set to experience a second phase of major expansion.

**2.0.10** Towcester is the oldest town in Northamptonshire with a population of about 10,000. The town has experienced significant housing expansion in recent years but without corresponding growth in jobs and infrastructure. It has high levels of out-commuting and poor air quality within the town centre. The nationally protected Easton Neston Historic Park and Garden and Towcester Racecourse lie to the east of the town.

**2.0.11** Brackley is also an historic market town. It has a population of about 14,000 and has experienced extensive housing expansion over the last 20 years without corresponding growth in jobs and infrastructure. Although Brackley does have greater employment opportunities than Towcester, there has been a demonstrable decline in the number of retail outlets in the town, and a rise in private car use. Residents are now increasingly travelling to the neighbouring larger towns of Banbury, Oxford and Milton Keynes.

**2.0.12** Apart from these towns West Northamptonshire is largely rural in character with a dispersed network of almost 190 villages and hamlets. These villages have changed considerably over the last 20–30 years. Many traditional rural jobs no longer exist and residents are increasingly commuting long distances to urban areas for work. House prices have risen dramatically in the last ten years, which has meant that many village properties are now unaffordable for local people. The villages fall into distinct groupings where some have a wide range of services and facilities, many have a limited choice, and some have no facilities at all. The overall appearance of wealth masks pockets of rural deprivation.

**2.0.13** In Northampton, 80% of people both live and work within the Borough with the majority of trips being less than 5km. The modal split for journeys to work within Northampton is dominated by car trips with in excess of 61% of trips being made by private vehicles equating to almost 59,000 trips on the network. The trips made outside of the district are to a number of locations, including Milton Keynes where public transport presently only makes up 4% of the inter-urban trips.

**2.0.14** 48% of Daventry District residents live and work within the district, however a further 42% work within Northamptonshire predominantly within Northampton. At present the movement between these two towns is the second highest within the whole of the MKSM region, yet only 4% of the trips are made by bus.

**2.0.15** South Northamptonshire: both South Northamptonshire and Daventry have wide rural hinterlands. It is therefore unsurprising that the predominant mode of transport is by private car. Unlike Daventry and Northampton, where a large proportion of trips (almost 90%) are contained within Northamptonshire, 32% of people travel

outside of the county. Key destinations include Cherwell Valley (Oxfordshire) and Milton Keynes. The flows to Milton Keynes are presently comprised of only a 1% share of trips by public transport.

**2.0.16** Sport, leisure and recreation in West Northamptonshire contribute to the overall health and well-being of the population. Northampton is home to a range of high quality professional sports clubs including league rugby union, league football and county cricket, as well as amateur formal sports and informal recreation. Northampton's extensive network of parks and open spaces provides an important resource for both residents and visitors. However, there is insufficient play space and outdoor sports provision for children and young people.

**2.0.17** West Northamptonshire is set to deliver a significant amount of growth with an increase of 62,125 homes and 37,200 jobs between 2001 and 2026. Accommodating this planned growth will require a major increase in capacity of the current infrastructure. This needs to include significant investment in public transport, new roads, utilities (including trunk sewer improvements and increasing the capacity of water treatment facilities), and health and emergency services. It will also mean investing in social infrastructure such as cultural and community facilities, children's play spaces and libraries.

**2.0.18** The absolute need for essential infrastructure to enable the scale of growth required by the East Midlands Regional Plan to be delivered is not an option. The positive role of government, Highways Agency, West Northamptonshire Development Corporation, Homes and Community Agency and others will be critical to the delivery of the ambitious growth agenda for West Northamptonshire.

## Community Plan

**3.0.1** Community plans provide the foundation for the development of the overarching vision for West Northamptonshire. The community vision is required to shape the policies and strategy that will provide the means of implementation for the spatial aspects of the community plan.

**3.0.2** The vision for West Northamptonshire has been developed in the context of national and regional planning policy but also reflects the aspirations of the community. The vision for both the Sustainable Community Strategy and the Local Strategic Partnerships for Northamptonshire is set out in Appendix 2.

**3.0.3** The Sustainable Community Strategy has the aims of:

- Being successful through sustainable growth and regeneration
- Developing a growing economy
- To have safe and strong communities
- To have healthy people with a good quality of life.

## Regional Planning Policy

**3.0.4** Regional policy sets the context for development for the East Midlands region as a whole. The vision and policies of this plan should be in general conformity with regional policy. Regional policy is set out in the East Midlands Regional Plan, which was adopted in March 2009. The Regional Plan replaces part 2 of the Milton Keynes South Midlands Sub-Regional Strategy (MKSM-SRS).

**3.0.5** Aspirations for the area have been combined to a single spatial vision for West Northamptonshire. Additional detail about the Regional Plan can be found in Appendix B.

## Box Vision 1

### **Vision for West Northamptonshire**

"West Northamptonshire in 2026 is an outstanding UK location of choice for diverse employment opportunities, with high academic and vocational educational attainment, high quality affordable housing and a superb quality of life. It blends the best of modern cultural urban living, enhanced by a network of green spaces together with high quality parks and gardens, with beautiful tranquil villages and rolling landscapes. Its proximity to London, and connections to other parts of the UK and beyond are a great strength and it is a national example of low environmental impact development in response to climate change.

Growth focused on and joined to the main urban areas has fostered a successful economy and expanding diverse and sustainable communities, supported by good social and integrated transport facilities and infrastructure.

Change is embraced. Northampton has a reputation as a great riverside City providing the focus and heart for its surrounding network of neighbourhood communities; well integrated and linked with its reinvigorated sister towns of Daventry, Towcester and Brackley. The four provide the urban centres to a wider, attractive rural scene.

Northampton City is repositioned as the key economic driver at the cultural heart of the sub region fulfilling its role as the leading retail, entertainment, employment, health and learning centre based upon a thriving mixed economy including the services it offers relative to neighbours and proud of its theatres, museums and professional sports teams. All communities have good access to many opportunities.

Daventry is an invigorated historic centre with jobs at the cutting edge of environmental technologies and sustainable building methods, offering attractive retail and leisure opportunities and a sound commercial core.

Daventry International Rail Freight Terminal (DIRFT) is an internationally significant centre for strategic distribution; it is exemplary in the field of sustainable logistics. It is well connected by public and sustainable transport back to the workforce of West Northamptonshire.

Towcester is a successful, integrated and historic market town that serves the needs of its rural catchment area with a diverse economy, centred on a high technology business sector, and a vital town centre that supports the needs of its population and its rural hinterland. It has a full complement of community and cultural facilities.

Silverstone Circuit is at the pinnacle of international motor sport venues, fostering high technology motor sport business at the forefront of technology and has a state of the art educational campus.

Brackley is a vibrant, distinctive historic market town that is the major service provider for the residents of the town and surrounding countryside. It provides knowledge based, research and high technology based jobs and leisure facilities as well as an invigorated town centre offering a range of retail opportunities.

All our towns have vital and vibrant centres, complementing their built heritage, with attractive retail facilities, a high standard of public realm, public transport priority and provide real alternatives to other surrounding towns. Their green networks are exemplary".

### Plan Objectives

**3.0.6** In order to deliver the vision of the plan the objectives below have been identified. They have been developed through consultation and will provide specific direction to the policies of the plan.

1. To deliver the planned growth in West Northamptonshire as required through RSS8 and the MKSM Sub Regional Strategy, through the provision of managed growth and necessary infrastructure principally focused on Northampton, but also Daventry, Towcester and Brackley.
2. To exploit West Northamptonshire's position internationally for economic advantage by facilitating significant employment growth and opportunities for knowledge based industries and environmental technologies.
3. To support existing and new communities through the provision of education, health, community, leisure, cultural and social facilities, linking new and existing communities physically and socially.
4. To direct retail development to the most appropriate locations that support regeneration of the town centres.
5. To complete, enhance and safeguard the connections in the existing strategic Green Infrastructure Network, extending these into new urban extensions and creating connections between neighbourhoods.
6. To encourage key rural communities to become more sustainable places to live and work.
7. To ensure future development is based upon sustainable development principles.
8. To protect and enhance the built and cultural assets of West Northamptonshire, the character of its towns and settlements and foster the development of West Northamptonshire as a destination for heritage and cultural tourism.
9. To contribute towards raising educational achievement and the skills base of our communities through supporting schools, colleges and the University in their provision and development.

10. To protect the environment by minimising the risk of flooding and the effects of climate change and facilitating improvements in air quality.
11. To involve the community in the decisions about the future planning of West Northamptonshire so they can influence and shape such decisions.
12. To provide quality housing to meet current and future needs of all sectors of our communities.
13. To foster the regeneration of Northampton to enable it to fulfil a greater role within West Northampton and the Region.
14. To foster the regeneration of Daventry, Towcester and Brackley.
15. To enable and support the delivery of co-ordinated transport improvements with an emphasis on non-car modes; improving connections within and around West Northamptonshire including links to the wider network.
16. To achieve high quality design that takes account of character and local distinctiveness, enables access and promotes community safety.
17. To provide a mechanism for the delivery of infrastructure (including health, education, transport, community, leisure and recreational facilities) in tandem with development.



## THE SPATIAL STRATEGY

### HOW WE GET THERE

**4.0.1** The primary choices with respect to the distribution of development in West Northamptonshire must be made in the context of the problems the area faces and with a view to capitalising upon its strengths. In simple terms there are only two main options with respect to the pattern of growth to accommodate the levels of growth set in the East Midland Regional Plan beyond what can be accommodated within the existing urban areas.

**4.0.2** Since the Issues and Options document was produced more work has been undertaken looking at the feasibility of the variety of locations contained within that publication. In order to deliver the vibrant city and vital market towns together with sustained rural areas the pattern of development must support these objectives.

**4.0.3** Growth will be focused on large extensions to the urban areas, the development of which can fund a significant part of the infrastructure and community facilities to be provided by the development. The detailed calculations with respect to developer contributions are being undertaken as part of the Developer Contribution and Affordable Housing Development Plan Document currently being produced.

**4.0.4** The broad approach to phasing of development sought is to bring forward development within the urban areas first as far as possible and then look to the development of the sustainable urban extensions on the edges of the towns. The overriding factor that would be considered is how any development would impact upon the regeneration of the towns and the transformation of Northampton to a city.

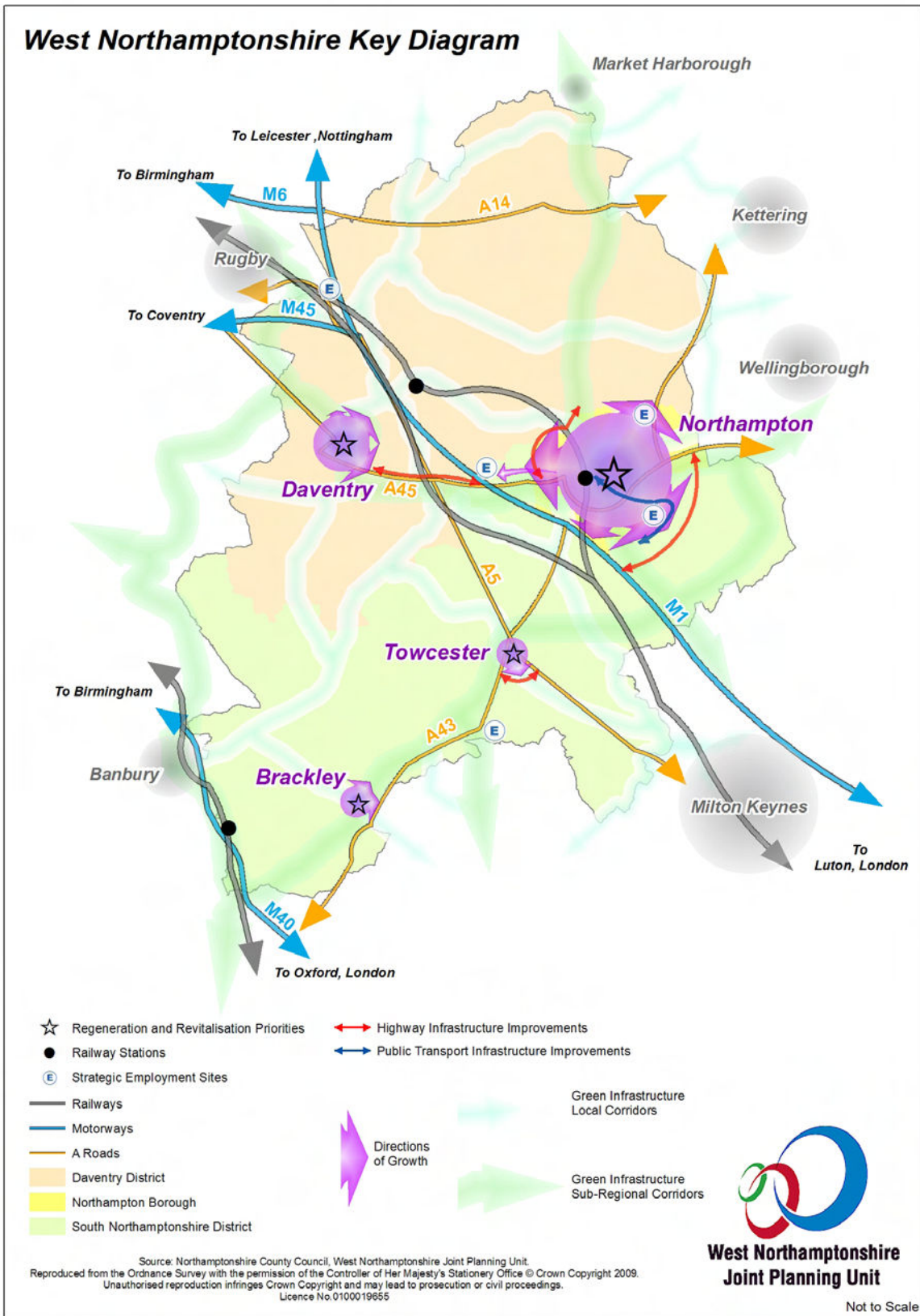
**4.0.5** The key diagram shows that growth is planned as follows:

**4.0.6** Sustainable urban extensions of mixed development (housing, employment **and all infrastructure**) in the following locations:

- Northampton North
- Northampton South East
- Northampton South
- Northampton West
- Northampton Junction 16
- Daventry North
- Daventry North East
- Daventry South East
- Towcester South
- Brackley North
- Brackley East

## **The Key Diagram for West Northamptonshire**

**4.0.7** The Key Diagram for West Northamptonshire provides a strategic picture of the directions of growth within West Northamptonshire; regeneration priority in the town centres; new public transport and road linkages and the existing pattern of green infrastructure.



Key Diagram of West Northamptonshire

### 4.1 The Growth Area

**4.1.1** A key strategic objective is to deliver the jobs and homes required by the RSS/MKSM SRS through the provision of managed growth and necessary infrastructure.

**4.1.2** A weakness of the East Midlands Regional Plan process was that it failed to fully recognise, and therefore failed to put in place, the essential transportation infrastructure to allow the scale of growth to be delivered. This task now falls to the Joint Core Strategy.

**4.1.3** To address this weakness it is an essential element of the strategy to relate major growth to new infrastructure requirements providing the enabling value to contribute to the funding packages that will be required to secure delivery. The Joint Core Strategy must provide the strategic framework to make it happen within and beyond the 2026 timeline.

### 4.2 Housing in the Growth Area

**4.2.1** The East Midlands Regional Plan sets out the housing requirement for West Northamptonshire for the period 2001-2026. In total 62,125 dwellings are to be provided across the area with the requirement for a significant step change in past delivery rates. For the Northampton Implementation Area (NIA) a minimum of 43,000 dwellings are required up to 2026. Taking in to account completions, existing planning permissions, Local Plan allocations and urban capacity (25,556) there is a minimum residual requirement to identify land for an additional 17,444 dwellings (as at 1st April 2008). For the period to 2026 land is identified within the NIA which will accommodate 19,288 dwellings through Sustainable Urban Extensions. Three of the Extensions have the capacity to accommodate an additional 15,000 dwellings between them, beyond 2026.

**4.2.2** For Daventry and South Northamptonshire Districts (excluding the NIA) allowing for completions, existing permissions and urban capacity (6,775) there is a minimum residual requirement to identify land for an additional 12,350 dwellings. For the period up to 2026 land is identified at Daventry, Towcester and Brackley for 11,360 dwellings. One site at Daventry is large enough to accommodate development of 1,700 units beyond 2026.

**4.2.3** The Joint Core Strategy will identify a trajectory for housing delivery from existing sources and the new Sustainable Urban Extensions. It is imperative that development is infrastructure led and detailed phasing will have particular regard to this crucial aspect of delivery. This will be subject to master planning through Supplementary Planning Documents.

## Affordable Housing

**4.2.4** The Affordable Housing Supplementary Planning Document (SPD) was published for consultation in April 2009. The SPD sought to deliver affordable housing on sites of 15 (national minimum) in the towns and sites of 4 in the rural area. The following table sets out the proposed levels of affordable housing to be sought, and the proposed split:

Area	Level of Affordable Housing	Socially rented	Intermediate
Daventry Town	35%	70%	30%
Daventry Rural	40%	62.5%	37.5%
Northampton Implementation Area	35%	70%	30%
South Northamptonshire Urban (Towcester & Brackley)	40%	62.5%	37.5%
South Northamptonshire Rural	50%	60%	40%

### Levels of Affordable Housing- from Affordable Housing SPD sites of 15 or more dwellings

**4.2.5** For sites of between 4 and 14 dwellings (this threshold is to be further reviewed) the level of affordable housing is set at 25%. On sites of 50 or more viability will be reviewed on an open book basis by the relevant Development Control Authority.

**4.2.6** The Joint Core Strategy will review the Affordable Housing threshold in rural areas based on the emerging review of the Strategic Housing Market Assessment (SHMA), which may result in the levels proposed changing. Housing supply in rural areas will be managed through the designation of sustainable village locations that are suitable for accommodating growth.

**4.2.7** The Affordable Housing SPD is due for adoption in September 2009. The final levels required for affordable levels will be set out in the West Northamptonshire Developer Contributions and Affordable Housing DPD.

### Accommodation for Gypsies and Travellers

**4.2.8** The Council will ensure the delivery of sufficient good quality, appropriately located residential pitches to satisfy the unmet need specified in Policy 16 of the East Midlands Regional plan and the Gypsy and Traveller Accommodation Assessment in Northamptonshire. Gypsy and Traveller Accommodation Assessment in Northamptonshire, March 2008, Fordham Research. Adequate sites will be provided to accommodate the following pitch numbers to 2012:

Local Authority	Pitch Requirement 2007 - 2012
Daventry	6 (plus 3 transit pitches)
Northampton	26 (plus 5 transit pitches)
South Northamptonshire	10 (plus 2 transit pitches)

**4.2.9** These requirements, together with the population size and demographics of Gypsies and Travellers, will be updated on a rolling basis every 3-5 years. Sites will be identified for Gypsies and Travellers and Travelling Showpeople where the following criteria are clearly met:

- The site has safe and convenient vehicular access from the public highway, together with provision for parking, turning and servicing on site;
- The size of the site does not dominate the scale of the nearest settled community, and does not place undue pressure on local infrastructure;
- The site is accessible to local services such as health and education, and local community facilities, infrastructure and services by public transport, on foot or by cycle;
- The site is not located within an area at high risk of flooding;
- The site can be landscaped and planted with appropriate trees and shrubs to help the site blend into its surroundings, give privacy, and maintain visual amenity;
- The site is capable of being provided with adequate on-site services for water supply, power, drainage, sewage disposal and waste disposal facilities;
- The number of pitches to be provided on the site will not normally exceed 11-15;
- In the case of travelling showpeople sites, the site includes sufficient space for storage and maintenance of equipment and the parking and manoeuvring of all vehicles associated with the occupiers.

### 4.3 Employment in the Growth Area

#### Employment in the Growth Area

**4.3.1** West Northamptonshire’s highly accessible central location in the UK has enabled the area to develop into an economic area of significant regional importance. Northampton is the key economic driver of the area’s economy which accounts for nearly 70% of all jobs in West Northamptonshire. The sub-regional centre of Daventry and the wider district provide approximately 18% of all jobs in the area. The rural service centres of Towcester and Brackley and the wider South Northants District together account for approximately 12%. It is evident that the urban and rural economies of the area are intrinsically linked and that economic policy in West Northamptonshire will provide clear guidance in supporting this link to ensure rural economies are diversified.

**4.3.2** The approach to the economy and employment is based upon projections against anticipated levels of growth, which has taken into account usual fluctuations in the market. In light of recent global economic circumstances projections for economic growth will need to be reviewed and potentially adjusted accordingly to reflect local, regional and national monitoring.

### **Demand and Supply**

**4.3.3** The MKSM Sub-Regional Strategy (March 2009) provides a reference value of 37,200 new jobs to be provided in West Northamptonshire for the period of 2001 – 2021. The Strategic Northamptonshire Economic Action Plan (SNEAP) (April 2008) forecasts that West Northamptonshire should be able to achieve a jobs growth level of 53,000 jobs for the same period. The SNEAP rolls these assumptions forward for the periods to 2026 and 2031 which forecasts 68,119 and 81,743 jobs respectively.

**4.3.4** A draft Strategic Employment Land Assessment (SELA) for Northamptonshire is currently being developed by consultants with public consultation programmed for completion in July 2009. The SELA evaluates employment forecasts and required strategic employment land supply to meet these requirements. B space (Office, Industrial, Warehousing) job creation in West Northamptonshire has outperformed regional and national averages. Using the demand forecasts from the SNEAP and proposing a portfolio of 'high quality' sites without constraints a demand-supply balance is calculated for West Northamptonshire in the SELA.

**4.3.5** Demand / supply information suggests that there is a significant net shortfall of unconstrained office floorspace supply in West Northamptonshire with a need to provide 228,251 sqm of office floorspace to 2026 and 320,145 to 2031. This table also suggest that there is an adequate supply of 'high quality' industrial and warehousing sites without constraints to 2026 and 2031. However the 'unconstrained' supply of sites does not incorporate the need for choice, flexibility and risk and represents a best case scenario where all unconstrained sites are made available for development.

**4.3.6** It is therefore crucial that Joint Core Strategy employment policy ensures that expanding employment growth in the area is not constrained to the extent that a large proportion of latent market demand is 'pushed' away from West Northamptonshire due to unavailable and unsuitable sites.

**4.3.7** Non B employment including but not exclusively retail, hotels, leisure, tourism, food and drink, public services and education are lagging behind regional and national trends. Joint Core Strategy policy will promote the incorporation of Non B-use (including but not exclusively retail, hotels, leisure, tourism, food and drink, public services and education) activities in town centre policies and subsequent masterplans and development briefs.

## Employment Sectors

**4.3.8** An increasing decline in demand for manufacturing jobs and the emergence of knowledge based economies has required a shift in skill requirements for West Northamptonshire to compete regionally, nationally and globally.

**4.3.9** The following sectors are identified in the SNEAP as priority sectors for growth in West Northamptonshire. These priority sectors will be refined through further development of the SELA.

High Performance Engineering	Environmental Technologies
Construction	Financial Services
Public Services	Creative Industries
Leather	Print and Publishing
Tourism	Professional Services
Food and Drink	Healthcare
Logistics	ICT

## Locations for Employment Growth

**4.3.10** Employment growth will be promoted in urban centres through an urban concentration policy to help realise objectives for regenerating and revitalising urban centres.

**4.3.11** A Employment Land Typology that sets out the varying ranges of employment scale across sectors will be utilised to allocate employment sites and their respective job densities (please see SELA, Appendix G for example of proposed Typology).

**4.3.12** High tech and knowledge based industries will be strongly promoted through land allocations.

**4.3.13** National, regional and local forecasts all indicate a sharp decline in manufacturing jobs over the plan period. However, there is still a requirement to retain manufacturing jobs and ensure the needs of existing and potential manufacturing businesses that require a highly skilled workforce are met.

**4.3.14** Further work needs to be undertaken to better understand the needs of the niche manufacturing markets in West Northamptonshire and how employment land policy can facilitate these bespoke needs.



**4.3.15** Demand forecasts for storage and distribution floorspace are relatively strong for the plan period to 2026. Take up of storage and distribution floorspace between 2001 - 2008 was 80% of the projected demand to 2026. The supply of quality sites without constraints identified in the SELA exceeds the remaining demand for B8.

**4.3.16** The preferred location for strategic storage and distribution growth will be at Daventry International Rail Freight Terminal (DIRFT) due to its sustainable connection and market viability. A Route Utilisation Strategy and Rail Freight Study are currently being drafted and developed. Public transport at DIRFT will be maximised through existing and new transport infrastructure to promote modal shift from personal car use.

**4.3.17** There is still a need to ensure the demand for local storage and distribution is met through the supply of suitably located sites. This requires further evidence and analysis prior to making policy recommendations.

**4.3.18** Development in the area of the Silverstone Circuit south of the A43 comprising employment, tourism and leisure uses and an education campus should be considered positively where it supports the further development of the Circuit as a venue for motorsport and creates functional links to employment in Towcester. High technology and motorsport related uses will be particularly favoured.

**4.3.19** A 'plan, monitor and manage' approach will be used to reconcile demand and supply over the development cycles likely to be encountered during the term of the plan.

**4.3.20** Existing employment designations may not be consistent with market demands or sustainability principles. Current employment sites, unless they are proved to be unsuitable during further detailed analysis prior to pre submission will be either expanded or safeguarded.

## 4.4 Sustainable Transport

**4.4.1** Transport and connectivity is a key element of the strategy. They are vital for the prosperity of West Northamptonshire. An outdated approach to transport choices now will severely hinder the future success of the area; the right choices will enable a more sustainable and prosperous future for all. Effective transport connections will be vital to position the area in the International, National, Regional and Local context.

**4.4.2** Transport and connectivity is fundamental to:

- Maximise the competitiveness and productivity of the existing and future economic potential of West Northamptonshire;
- Promote an equality of opportunity in addressing the inequalities that exist in accessing services, both within, and outside of, West Northamptonshire;
- Address the adverse impact of present transport habits on climate change;

- Protect peoples' safety, security and health through the encouragement of walking and cycling;
- Improve the quality of life for residents in both the rural and urban areas through making places.

**4.4.3** Transport and movement will be dealt with in a clear hierarchy, with respect to National Guidance. Our approach is:

1. To reduce the need to travel by meeting day-to-day needs within developments and the local area;
2. To maximise the use of walking and cycling- especially for short trips;
3. To promote the use of Bus, and other public transport, as a realistic alternative to the private car;
4. To provide the infrastructure to enable an efficient public transport network
5. To maximise and utilise the existing capacity of infrastructure and, where necessary, provide new road infrastructure to enable development.

**4.4.4** A more effective use of existing infrastructure must occur through behavioural change- this includes support from comprehensive travel plans, the active promotion of public transport and travel alternatives in addition to demand management. Modal shift should occur by pursuing the following strategy:

1. A shift to existing public transport and sustainable modes (i.e. Walking and cycling);
2. ensure that all improvements to junctions, which are required as part of existing improvements to the network, are designed to give priority to sustainable transport;
3. Comprehensive travel planning of all areas;
4. The implementation of dedicated public transport priority across the network to create a segregated network and enable any new schemes to allow for additional capacity and priority of public transport to come forward.

**4.4.5** Due to the different types of settlement within West Northamptonshire the scope to alter travel behaviour varies. Northamptonshire County Council are in the process preparing Bus and Cycling Strategies for the towns within West Northamptonshire as part of the Local Transport Plan 3; these will provide more detail to the underlying principles within the Core Strategy.

## 4.5 Locations of Growth

**4.5.1** A key strategic objective is to deliver the jobs and homes required by the RSS/ MKSM SRS through the provision of managed growth and necessary infrastructure.

**4.5.2** A weakness of the East Midlands Regional Plan process was that it failed to fully recognise, and therefore failed to put in place, the essential transportation infrastructure to allow the scale of growth to be delivered. This task now falls to the Joint Core Strategy.

**4.5.3** To address this weakness it is an essential element of the strategy to relate major growth to new infrastructure requirements providing the enabling value to contribute to the funding packages that will be required to secure delivery. The Joint Core Strategy must provide the strategic framework to make it happen within and beyond the 2026 timeline.

**4.5.4** The maps provided for each of the preferred options can be found in the Appendices. Maps have also been provided in appendix A for all of the options that have been explored as well as those that have been rejected.

**4.5.5** It should be noted that work is still ongoing in relation to the infrastructure requirements for each option and the list provided which states that specific infrastructure improvements will be necessary is not exhaustive.

**4.5.6** Those options which were not tested as part of the original Sustainability Appraisal (2007) will be tested through the Sustainability Appraisal of this Emergent Joint Core Strategy. Any recommendations will be used to inform the decisions made within the final Joint Core Strategy.

Emergent Strategy Options	Housing Delivery to 2026	Jobs	Housing Delivery beyond 2026	Total Housing Capacity
Northampton North	5,400	3,040	263	5,663
Northampton South East	6,250	11,100	11,750	18,000
Northampton West	5,400	0	1,460	6,860
Northampton South	2,200	444	0	2,200
Northampton Junction 16	0	11,565	N/A	N/A
Daventry North	1,000	0	0	1,000
Daventry North East	3,300	2,129	1,700	5,000
Daventry South East	2,200	480	0	2,200
Towcester South	3,300	2,670	0	3,300
Brackley North	1,600	0	0	1,600
Brackley East	0	650	0	
<b>Total</b>	<b>30,650</b>	<b>31,978</b>	<b>15,173</b>	<b>45,823</b>

### Emergent Core Strategy - Summary of Preferred Growth Options

## 4.5.1 Northampton

### Northampton

**4.5.1.1** In addition to the preferred sustainable urban extensions, growth will also come forward within the existing urban area, to complement the regeneration aspirations for the town. An explanation of the decision to bring these options forward, within the Emerging Strategy, and the reasons why other options have been rejected have been provided.

### Northampton Central Area

**4.5.1.2** With government and regional policy focusing on Northampton's role within the Growth Area there is a compelling need for a major step change in the delivery of an attractive, lively and commercially successful town centre.

**4.5.1.3** Northampton Central Area will lie at the heart of a new city and will serve as the economic and cultural hub for the county.

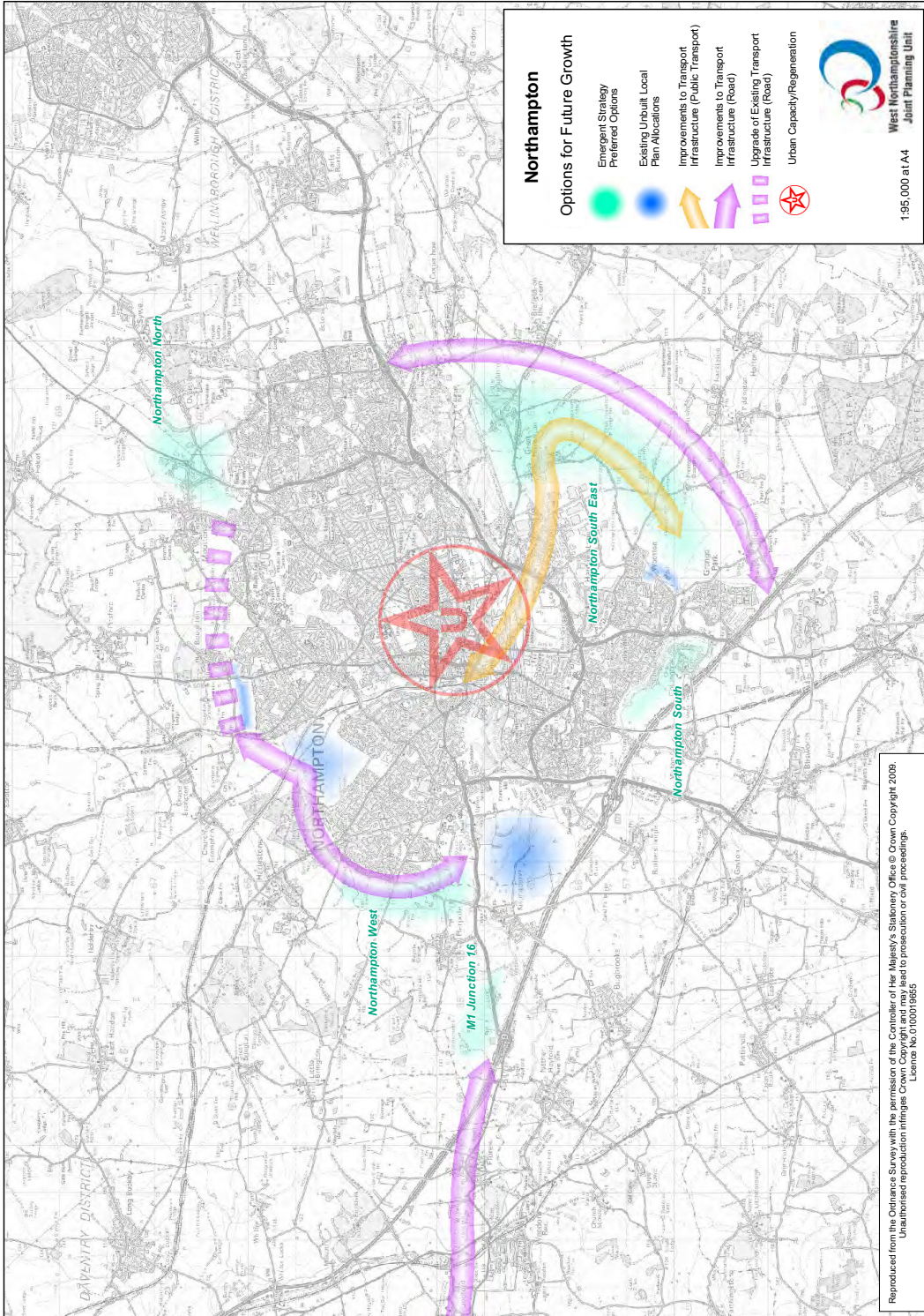
**4.5.1.4** In order to provide a clear direction for the renaissance of the town centre, Northampton Borough has commenced the preparation of the Central Area Action Plan (CAAP). It contains the following (draft) objectives:

- Regeneration
- A quality City Centre
- A destination of choice
- A walkable City
- Public transport and cycling
- Quality places
- The Market Square
- Sustainability

**4.5.1.5** The Central Area's ability to provide a strong retail focus within the region is a strategic objective for the Joint Core Strategy and the CAAP.

**4.5.1.6** To In order to deliver the requirements of the East Midlands Regional Plan, the following growth options are preferred:

- Northampton North (5,663 dwelling)
- Northampton South East (18,000 dwellings)
- Northampton South (2,200 dwellings)
- Northampton West (6,860 dwellings)
- Northampton Junction 16 (180 ha of employment land only)



## Northampton Preferred Locations for Growth

## Northampton North

**4.5.1.7** This section refers to Northampton Emergent Joint Core Strategy Preferred Options 4.5.1.7

### What the development delivers

**4.5.1.8** The development will be supported by a range of improvements to key public services and infrastructure, which will include provision of:

- A mixed-use Sustainable Urban Extension (SUE) of 5,663 dwellings and 3,400 jobs.
- A High Quality Bus Corridor and intermediate Park and Ride facility.
- A SUE close to the University Arc would provide land for high value employment related to education. E.g. a Technology Realm as part of a business and learning cluster.
- The potential to create significant new employment and business opportunities through the presence of the University. There is already substantial employment at Moulton Park and Round Spinney and high quality education provision at the University of Northampton, Moulton College and Northampton College (the University Arc).
- Creation of a new community would allow people to live, work and learn in close proximity- thereby reducing the need to travel.
- It would have sufficient critical mass to justify substantial improvements through public transport and road infrastructure.
- Economic and social benefits for the existing communities- especially helping to meet affordable housing needs.
- Would help improve the connectivity of Northampton and Kettering.
- Balances significant growth to the south ensuring that there is a range of supply of deliverable sites. It also provides the opportunity for early delivery.
- The site will aid in the need to reduce levels of deprivation and aid regeneration in Northampton.

### Infrastructure required

- Improvements to the transport infrastructure and green infrastructure network will be essential to enhance the existing links with the SUE, Northampton, Moulton and Overstone
- Two or three primary schools and possibly a new secondary school.
- Likely requirements for new health facilities and other community facilities including a library.
- (All potential requirements are currently being investigated in further detail)

## How does this meet the Emergent Joint Core Strategy Vision and Objectives

**4.5.1.9** This option meets the Emerging Core Strategy Vision by focusing growth on to the urban area of Northampton ‘helping to foster a successful economy and expanding diverse and sustainable communities, supported by good social and integrated transport facilities and infrastructure’.

**4.5.1.10** The following Emergent Core Strategy objectives are satisfied in respect of Northampton North:

- This provides a potential SUE allowing the proper delivery of planned growth that adjoins Northampton.
- Such growth will support existing and new communities through provision of education, health, community, cultural and social facilities, linking new and existing communities physically and socially.
- Northampton North will help to enable the provision of effective public transport and sustainable networks of cycleways and well designed developments which reduce the need to travel by providing day-to-day facilities.
- Northampton North will allow the safeguarding and enhancement of connections in relation to Northampton’s Green Infrastructure network.
- This option represents a highly sustainable form of development, which will be implemented in a way which reduces its impact upon the environment including carbon footprint and water usage. At the same time it will develop the necessary infrastructure to support it, minimise use of energy and encourage the development of renewable energy resources.
- Allowing the development of appropriate levels of retail development (to be determined) to meet the day to day needs of new residents of the SUE which maintain the importance of the regeneration town centres.

## Northampton South-East

**4.5.1.11** This section refers to Northampton Preferred Locations for Growth ‘Northampton Preferred Locations for Growth’

### What the development delivers

- A mixed use sustainable urban extension (SUE) providing 6,250 dwellings up to 2026 and with an overall capacity of 18,000 dwellings and 11,000 jobs.
- A Rapid Transit Route for public transport connecting direct to Castle Station and the town centre.
- Essential strategic improvements to the highway network with a new road link from the A45 to the M1; relocation of Junction 15 of the M1; and release of capacity on the existing A45 to increase public transport priority, reducing congestion and delay.

### Infrastructure Required

- A new district and local centres with a range of facilities

- Two or three new primary schools and potentially a new secondary school.
- Likely requirements for new health facilities and other community facilities including a library.
- (Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements).

### **How does this meet the Emergent Joint Core Strategy Vision and Objectives**

**4.5.1.12** This option meets the Core Strategy Vision by focusing growth on to the urban area of Northampton ‘helping to foster a successful economy and expanding diverse and sustainable communities, supported by good social and integrated transport facilities and infrastructure’.

**4.5.1.13** The following Core Strategy objectives are satisfied in respect of Northampton South-East:

- This provides a potential SUE allowing the proper delivery of planned growth that adjoins Northampton.
- Such growth will support existing and new communities through provision of education, health, community, cultural and social facilities, linking new and existing communities physically and socially.
- Northampton South-East will help to enable the provision of effective public transport and sustainable networks of cycleways and well designed developments, which reduce the need to travel by providing day-to-day facilities.
- Northampton South-East will allow the safeguarding and enhancement of connections in relation to Northampton’s Green Infrastructure network.
- This option represents a highly sustainable form of development, which will be implemented in a way which reduces its impact upon the environment including carbon footprint and water usage. At the same time it will develop the necessary infrastructure to support it, minimise use of energy and encourage the development of renewable energy resources.
- Allowing the development of appropriate levels of retail development (to be determined) to meet the day to day needs of new residents of the SUE which maintain the importance of the regeneration town centres.

### **Northampton Junction 16**

**4.5.1.14** This section refers to Northampton Preferred Locations for Growth ‘Northampton Preferred Locations for Growth’

#### **What the development delivers**

- A site of approximately 176 hectares that could provide significant employment development between Northampton and Daventry, with the potential creation of 11,565 jobs.



- The potential for a high quality employment location of national importance taking particular advantage of its location on the national motorway network.
- A high diversity of new knowledge based employment to complement activities and aspirations at the University of Northampton as well as lead to new opportunities for existing businesses within West Northamptonshire.

### Infrastructure Required

- In terms of water supply, significant local off-site reinforcements and pump upgrades are likely to be required. This is dependent on the scale of development.
- Any transport improvement needed are the subject of ongoing work.
- A contribution towards the Flore/Weedon Bypass.
- (Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements).

### How does this meet the Emergent Joint Core Strategy Vision and Objectives

**4.5.1.15** This option meets the Core Strategy Vision by recognising:

- The specific vision of ‘West Northamptonshire in 2026 as an outstanding location of choice for diverse employment opportunities;’
- The special locational advantages of Northampton - ‘its proximity to London, and connections to other parts of the UK and beyond are a great strength’
- The functional vision for Northampton City- ‘repositioned as the key economic driver at the cultural heart of the sub-region’.

**4.5.1.16** The following Core Strategy objectives are satisfied in respect of Northampton Junction 16:

- To exploit West Northamptonshire's position internationally for economic advantage by facilitating significant employment growth and opportunities for knowledge based industries and environmental technologies.
- To foster the regeneration of Northampton to enable it to fulfil a greater role within West Northampton and the Region.

### Northampton West

**4.5.1.17** This section refers to Northampton Preferred Locations for Growth ‘Northampton Preferred Locations for Growth’

#### What the development delivers

- A mixed-use sustainable urban extension (SUE) providing 5,400 dwellings to 2026 with an overall capacity of approximately 6,900 dwellings.
- The ability to use existing and improved infrastructure capacity in the area, such as the Sandy Lane Relief Road;
- The ability to link in with an existing and expanding employment base within this area of Northampton.

- The location provides good linkage to new development at Dallington Grange.
- It facilitates funding to complete the North-West link to the A5119.

### Infrastructure required

- A new local centre (size to be determined) for the SUE, including shops (size to be determined), services (possibly including health care, emergency services and library provision) and localised employment.
- In terms of water supply, significant local off-site reinforcements and pump upgrades are likely to be required. This is dependent on the scale of growth.
- Northampton west will need to be closely linked to services on the west of the town and served by both orbital and radial bus networks.
- New primary schools and possibly a new secondary school
- (Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements).

### How does this meet the Emerging Joint Core Strategy Vision and Objectives

**4.5.1.18** This option meets the Core Strategy Vision by focusing growth on to the urban area of Northampton ‘helping to foster a successful economy and expanding diverse and sustainable communities, supported by good social and integrated transport facilities and infrastructure’.

**4.5.1.19** The following Core Strategy objectives are satisfied in respect of Northampton West:

- Northampton West provides a potential SUE allowing the proper delivery of planned growth that adjoins Northampton.
- Such growth will support existing and new communities through provision of education, health, community, cultural and social facilities, linking new and existing communities physically and socially.
- Northampton West will help to enable the provision of effective public transport and sustainable networks of cycleways and well designed developments, which reduce the need to travel by providing day-to-day facilities.
- Development will allow the safeguarding and enhancement of connections in relation to the town’s Green Infrastructure network.
- This option represents a highly sustainable form of development which will be implemented in a way which reduces its impact upon the environment including carbon footprint and water usage. At the same time it will develop the necessary infrastructure to support it, minimise use of energy and encourage the development of renewable energy resources.
- Allowing the development of appropriate levels of retail development to meet the day to day needs of new residents of the SUE which maintain the importance of the regeneration of Northampton’s town centre.

## Northampton South

**4.5.1.20** This section refers to Northampton Preferred Locations for Growth 'Northampton Preferred Locations for Growth'

### What the development delivers

- A well contained mixed use Sustainable Urban extension (SUE) providing approximately 2,200 dwellings to 2026 which has the potential for quick delivery.
- Approximately 2 hectares of employment land.
- Small scale commercial facilities.
- A primary school.
- Open space and play areas.
- The reconfiguration of the Collingtree Park Golf Club in order to retain an 18-hole facility.
- Flood risk attenuation
- Dedicated pedestrian and cycle networks.

### Infrastructure required

- A primary school.
- Open space and play areas.
- Flood risk attenuation.
- Improvements to the transport infrastructure and green infrastructure network.
- Essential highway improvements to enable the Strategic and Local road network to accommodate the proposed level of development. This requires further investigation.
- Enhanced utility provision in terms of water, sewerage, electricity and gas.
- Flood mitigation from all flood sources, including surface water management.
- Various community facilities including possibly a new Police Safer Community Team Base.
- (Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements. In addition there are major issues regarding the effective mitigation against flood risk from all sources in this option, there are outstanding modelling issues which need to be addressed as part of the level 2 SFRA for Northampton. This modelling will not be available until the end of August 2009 and any outcomes could alter the suitability and delivery of this option. There are major issues regarding the physical vehicular access modelling. The outcome of this modelling could alter the suitability and delivery of this option.)

### How does this meet the Emergent Joint Core Strategy Vision and Objectives

**4.5.1.21** This option meets the Core Strategy Vision by focusing growth on to the urban area of Northampton 'helping to foster a successful economy and expanding diverse and sustainable communities, supported by good social and integrated transport facilities and infrastructure'.

**4.5.1.22** The following Core Strategy objectives are satisfied in respect of Northampton South

- This provides a potential SUE allowing the proper delivery of planned growth that adjoins Northampton.
- Such growth will support existing and new communities through provision of education, health, community, cultural and social facilities, linking new and existing communities physically and socially.
- Northampton South will help to enable the provision of effective public transport and sustainable networks of cycleways and well designed developments, which reduce the need to travel by providing day-to-day facilities.
- Northampton South will allow the safeguarding and enhancement of connections in relation to Northampton's Green Infrastructure network.
- This option represents a highly sustainable form of development, which will be implemented in a way which reduces its impact upon the environment including carbon footprint and water usage. At the same time it will develop the necessary infrastructure to support it, minimise use of energy and encourage the development of renewable energy resources.
- Allowing the development of appropriate levels of retail development (to be determined) to meet the day to day needs of new residents of the SUE which maintain the importance of the regeneration town centres.

### 4.5.2 Daventry

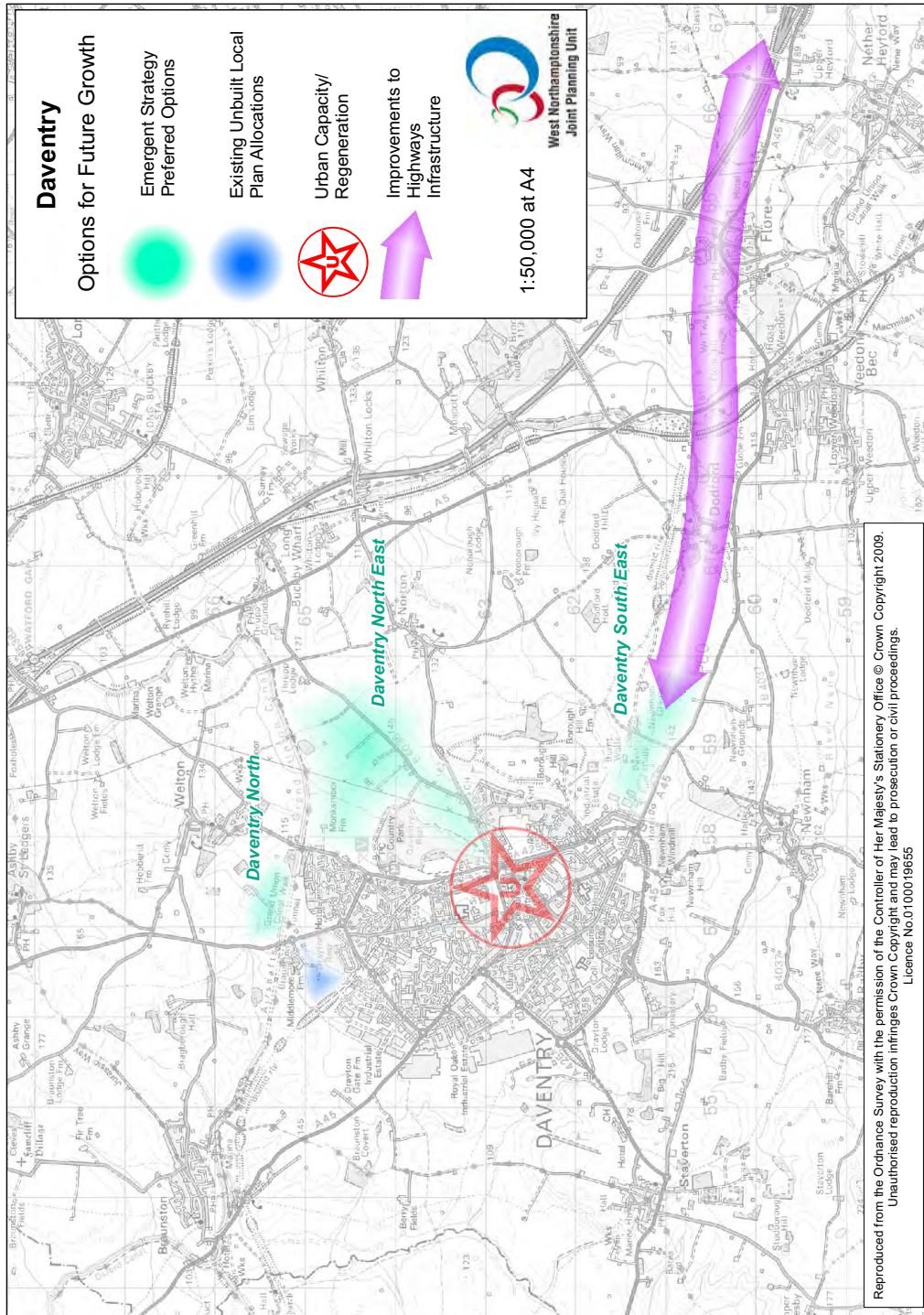
**4.5.2.1** To In order to deliver the requirements of the East Midlands Regional Plan, the following growth options are preferred

- Daventry South East (will provide approximately 2,200 dwellings and includes the re-development of existing industrial area with the provision of approximately 480 jobs);
- Daventry North (will provide approximately 1,000 dwellings);
- Daventry North-East (will provide approximately 5,000 dwellings and 2,000 jobs).

**4.5.2.2** The key challenge for Daventry is whether these options can come forward in terms of the existing highway capacity on the A45 and A5. There are also capacity issues for the A45 towards J16 (i.e. through Weedon and Flore). The Highways Authority and Northamptonshire County Highways Department have indicated that there will be a requirement for a Weedon-Flore bypass to enable significant growth to take place within Daventry District.

**4.5.2.3** The Environment Agency has already been consulted on the current planning applications within Daventry. They have been unable to support any proposal for the major growth of Daventry in advance of a Water Cycle Strategy and Strategic Flood Risk Assessment. These studies are considered essential to inform decisions on the most appropriate directions for the town's growth, having full regard to the

water infrastructure requirements and implications and the PPS25 Sequential Test. These studies have now been completed and have been used to inform the preferred options.



**Daventry Preferred Locations for Growth**

## Daventry South East

**4.5.2.4** This section refers to

### What the development delivers

- A mixed use sustainable urban extension, which will include the provision of a mixed-use sustainable urban extension, including approximately 2,200 dwellings and associated employment land providing approximately 480 jobs;
- The reconfiguration and regeneration of the existing employment area which will provide additional employment opportunities for Daventry District;
- A strategic gateway development into Daventry Town, which will enhance the visual approach;
- A contribution to the delivery of the Flore/Weedon Bypass.

### Infrastructure Required

- Improved public transport facilities;
- Junction improvements for the A5/A45;
- Additional community health care facilities;
- An expanded sewerage collection network and storm water management works;
- An expanded water delivery network;
- A primary substation;
- Enhancement of the gas mains network;
- Provision and enhancement of the existing green infrastructure network
- Flood mitigation from all flood sources, including surface water management.

**4.5.2.5** Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements.

### How does this meet the Emergent Joint Core Strategy Vision and Objectives?

**4.5.2.6** The growth of the town in this direction will invigorate the historic town centre, provide additional employment and contributing towards a sound commercial core.

**4.5.2.7** This option will provide planned growth which adjoins Daventry Town and will foster its regeneration;

**4.5.2.8** Through the provision of additional high tech employment it will enhance West Northamptonshire role internationally;

**4.5.2.9** Such growth will support existing and new communities through the provision of additional education, health, community, cultural and social facilities, linking new and existing communities, making Daventry a more sustainable place to live and work;

**4.5.2.10** The extension will enable the provision of effective public transport and sustainable networks of cycle ways and well designed developments, which reduce the need to travel.

## **Daventry North**

**4.5.2.11** This section refers to

### **What the development delivers:**

- A sustainable urban extension with well connected residential development that will be supported by elements of existing infrastructure and will provide approximately 1,000 dwellings.
- Early on-site delivery;
- An enhanced sustainable network along the canal network, providing enhanced walking and cycling and linking the development back into Daventry Town.

### **Infrastructure Required**

- Improved public transport facilities, including a direct public transport link to the train station located in the village of Long Buckby;
- Junction improvements for the A5/A43 and improvements along the A361 north and south;
- Additional community health care facilities
- An expanded sewerage collection network and storm water management works
- An expanded water delivery network
- A primary substation
- Enhancement of the gas mains network.
- Provision and enhancement of the existing green infrastructure network
- Flood mitigation from all flood sources, including surface water management.

**4.5.2.12** Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements.



## How does this meet the Emergent Joint Core Strategy Vision and Objectives?

**4.5.2.13** This option meets the Core Strategy Vision by focusing growth close to the urban area of Daventry and will enhance existing retail and leisure opportunities.

**4.5.2.14** Such growth will support existing and new communities through the provision of education, health, community, cultural and social facilities, linking new and existing communities physically and socially.

**4.5.2.15** The sustainable urban extension will enable the provision of effective public transport and sustainable networks of cycle ways and well designed developments, which reduce the need to travel by car.

**4.5.2.16** The proposal represents a significant opportunity to sensitively incorporate the special feature of the Grand Union Canal. This will enable the provision of a high quality development clustered around a strategic water and Green Infrastructure corridor.

**4.5.2.17** This option represents a highly sustainable form of development, which will be implemented in a way which reduces its impact upon the environment and at the same time it will develop the necessary infrastructure to support it, minimise use of energy and encourage the development of renewable energy resources.

## Daventry Northeast

**4.5.2.18** This section refers to 'Daventry Preferred Locations for Growth'

### What the development delivers:

- A mixed use Sustainable Urban Extension, including approximately 3,300 dwellings up to 2026 with the overall capacity of 5,000 dwellings and associated employment land, which will provide approximately 2,129 new jobs ;
- A development that is well linked to the existing country park and canal network, providing sustainable linkages into Daventry Town;
- A logical built development which completes the urban form of Daventry.

### Infrastructure Required

- Improved public transport facilities, including a direct public transport link to the train station located in the village of Long Buckby;
- Junction improvements for the A5/A43 and improvements along the A361 north and south;
- Enhanced and new safe routes for pedestrians and cyclists, including improved access to the country park;
- A new cemetery;
- Enhanced sports facilities;
- An additional secondary school and 5 new primary schools;
- Additional community healthcare facilities;

- A new library;
- An expanded sewerage collection network and storm water management works;
- An expanded water delivery network;
- A primary substation;
- Enhancement of the gas mains network;
- Provision and enhancement of the existing green infrastructure network
- Flood mitigation from all flood sources, including surface water management and consideration of adequate green space for the dam break area;
- An Extension to the country park.
- A contribution to the delivery of the Flore/Weedon Bypass.

**4.5.2.19** Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements.

### **How does this meet the Emergent Joint Core Strategy Vision and Objectives?**

**4.5.2.20** This option meets the Core Strategy Vision by focusing growth close to the urban area of Daventry Town. The growth of the town will invigorate the town centre thereby allowing for additional retail and leisure opportunities.

**4.5.2.21** This option will enable the provision of effective public transport and sustainable networks of cycle ways and well designed developments, which will reduce the need to travel;

**4.5.2.22** This option provides an Sustainable Urban Extension allowing the delivery of planned growth that adjoins Daventry Town and fosters its regeneration;

**4.5.2.23** Such growth will support existing and new communities through the provision of education, health, community, cultural and social facilities, linking new and existing communities physically and socially.

**4.5.2.24** This option will allow the safeguarding and enhancement of connections in relation to Daventry Districts Green Infrastructure network.

**4.5.2.25** This option will represent a highly sustainable form of development which will be implemented in a way which reduces its impact upon the environment and at the same time it will develop the necessary infrastructure to support it, minimise use of energy and encourage the development of renewable energy resources.

### **4.5.3 Towcester**

#### **Towcester**

**4.5.3.1** In order to deliver the requirements of the East Midlands Regional Plan, the following growth option is preferred:

- Towcester South (providing 3,300 dwellings and approximately 2,670 jobs).

**4.5.3.2** Although Towcester Moat Lane is not being taken forward as a preferred Strategic Option it is supported as a key mixed use regeneration site within Towcester.

**4.5.3.3** A full explanation of the decision to bring this option forward, within the Emergent Joint Core Strategy, and the reasons for the rejection of other options considered can be found within Appendix A.

### **Towcester South**

**4.5.3.4** This section refers to Towcester Preferred Option for Growth

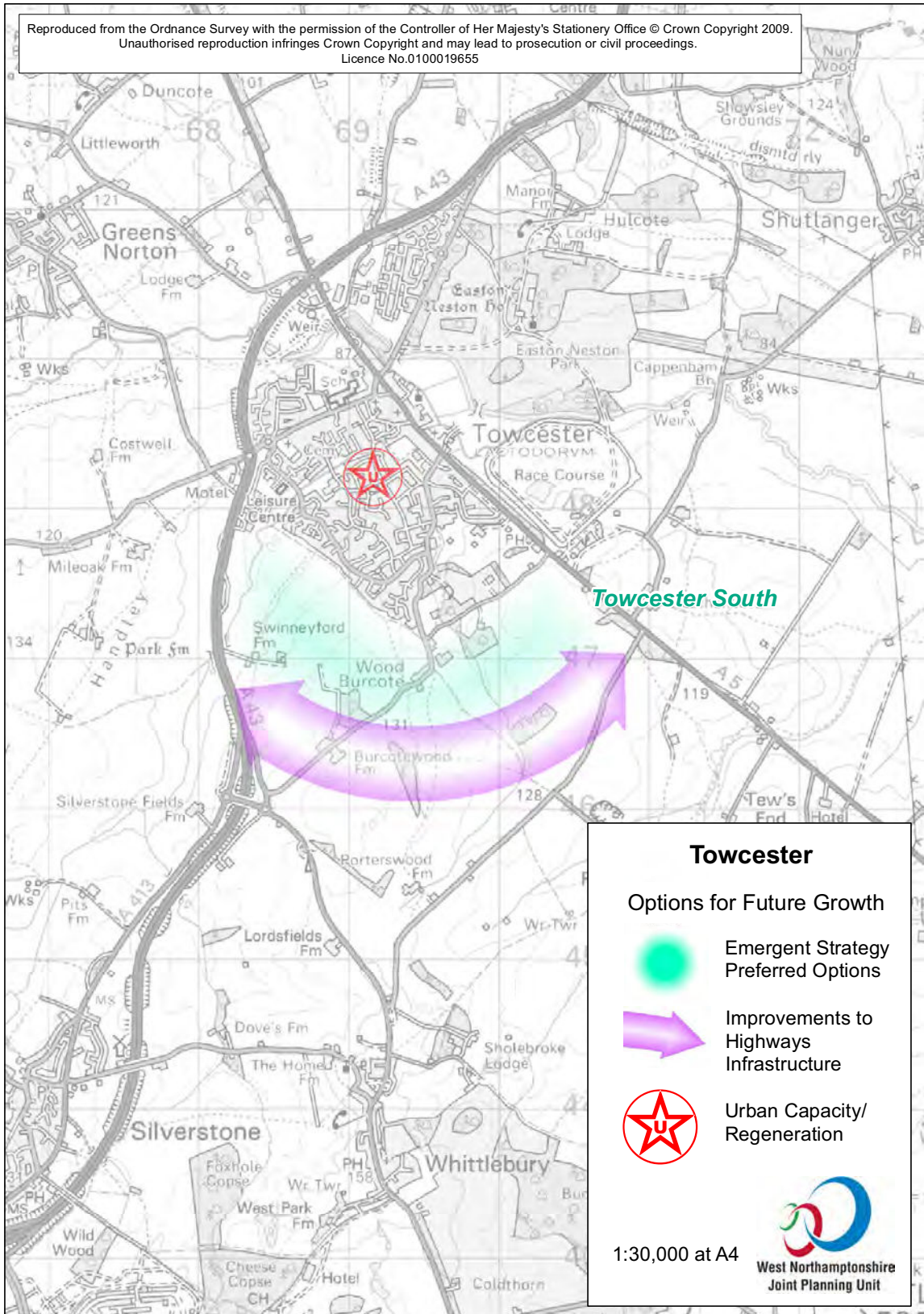
#### **What the development delivers**

- A mixed use sustainable urban extension will provide in the region of 3,300 dwellings and 2670 jobs
- The construction of the A5 Bypass
- Essential strategic improvements to the A43 junctions
- Surface water attenuation and flood management schemes;

#### **Infrastructure Required**

- Improved public transport services and particularly to centres of employment;
- An additional primary school;
- Additional secondary school provision;
- A new health centre;
- Sports pitches and a changing pavilion;
- Safe routes for pedestrians and cyclists;
- Flood mitigation from all flood sources, including surface water management;
- Enhanced utilities provision;
- A primary substation and reinforcement of 33 kv electricity network.

**4.5.3.5** Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements



**Towcester Preferred Growth Option**

### **How does this meet the Emergent Joint Core Strategy Vision and Objectives:**

**4.5.3.6** The following Emergent Joint Core Strategy objectives are satisfied in respect of Towcester South:

1. The growth delivers planned, managed growth within West Northamptonshire to fulfil the requirements in the East Midlands Plan meeting the housing requirement in South Northamptonshire.
2. The Option will deliver employment growth as part of a mixed-use scheme.
3. Existing communities will be supported through the provision of new education, health, community, leisure, cultural and social facilities as part of the development.
4. The option will enhance the connections in the existing green infrastructure network in addition to safeguarding important areas that will form part of the network within the development.
5. As a Rural Service centre, the growth and expansion of Towcester will benefit the wider rural hinterland, serving rural communities.
6. The development will carefully manage flood risk from river and surface water.
7. The bypass will enable significant improvements to the air quality, particularly in Towcester town centre, through the reduction in traffic congestion.
8. It will aid the regeneration of Towcester through enabling through traffic to be removed presenting opportunities for innovative solutions relating to the allocation of pedestrian and road space, helping to meet the delivery of co-ordinated transport improvements.
9. The development will be of high quality, taking account of Towcester's historic character and distinctiveness as a rural market and coaching town.
10. The development will be of a scale that provides mechanisms by which the delivery of infrastructure can be delivered in tandem with development.

### **Towcester Moat Lane**

**4.5.3.7** Towcester Moat Lane is not considered a strategic option and is therefore not included as an identified area for growth on the map. It has been included within the options for Towcester as it forms an important focus to complement the development to the South of Towcester.

### **What the development delivers**

- A Mixed use development incorporating the regeneration of Brownfield land.
- The provision of civic and community facilities, including tourist, leisure and cultural facilities.
- The preservation and enhancement of Bury Mount, which is a Scheduled Monument.

### **Infrastructure Required:**

- Improved bus services to Northampton and Milton Keynes

- Safer routes for pedestrians and cyclists- especially within Towcester itself;
- Flood mitigation from all flood sources, including surface water management;
- A civic hub including offices, a registry office, a gallery and exhibition space.

**4.5.3.8** Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements

### **How does this Meet the Emergent Joint Core Strategy Vision & Objectives?**

**4.5.3.9** This option enables Towcester to meet its vision of becoming a successful town centre that can support the needs of the town and the rural hinterland. Moat Lane is fundamental to achieving the vision of providing a full complement of community and cultural facilities.

**4.5.3.10** The following Joint Core Strategy objectives are satisfied in respect of Moat Lane:

**4.5.3.11** This option will support existing and new communities through the provision of additional employment and community, cultural and social facilities.

**4.5.3.12** The option will attract a retail offer to the existing town and promote the regeneration of the existing town centre.

**4.5.3.13** Open spaces, which form part of the proposals, will enhance the urban green infrastructure networks throughout the urban area.

**4.5.3.14** Moat lane will protect and enhance the built and cultural assets of West Northamptonshire through the integration of the scheduled ancient monument within revitalised areas of the town.

**4.5.3.15** The design will be of high quality taking account of the character of Towcester.

**4.5.3.16** This option will allow the safeguarding and enhancement of connections in relation to Towcester's Green Infrastructure network.

### **4.5.4 Brackley**

**4.5.4.1** In order to deliver the requirements of the East Midlands Regional Plan, the following growth options are preferred:

- Brackley North (To provide approximately 1,600 dwellings)
- Brackley East (To provide approximately 650 jobs)

**4.5.4.2** This section refers to map 'Brackley Preferred Options for Growth'.

## Brackley North

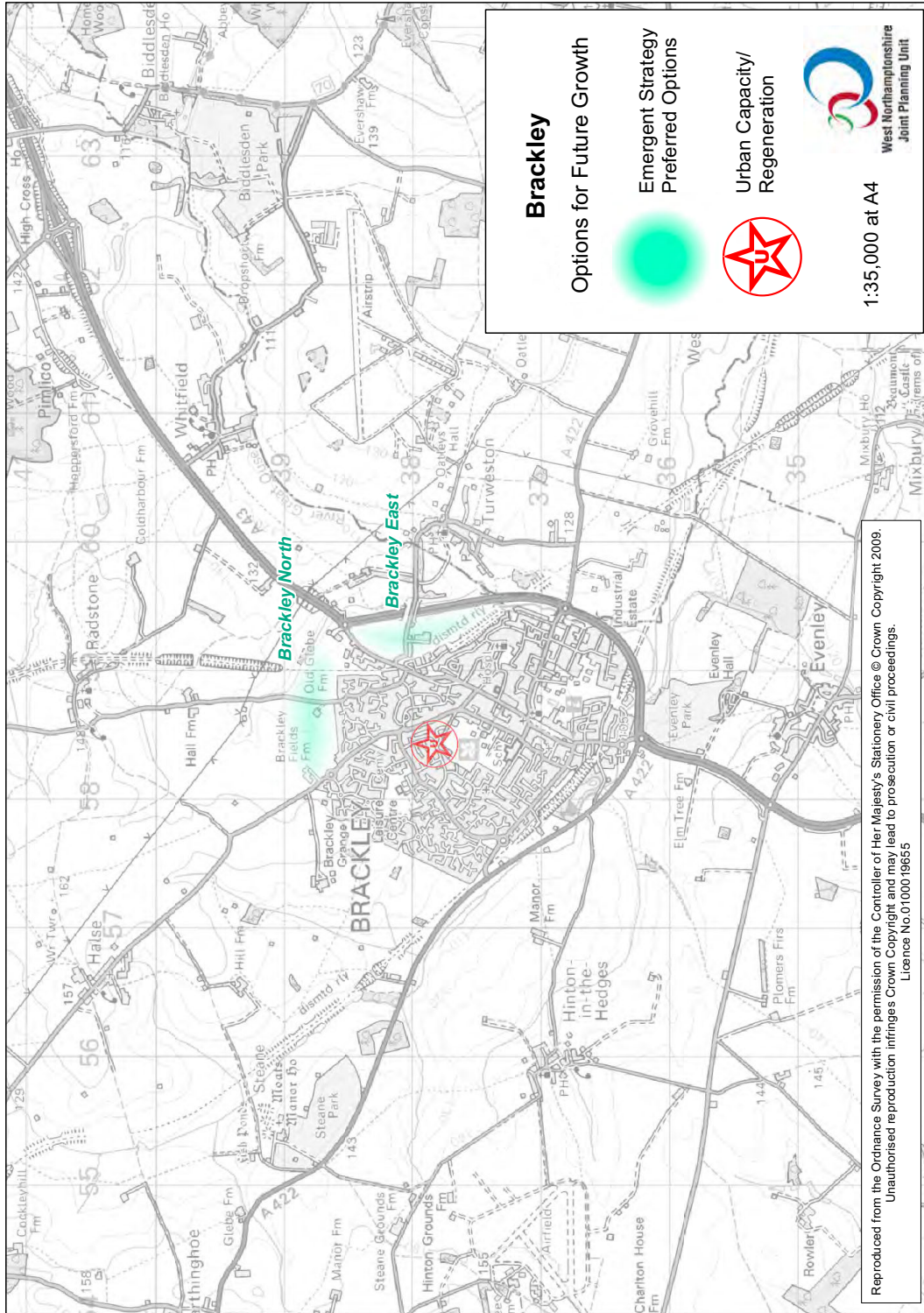
### What the Development Will Deliver

- A mixed use sustainable urban extension (SUE) with an overall capacity of 1,600 dwellings, associated employment and services.
- A well integrated development into the existing urban form that utilises existing networks into town centre.
- Improvements to existing highway network.

### Infrastructure Required

- Re-organisation of primary school provision (as there is a surplus of places in the south of Brackley and shortage in the north of Brackley) with potential for a new primary school.
- Improvement of Brackley Library, with an extension to include a children's centre.
- Community centre / cultural arts space.
- New primary sub station and re-enforcement of electricity network (11 KV).
- Minor improvements to A43 / A422.
- New orbital route to the west of Brackley

**4.5.4.3** Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements



**Brackley Preferred Options for Growth**



### **How does this meet the Emergent Joint Core Strategy Vision and Objectives**

- It provides a potential SUE allowing the delivery of planned growth that adjoins Brackley, linking new and existing communities physically and socially.
- This option will support existing and new communities through provision of education, health, community, cultural and social facilities.
- This option will help to enable the provision of effective public transport and cycleway networks and well designed developments which reduce the need to travel by providing day-to-day facilities.
- Development at Brackley will ensure increased local demand for retail and services in the town centre (size to be determined), ensuring needed further investment and renewal.
- This option can be implemented in a way which reduces its impact upon the environment including carbon footprint and water usage. At the same time it will provide necessary infrastructure to support it, minimise use of energy and encourage the development of renewable energy resources.
- Allowing the development of appropriate levels of retail development (size to be determined) to meet the day to day needs of new residents of the SUE which maintain the importance of the regeneration town centres.

### **Brackley East**

**4.5.4.4** This section refers to map 'Brackley Preferred Options for Growth'.

#### **What the development will deliver**

- Twenty-five hectares of mixed 'B class' employment.
- A well contained employment site bounded by the A43 corridor.
- Expansion of important employment area in close proximity to town centre and local population.
- A range of infrastructure improvements.

#### **Infrastructure Required**

- Improvement of Brackley Library with an extension to include children's centre
- Community centre / cultural arts space.
- New primary sub station and re-enforcement of electricity network (11 KV).
- Minor improvements to A43 / A422

**4.5.4.5** Please note this list is not exhaustive and is subject to further detailed investigations on specific infrastructure requirements

#### **How this meets the Emergent Joint Core Strategy Vision and Objectives**

**4.5.4.6** This option meets the Joint Core Strategy Vision by focusing growth on to the urban area of Brackley thereby helping to foster a successful economy and providing jobs to the area. This option will help support integrated transport facilities and infrastructure to serve the local community and businesses.

**4.5.4.7** The following Joint Core Strategy objectives are satisfied in respect of Brackley East:

- It allows the delivery of planned growth that adjoins Brackley which will strengthen and diversify the economic base of West Northamptonshire to provide opportunities for knowledge based industries and environmental technologies.
- This option will help to enable the provision of effective public transport, cycleways networks and well designed developments, which reduce the need to travel by providing day-to-day facilities.
- Development at Brackley East will ensure increased local demand for retail and services in the town centre (size to be determined), ensuring needed further investment and renewal.
- This option represents a highly sustainable form of development, which will be implemented in a way which reduces its impact upon the environment including carbon footprint and water usage. At the same time it will develop the necessary infrastructure to support it, minimise use of energy and encourage the development of renewable energy.

## 4.6 Hierarchy of Centres

### HIERARCHY OF CENTRES

**4.6.1** The RSS recognises that Northampton has the potential to become one of the Region's highest performing retail attractions, and recognises that Daventry and Towcester should have enhanced roles at a more local level.

**4.6.2** Northampton is identified as a Principal Urban Area (PUA) in the RSS. More new development, including retail, should be primarily concentrated. To enable Northampton to fulfil its potential and its role within the Region and West Northamptonshire, it is essential that the Core Strategy enables this to happen.

**4.6.3** The Joint Core Strategy is expected to define the hierarchy of centres below this level to complete the structure of retail provision in West Northamptonshire.

**4.6.4** To secure the thrust and direction of RSS policy towards retail and other commercial/leisure investment in town centres; to secure a step change in the performance of the town centre network in West Northamptonshire and; to secure more sustainable patterns of travel, our town centre network will be the principal focus for retail/commercial and leisure investment.

**4.6.5** Northampton's centre, in particular, has been damaged over the years by an unhealthy range of out of centre retail areas that have diverted investment away from the centre and contributed nothing to its regeneration. There is a strategic well evidenced necessity to reverse this damage and improve Northampton so that it fulfils its regional, county and West Northamptonshire role to its full potential.

**4.6.6** The Joint Core Strategy will address these strategic issues through policies to resist any further retail development outside of the central shopping area (as defined by the Central Area Action Plan) or the other defined centres.

**4.6.7** The centre hierarchy within West Northamptonshire will be as follows:

<b>West Northamptonshire Centre Hierarchy</b>	
Northampton City Centre	City Centre
Daventry Town	Town Centre
Towcester Town	Town Centre
Brackley Town	Town Centre
Weston Favell Shopping Centre	District Centre
Kingsthorpe	District Centre

**4.6.8** High Streets and local/neighbourhood centres will be designated for the urban areas.

**4.6.9** Key Service Centres will be designated in the rural areas. See the following section 'Rural Communities' which sets out this policy approach in detail.

**4.6.10** Given its size and status as a PUA, Northampton has its own hierarchy of retail centres which is defined as:-

<b>Northampton - Centre Hierarchy</b>	
Wellingborough Road	High Street
Kettering Road	High Street
St James	Neighbourhood Centre
Far Cotton	Neighbourhood Centre
Duston	Neighbourhood Centre

Wootton Fields	Neighbourhood Centre
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**4.6.11** The scale, context and form of retail development appropriate within the hierarchy is defined as follows:

**4.6.12 City Centre:** serves as the hub of business and cultural activity in the sub region and county. It has the most intensive form of development for housing employment and public transport. The City Centre will continue to serve as the finance and commerce, government, retail, tourism, arts and entertainment centre for the sub region and county.

**4.6.13 Town Centres:** principal centre(s) in a local authority's area for employment, housing retail development served by high-quality public transport providing a wide range of facilities and services for the town's population and extensive rural catchment area.

**4.6.14 District Centres:** groups of shops often containing at least one supermarket and a range of non-retail services, such as banks, restaurants, as well as local public facilities such as a library and are well served by public transport. The Joint Core Strategy will enhance accessibility for cyclists, pedestrians and transit users. Redevelopment can occur so that vacant land or under-used buildings could be put to more efficient use.

**4.6.15 High Streets:** vibrant areas that offer a range of shops and other services to the local and wider community including pubs and restaurants with shop frontages along main routes into city / town centres. Multi modal transport will be enhanced along these routes.

**4.6.16 Neighbourhood Centres:** network of day to day shops alongside businesses, social facilities and homes. Accessibility for cyclists, pedestrians and transit users will be enhanced. Redevelopment and redesign can occur so that vacant land or under-used buildings could be put to more efficient use and aid in regeneration of neighbourhood.

**4.6.17** Within the other defined centres in the hierarchy, new retail development will only be achieved if it is of a scale and content appropriate to that level of centre.

**4.6.18** To secure a step change in Northampton's improvement, such a policy position is currently clearly justified, but the health of the town centre; and retail floor space provision and retail needs will be closely and regularly monitored. If evidence demonstrates a strengthening of Northampton's position through retail investment, the policy basis will be reviewed over time.

## 4.7 Rural Communities

**4.7.1** The rural area accounts for the majority of land within West Northamptonshire, yet only a small percentage of the population live in the rural areas. For the purposes of this plan, the rural area is generally defined as the area outside of Northampton, Daventry, Towcester and Brackley, and will be more specifically identified in a future Site Allocations DPD.

**4.7.2** The rural area consists of a number of large settlements, but many parishes include several smaller settlements.

**4.7.3** The rural areas present a number of challenges in the plan period. The plan Objectives encourages rural communities to become more sustainable places to live and work and seek to protect and enhance the countryside beyond the growth areas and connectivity to green infrastructure.

**4.7.4** In the rural areas, housing development is intended to principally support local needs, particularly by providing affordable housing, but the RSS recognises that most rural areas will also require some market housing if they are to prosper. Certain villages are better placed than others to accommodate further development; to sustain smaller settlements.

**4.7.5** The preferred policy approach to the rural settlement pattern of West Northamptonshire is to define a rural hierarchy in which settlements with a good range of local services are considered more sustainable than others. Fostering development of such settlements will reduce the need to travel by car, and provide opportunity for young people to remain within the rural community. In particular, a proactive strategic approach should be taken to sustaining local schools within the rural area and the presence of a local school should be an influential factor when defining the hierarchy.

**4.7.6** Whilst the market towns of Daventry, Towcester and Brackley provide an important focus for the surrounding rural communities, there is a need to define Key Rural Service Centres within the rural area, through an assessment of available services and facilities.

**4.7.7** Development of houses, jobs and facilities would therefore be focused on the Key Rural Service Centres within the rural areas, and the built extent of the character of other settlements would be defined by a Settlement Policy Area. All areas outside SPA's are countryside, where development will only be permitted in exceptional circumstances. Such circumstances are likely to include:-

- Affordable housing to meet local needs
- Agricultural dwellings; or
- Replacement dwellings.

**4.7.8** The creation of a rural settlement hierarchy will allow for the managed release of housing/job allocations (Allocations and Designations DPD), within the rural areas, which will contribute to the strategic land supply identified in the Core Strategy.

**4.7.9** Further work on the rural evidence base is required before the pre-submission draft is finalised, when it is expected that Key Rural Service Centres will be identified.

### 4.8 Distinctiveness and Environmental Assets

#### 4.8.1 Regeneration

**4.8.1.1** As Northampton and the towns grow physically and economically, new neighbourhoods will develop and existing neighbourhoods will inevitably change and it is important that there is policy to support the sustainability of these neighbourhoods.

**4.8.1.2** The Joint Core Strategy will include policy to assist in overcoming inequality between communities across the area which ranges from areas of affluence to pockets of deprivation in the towns of Northampton and Daventry as well as in the rural area.

**4.8.1.3** Priority communities in need of regeneration are as follows:

**4.8.1.4 Northampton:** Castle, Spencer, Billing, St James, Lumbertubs, Thorplands, Eastfield and Billing Wards .

**4.8.1.5 Daventry:** Hill Ward

**4.8.1.6** Centres as designated in the hierarchy play a key part in shaping the character and identity of neighbourhoods across the area. A clearer understanding of how these neighbourhood and centres function socially, economically and environmentally is required. In addition, it is important to ensure existing and future neighbourhoods:

- Are balanced in terms of housing mix and tenure to support a range of residents;
- Are well connected with a legible pattern of streets and spaces with ease moving to and from centres;
- Are Attractive and safe;
- Use resources efficiently and
- Utilise natural and built environment as an asset.

**4.8.1.7** Assessments of these neighbourhoods and their respective centres are required to form more detailed policy. The JPU will work with partners to develop this evidence base further.

### 4.8.2 Designing In Quality

**4.8.2.1** The Joint Core Strategy will be clear that the good design is crucial to the delivery of sustainable communities and that design and access are not a separate considerations. Design principles are embedded throughout the Emergent Joint Core Strategy as a cross-cutting issue.

**4.8.2.2** The Joint Core Strategy design policies will:

- express the strategic design vision for the towns;
- set out the standard and quality of development required and ensure that quality features centrally in all planning policy objectives;
- promote site-specific guidance such as development frameworks, masterplans and design codes;
- base design policies on an in-depth understanding of local context and the design process;
- address social and sustainable as well as visual and functional concerns.

**4.8.2.3** A Strategic Urban Design appraisal is proposed to support the development of Strategic Design Principles that will form part of the Joint Core Strategy.

### 4.8.3 Green Infrastructure

#### Green Infrastructure

**4.8.3.1** The green infrastructure is an integral element of this Joint Core Strategy. A green infrastructure network can be defined as a planned network of spaces with different functions that are linked. For example, woodland, river banks, parks and play space can form part of a green infrastructure network. Such a network can be used to assist in the regeneration, conservation and management of land and address the environmental, social and economic aspects of growth.

**4.8.3.2** Green infrastructure is important in creating and connecting environments both in and beyond the urban areas, whilst providing leisure, educational and regeneration opportunities for both existing residents and visitors. It is also an environmental system that supports the health, wellbeing and aesthetic values of communities and helps to maintain functional ecosystems. It provides an asset that enables the environment to support and maintain natural and ecological processes and sustains land, air and water resources.

**4.8.3.3** Detailed Landscape Sensitivity and Green Infrastructure Studies have been undertaken for Northampton, Daventry, Towcester and Brackley to identify the green assets and opportunities and to inform more detailed green infrastructure planning throughout West Northamptonshire.

**4.8.3.4** The Green Infrastructure Network for West Northamptonshire has evolved from the landscape character, historic character and biodiversity character assessments produced by the River Nene Regional Partnership (RNRP) and are based upon two networks:

- The Biodiversity Network, which focuses on identified areas of habitat reservoirs and the opportunities for connectivity of these core areas through the establishment of habitat links, for example along river corridors for all species.
- The Sustainable Movement Network, which includes provision for sustainable patterns for walking, cycling, and where appropriate, horse riding. These aim to link the environmental and, wherever possible, cultural and leisure assets for people.

**The sustainable movement network contains three different elements:**

1. The Strategic Infrastructure Corridors are an interconnected network of Sub Regional and Local Green Infrastructure corridors. They identify broad landscape zones within which Green Infrastructure related proposals should be focused.
2. The Primary Network is made up of strategic links between major settlements, and is composed of the Public Rights Of Way network and cycle routes. Green Ways run through open countryside, while Blue Ways follow water courses such as rivers and canals.
3. The Secondary Network links villages and hamlets together, and to assets in the wider countryside. It is composed of the Public Rights Of Way network and cycle routes.

**4.8.3.5** A strong underlying pattern of non motorised routes already exists within West Northamptonshire, including:

- The principal recreational routes including the Midshires Way, Nene Way, Jurassic Way, Macmillan Way, Knightley Way, and Grafton Way;
- The Northamptonshire Round Walk;
- The Sustrans National Cycle Route 6;
- A number of navigable waterways; and
- A number of extant stretches of canal and disused railway lines.

**4.8.3.6** All of these routes contribute to sustainable modes of travel and also have the ability to significantly contribute to modal shift aspirations.

**4.8.3.7** The general location of the green infrastructure network for West Northamptonshire is illustrated in the Key Diagram. This network links in with the wider green infrastructure framework for the County and Region as a whole.

**4.8.3.8 Policy Approach**

**4.8.3.9** Because of the need to build upon existing green infrastructure assets there are no realistic alternatives for the approach.



**4.8.3.10** New development will be expected to contribute towards enhancing, restoring and creating new elements of the green network. The network will form part of the new growth areas contributing to meeting West Northamptonshire's infrastructure requirements in terms of open space, sport and recreation, and more broadly to its environment, biodiversity and accessibility. Development will not be permitted to compromise the integrity of the green infrastructure network.

**4.8.3.11** The green infrastructure requirements for each of the proposed growth options will be set out in the pre-submission Joint Core Strategy.

### **4.8.3.12 Delivery/implementation**

**4.8.3.13** The River Nene Regional Park (RNRP) is an independent Community Interest Company. They create a green infrastructure network of environmental projects throughout Northamptonshire. RNRP are key when coordinating the delivery of Green Infrastructure projects as they have the ability to bring together public and private stakeholders.

**4.8.3.14** The Joint Affordable Housing and Developer Contributions DPD will provide the detailed basis for operating this policy, particularly the estimated costs of providing open space and green infrastructure associated facilities, whilst providing advice on different funding mechanisms. Outside of the new growth areas where it is impractical or inappropriate to provide Green Infrastructure within a new development scheme, a financial contribution from the developer would be required to allow an alternative means of provision or enhancement. The nature and extent of that contribution will be governed by the formulae set out in the Affordable Housing and Developer Contributions DPD.

**4.8.3.15** For each of the sub-regional corridors within West Northamptonshire a set of Priorities for Action have been identified which provide guidance in relation to the specific features of the corridors which require enhancements, protection and creation. These priorities for actions are detailed within The River Nene Regional Park and Environmental Character and Green Infrastructure Interactive Suite (available at <http://www.rnrpenvironmentalcharacter.org.uk>).

## **4.8.4 Culture and Heritage**

### **Culture and Cultural heritage**

**4.8.4.1** West Northamptonshire has diverse cultures and cultural heritage, both of which underpin the character of its towns and villages. This ranges from its ancient monuments, extensive canal network, listed buildings, historic parks and gardens, conservation areas and historic battlefields, through its places of worship, and key sporting facilities, to its art galleries, museums pubs and clubs. The historic environment is an asset and catalyst for regeneration in the towns whilst the focus of rural culture can often be the local village hall or pub.

**4.8.4.2** The key role of culture is to act as a connector of people and communities through common interest, a provider of confidence and to act as an economic driver. The Cultural Investment Plan alongside the Cultural Action Plan and Cultural Mapping Report for West Northamptonshire sets out existing and proposed strategic cultural planning projects and identifies cultural investment requirements, including assets in need of improvement within West Northamptonshire up to 2021.

**4.8.4.3** Cultural and heritage provision in West Northamptonshire will encompass a wide range of activities and facilities in order to increase participation in sport, recreation, the arts and cultural and heritage activity and provide vibrant places.

### **4.8.4.4 Policy Approach**

**4.8.4.5** The Joint Core Strategy aims to support the regeneration of neighbourhood networks and the development of vibrant areas to support proposals that will be bought forward in other Development Plan Documents.

**4.8.4.6** The Joint Core strategy will:

- Nurture cultural assets of all types;
- Promote diverse culture and creativity;
- Support the evening economy in town centres, including bars (A4 uses), restaurants and cafes (A3 uses), theatres (sui generis), cinemas, concert halls and live music venues (D2 uses), and arts and cultural venues (D1 uses) that are open in the evening; and
- Promote the development of additional cultural and tourist facilities close to popular destinations for example:
  - Northampton arts and culture quarter;
  - Daventry, Towcester and Brackley Town Centres;
  - Existing and proposed museums i.e Northampton, Long Buckby and Towcester;
  - Waterfront areas in Northampton;
  - Silverstone Circuit;
  - Stole Bruerne and canal side villages;

### **4.8.4.7 Delivery**

**4.8.4.8** This approach will be implemented through the planning process by the identification of proposals/sites in future Development Plan Documents. In particular, the following documents will contain proposals for cultural / leisure facilities:

- Northampton Central Area Action Plan;
- Daventry Town DPD; and
- West Northamptonshire Sites Allocations DPD.

**4.8.4.9** Guidance on potential contributions for cultural facilities arising from development will be provided in the forthcoming Affordable Housing and Developer Contributions DPD.

## 4.8.5 Landscape and Biodiversity

### Landscape & Biodiversity

**4.8.5.1** West Northamptonshire has many areas which are noted for their natural heritage and a wide variety of species and habitats, many of which are recognised as being locally important. There are areas which are protected under National Legislation including SSSI's and the Upper Nene Valley Gravel Pits pSPA, which is protected under European Directive.

**4.8.5.2** Important habitats and species will be protected and enhanced through the Local Development Framework in line with the relevant National and International Legislation. The Habitats Regulations Appropriate Assessment will assess the impact if any of the Joint Core Strategy on sites that are designated under European Directive.

**4.8.5.3** In the further work for the Joint Core Strategy, green infrastructure mapping will be used to target creation and improvement areas where trees and woodlands can contribute most to meeting accessible greenspace standards and the enhancements of the sustainable movement and biodiversity network, as well as the creation of sustainably managed woodland areas for renewable energy purposes.

#### **4.8.5.4 Policy approach**

**4.8.5.5** Development which protects existing assets and delivers a significant net gain for biodiversity will be supported. All new development will be required to show how conservation of biodiversity is taken into account in its design and implementation, how additional habitat creation can be achieved through the green infrastructure network and in particular how priority habitats and species as identified in the Northamptonshire Biodiversity Action Plan will be safeguarded. Where adverse impacts are unavoidable and the proposal cannot be relocated, appropriate mitigation and compensatory measures will be required.

**4.8.5.6** The priority area for woodland enhancement and creation is along the Yardley Whitlewood Ridge running from the village of Yardley Hastings in the east towards Towcester and Brackley in the west.

## 4.8.6 Climate Change

**4.8.6.1** The East Midlands Regional Plan recognises that climate change is the most significant issue for the future of the region, as it cuts across all land use sectors and affects the environment, economy and quality of life.

**4.8.6.2** There is a need to both adapt to a changing climate and a need to continue to reduce greenhouse gas emissions, in order to reduce future climate change effects. This requires a co-ordinated policy and sector response.

**4.8.6.3** The principal impacts of climate change can include:

- Increased flooding from rivers, the sea and drainage;

- Changing agricultural yields and crops as growing seasons extend;
- Water shortages will increase competition for water from domestic, industrial, and agricultural users and wider habitat needs;
- Changing pests and diseases affecting agricultural, forestry, parkland and gardens;
- Disruptions to transport and communications infrastructure;
- Exacerbation of existing chronic conditions such as asthma, particularly in urban areas;
- Changing medical needs and delivery as rising summer temperatures exacerbate problems for the elderly and vulnerable;
- Impacts on business premises and other built assets including increased internal temperatures, water penetration and storm damage;
- Opportunities for the tourism sector as the summer season extends;
- Opportunities for advanced manufacturing to respond to the need for technological solutions to climate change mitigation and adaptation;
- Altered pressures on emergency services; and
- Positive and negative effects on biodiversity and significant changes to wetlands.

**4.8.6.4** West Northamptonshire is set to receive significant growth and therefore it is imperative that a realistic and serious response to meeting climate change is made in respect of planning for new development. Larger scale developments including Sustainable Urban Extensions provide the opportunity to secure exemplary standards of design and renewable or low carbon energy generation.

#### **4.8.6.5 Policy Approach**

**4.8.6.6** This strategy seeks to embed a response to climate change in all of its thematic policy approaches. The overarching principle of this strategy is to increase the self-sufficiency of the area, which in turn will reduce the need to travel by delivering real improvements in transport choice.

**4.8.6.7** The strategy seeks to mitigate the effects of climate change and reduce CO<sub>2</sub> emissions through making best use of existing infrastructure, seeks to ensure that new development provides the opportunity to travel by alternative means to the private car, and encourages the most sustainable approach to layout and design.

**4.8.6.8** The strategy seeks to reduce the impacts of climate change by promoting enhancement of the green infrastructure network, increasing woodland cover, safeguarding wetlands and considering the impact of development on the entire water cycle. In addition, the highest standards of environmental performance and design will be sought from all developments.

## 4.8.7 Flood Risk

**4.8.7.1** It is recognised that flood risk is a common concern. The River Nene, River Tove and River Ouse and their tributaries as well as the canal network are prominent features of the landscape within West Northamptonshire and provide the basis for sporting and leisure activities as well as providing a habitat. Because of the existence of these water bodies, there are a number of areas which are at risk of flooding.

**4.8.7.2** The role of the LDF is to ensure that new development is carried out in a sustainable manner. This will include ensuring that water quality is maintained and enhanced; that the rate and location of development is in keeping with planned water supply; that any land affected by contamination is suitably remediated so that it is suitable for redevelopment and inappropriate development is prevented within the flood plain. This will be achieved through policies within the Joint Core Strategy document.

**4.8.7.3** The overall drive of National (PPS 25) and regional (EMRP8) policy is to direct development away from areas that are liable to flooding. Where this is not possible, i.e. in circumstances where there is nowhere else for development to be accommodated, development should be directed towards the areas of lowest flood risk through the application of the sequential test and, if appropriate, the exception test.

**4.8.7.4** A Level 1 Strategic Flood Risk Assessment (SFRA) has been undertaken for West Northamptonshire. This describes and analyses how the area is affected by flood risk and the nature of that risk. A copy of the SFRA is available to view on the West Northamptonshire Joint Planning Unit website. The Level 2 SFRA's have been commissioned and are in the process of being completed. The West Northamptonshire phase 1 (Outline) Water Cycle Strategy has been completed and is available on the West Joint Planning Unit website <http://www.westnorthamptonshirejpu.org/>. This study assesses the potential impacts and constraints associated with major development areas with regard to flood risk, water resources and supply, foul sewerage, waste water treatment, water quality and water-related ecology.

**4.8.7.5** Once completed these studies will enable detailed standards and policy recommendations for all new developments and will provide guidance on the preparation of Flood Risk Assessments for areas of varying risk across the flood zones to enable developers to adhere to the detailed flood risk policies. This guidance will also include information about the effective use of Sustainable Urban Drainage Systems (SUDS) techniques.

**4.8.7.6** The Local Development Framework will consider the implications of growth on the water network as a whole, including the potential need for new infrastructure.

### 4.8.8 Health and Wellbeing

**4.8.8.1** A key theme which flows through the Spatial Vision, Spatial Objectives and the Key Principles of this Emergent Joint Core Strategy as well as throughout each of the individual Authorities Sustainable Community Strategies is to improve the health and well-being of residents within West Northamptonshire by stimulating action to reduce health inequalities and promote healthy lifestyles. Community well-being is achieved through a combination of relevant organisations working together towards an inclusive community where people feel safe, enjoy the best possible health and take part regularly in a range of sport, leisure, cultural and social activities.

**4.8.8.2** The following section covers the required provision of recreational and sport facilities to ensure that an appropriate range and mix exists for all residents within West Northamptonshire. Although Natural Green Space is covered by this proposed policy approach, this also forms one of the main elements of the Green Infrastructure Network and should therefore be read in conjunction with the information provided under the Green Infrastructure Network Section.

#### **Leisure, Sport and Recreation**

**4.8.8.3** Each of the three Authorities have commissioned Open Space, Sport and Recreation studies (PPG17 studies) and all of which are now complete. Northampton Borough Council is in the process of updating their PPG17 Audit and Strategy. The studies provide detailed background information and recommendations for local standards of provision for both open space and recreation. The Daventry and South Northamptonshire studies also look at specific built facilities. The standards establish the minimum amount of space and the desired distance for easy access to different types of facilities.

**4.8.8.4** The West Northamptonshire Sports Facility Strategy provides information about the current levels of provision of sports facilities such as tennis courts, cricket pitches, swimming pools, sports halls and also identifies where any deficiencies exist. The strategy also provides an action plan for developing sports facilities in the future, taking into account the growth proposed for West Northamptonshire.

**4.8.8.5** Improvements in provision will be required over the duration of the plan period to meet the needs of the existing and future populations. This additional provision needs to be located and designed to achieve a range of facilities for all in the most accessible locations.

**4.8.8.6** The sustainable urban extensions will require as a minimum, certain key facilities and other facilities will be required within the towns and throughout West Northamptonshire generally. A full list, location and time frame for each of these can be found within the Action Plan Section of the Sports Facility Strategy for West Northamptonshire.

**4.8.8.7** It is considered that an approach based on the application of standards would provide the most appropriate means of making provision for open space and built recreation facilities. The individual PPG17 Studies propose local standards for different types of facilities. These are based on detailed audit and assessment. The recommended open space standards for each of the three constituent authority areas can be obtained from the individual Local Authorities.

**4.8.8.8** The preferred approach relies on seeking local improvements where deficiencies are identified, with new facilities being provided to meet the needs of the larger population. It is important that all existing facilities are retained and therefore all current open space areas and built sports facilities will need to be protected unless improvements can be achieved by relocating them elsewhere and this would need to be clearly justified.

**4.8.8.9** Improvements will be sought in the open space network and in built recreation facilities, to achieve the type of provision, space required and levels of accessibility set out in each of the Open Space, sport, play and recreation studies (PPG17 Studies). This will be achieved through the provision of new and improved facilities, through improving access to existing facilities and enhancing educational provision.

**4.8.8.10** New residential development will be required to make provision for public open space and built facilities in accordance with the standards set out in the PPG17 studies and identified within the West Northamptonshire Sports Facility Strategy, through on-site provision of new facilities where feasible or by financial contributions.

**4.8.8.11** There will be a presumption against the loss of open space, sports or recreational facilities, unless it can be clearly demonstrated that alternative facilities are accessible to the existing and future population and that the equivalent facility provides a similar role and use in terms of its size, potential use and quality.

### **4.8.8.12 Delivery**

**4.8.8.13** Improvements in open space and built sport facilities will form part of the wider infrastructure needs that developers will be expected to deliver in development or fund and the mechanism for achieving the latter will be covered in the Affordable Housing and Developer Contributions DPD.

**4.8.8.14** The West Northamptonshire Sports Facility Strategy suggests indicative costs of specific facilities, where they should be located and when and within a specific timescale.

### 4.9 Phasing of Growth

**Please note, work on transport and infrastructure requirements are ongoing. The proposed transport infrastructure is based on the 2006 Northampton Multi Modal Model requirements. The model is presently being updated with the preferred option to refine exactly what is required. All timing of major infrastructure described below is indicative.**

**4.9.1** Work is presently being undertaken to specifically understand the phasing of engineering solutions in light of growth. This information will be vital in forming a sound transport strategy and rolling implementation programme (to be prepared by the County Council) to support Northampton's growth.

**4.9.2** The vision and objectives for West Northamptonshire are central to the Emergent Joint Core strategy. The vision contains strong themes of:

- economic prosperity
- high quality housing
- excellent quality of life
- sustainability
- green spaces
- Enhanced connections between places in West Northamptonshire and beyond.

**4.9.3** The Joint Core Strategy concentrates growth in the existing urban areas of Northampton, Daventry, Towcester and Brackley whilst being responsive and sensitive to the changing needs of the rural areas; the areas identified for major growth are large enough to contribute towards funding to support the infrastructure needed for the growth. Enhanced retail and cultural facilities are supported by major growth in the population and the economy. There is select regeneration of existing neighbourhoods to enable new and existing communities access a variety of services. Concentration resists large out-of-town development, yet supports the need to meet peoples' day-to-day needs. The Urban Extensions incorporate high-quality employment to create mixed use centres that are vibrant at all times. The whole of West Northamptonshire is supported by enhanced networks of sustainable transport alternatives.

**4.9.4** Effective, significant and sustained modal shift will need to be achieved over a long period of time, with each individual development contributing to forming wider networks of effective, efficient public transport, cycling and walking networks. Walking is often overlooked in planning as it is taken for granted; yet it forms the beginning and end of almost all journeys, regardless of mode. Due to restrictions and capacity issues on the highway network some options will be able to be brought forward sooner than others. It is imperative that the early "wins" and education begin imminently to remove unnecessary trips and allow modest growth to begin.



**2011-2016**

**4.9.5** Improvements to the Central Area of Northampton will include the redevelopment of the Grosvenor Centre and Castle Station, which will enhance the connections with London. This first phase of improvements to the town will help raise the profile and lay the foundations for attracting the high-end retail and business offer.

**4.9.6** Exemplar development to the North will provide a key gateway site into the town of approximately 1,600 dwellings. It will be supported by intermediate park and ride acting as a high-quality link to the town and intercepting traffic from the A43 alongside improvements to the Round Spinney Interchange and a bypass around Moulton Village. Walking, cycling and Green Infrastructure networks will connect the growth with existing communities and employment such as Moulton, Overstone and Round Spinney.

**4.9.7** Growth to the South East will deliver in the region of 1,750 dwellings and will be accompanied by an innovative, express public transport route direct to the Central Area enabling connections to be made with wider transport networks via an invigorated Waterside Development along the Nene. This infrastructure is vital to ensuring that the major development to the South East minimises the impact on the existing transport network. Additional growth to the South (1017 dwellings), in combination with the South East will require capacity improvements to the existing network, especially the A45 Junctions and M1 (15 and 15a). These improvements form part of the “Northampton Arc”; a critical route for the region.

**4.9.8** In the West, development in the region of 1750 dwellings will come forward, making use of capacity in the road and other infrastructure networks and helping to deliver the road infrastructure required.

**4.9.9** Development at Daventry in the North, North East and South East extensions will only come forward if improvements to the A45 Flore-Weedon are secured delivering 250 dwellings in the North, 1000 in the North East and 600 in the South East. This critical infrastructure will enable growth to take place and improvements to be made to the public transport offer between Northampton and Daventry through the utilisation of the additional capacity on the present A45. The Town aspirations for regeneration, such as the i-hub and the canal arm are pushing Daventry towards its ambition of being at the cutting edge of environmental technology.

**4.9.10** Development to the South of Towcester will provide around 240 dwellings with funding for the associated A5 relief road secured, enabling the revitalisation of the primary shopping area and improving air quality. Brackley also will have received modest growth, with 850 dwellings completed.

**4.9.11** As the first part of the plan period progresses it will be vital to ensure that all junction, capacity and road infrastructure begins to support the requirements of public and sustainable transport- this could be relatively simple such as the fitting of

bus priority at signals at junctions already earmarked for improvements to schemes specifically or ensuring that cycle ways are properly connected to the network to minimise "gaps". This work will need to continue throughout the whole plan period and beyond.

### **2016-2021**

**4.9.12** The second phase sustains the momentum of development in all areas around Northampton. Improvements to the existing network to the North will complement the North West relief road, providing the necessary infrastructure for orbital bus routes. Further improvements to sustainable networks will have helped maximise the capacity of existing infrastructure. Around Northampton, a further 2000 dwellings will be delivered in the South East; 1000 to the South; 1750 to the North and 1850 to the west. The amount of growth will have been delivered alongside community infrastructure vital to building new neighbourhoods. The regeneration of Northampton's Central Area will have enabled significant improvements to the retail offer, creating a destination of choice.

**4.9.13** Funding for the A45 link and Junction 15 relocation will have been secured and construction programmed to commence before the end of this period. In the absence of this vital element of infrastructure, further growth will be inhibited.

**4.9.14** In Daventry a further 350 dwellings in the North, 1000 in the North East and 800 in the South will come forward, with the redevelopment of existing employment areas. Daventry Town Centre will have a more central focus around the canal arm and waterside. Green infrastructure networks provide attractive and usable routes for movement within the town- extending to the surrounding villages, neighbourhoods and communities.

**4.9.15** In Towcester the new urban extension will have delivered a further 1500 dwellings and supporting facilities being bought forward. In this period the relief road will have been constructed, enabling further regeneration removing heavy through traffic and allowing the revitalisation of the Town Centre around the new community facilities in Moat Lane. Brackley will receive further growth, with around 720 dwellings finalising the planned growth for Brackley- within this plan period.

### **2021-2026**

**4.9.16** The period 2021-2026 demonstrates the step change that has happened in the way people move around the city and towns. The city is now a place where people choose to live and work. Congestion on the A45 has been reduced and bus priority improved with the opening of the A45 link. Growth continues at an accelerated pace encouraged by a thriving central area, affordable homes, a range of job opportunities and regenerated neighbourhoods.

**4.9.17** An additional 2500 dwellings in the South east, 200 in the south, 2000 in the North and 18500 in th West will complete the amount of growth required in the plan period.

**4.9.18** In Daventry a further 400 dwellings in the North, 1,300 in the North East and 800 in the South East will be delivered. The town will have met its vision objectives and will have been complemented with further job opportunities in the environmental sectors. The development to the north has attractive routes through the country park to the town centre.

**4.9.19** In Towcester the final phase of the southern extension will deliver a further 1,550 dwellings and associated infrastructure to serve the new community.

### **2026 and beyond**

**4.9.20** Beyond 2026 expansion, especially around Northampton, will continue as it consolidates its city status.

### FUNDING AND DELIVERY

**5.0.1** Good infrastructure planning considers the infrastructure required to support development and its associated cost, source of funding, timescale for delivery responsibility for delivery and any gap in funding.

**5.0.2** Infrastructure planning forms an important part of the evidence base for the Joint Core Strategy. The test of soundness includes whether the plan is deliverable, so an understanding of what infrastructure is needed and how it will be delivered is key to this.

**5.0.3** Infrastructure planning is an integrated process which is reliant on the input of private, public and voluntary service providers to co-ordinate delivery.

**5.0.4** This Emergent Joint Core Strategy highlights known capacity issues with existing infrastructure, seeks to promote more efficient use of existing infrastructure and provides an indication of the main infrastructure requirements associated with each of the growth options.

**5.0.5** Work on the infrastructure evidence base is ongoing to provide more information about when the infrastructure is required, anticipated costs and how it will be funded, to inform the next draft of the Joint Core Strategy.

**5.0.6** As part of the ongoing work, the infrastructure evidence base will be:

- Aligned with service providers own investment plans, some of which are currently under preparation;
- Verified with service providers to further understand the implications of the growth options presented in this plan;
- Validated and tested to ensure that the costs and timescales identified are robust;
- Matched against existing funding programmes to understand what can be funded and if there is a gap, which may be met by developer contributions.

**5.0.7** Government Guidance (Circular 05/2005) is clear that developer contributions should not be used to resolve existing deficiencies in infrastructure provision. Therefore providing a quality, shared evidence base will support the delivery of required infrastructure by:

- Providing a means of working in partnership with the public, private and voluntary sectors to deliver services which meet West Northamptonshire's long term needs;
- Highlighting existing infrastructure deficits which national and regional funding sources should be pursued to resolve; and
- Confirming the new infrastructure requirements needed to support the growth options and the contribution that developers will be expected to make.

**5.0.8** To support the Joint Core Strategy's approach, an Affordable Housing and Developer Contributions Development Plan Document will be progressed.

**5.0.9** This DPD will focus upon what infrastructure requirements developers will be expected to provide and determine the most appropriate mechanism to secure developer contributions consistently across West Northamptonshire.

## A.1 Northampton Rejected Options

### Northampton Option 2 (Northampton East)

Please see Map

#### Justification for rejecting options

- Expansion in this location would not represent the most sustainable option for growth compared to the other options around Northampton. It would represent an elongation rather than a compaction of the emerging urban form.
- Development in this location could have a significant impact on the quality of the Green Infrastructure network in this area and beyond. There are a number of sensitive water/wetland sites to the east of Northampton, which include a number of BAP standing water habitats. However, the most notable site to the east of Northampton is the Upper Nene Valley Gravel Pits SSSI and potential SPA (pSPA), which is considered to be of exceptional significance for the variety and quality of breeding birds associated with the opens water and marginal habitats.
- Medium-cultural sensitivity areas include extensive areas of prehistoric and Romano-British occupation in the vicinity of Ecton ridge. High visual sensitivity areas include the prominent landform of the Ecton ridge. Strategic gaps, which prevent the coalescence of Northampton with villages to the east are also considered to be of high sensitivity. Development in this location could therefore be seen to significantly compromise the spatial; objectives in relation to achieving sustainable growth compared to other less sensitive locations adjoining Northampton.

#### Why this option does not meet the vision and objectives if the Emergent Joint Core Strategy

- This option would not necessarily complete, enhance and safeguard connections in the existing strategic Green Infrastructure network.
- It is considered that this option is not based on sustainable development principles compared to the other options around Northampton. It would represent an elongation rather than a compaction of the emerging urban form.
- This option would not necessarily foster the regeneration of Northampton.

### Northampton Options 5 (South of M1 and South-West)

Please see Map

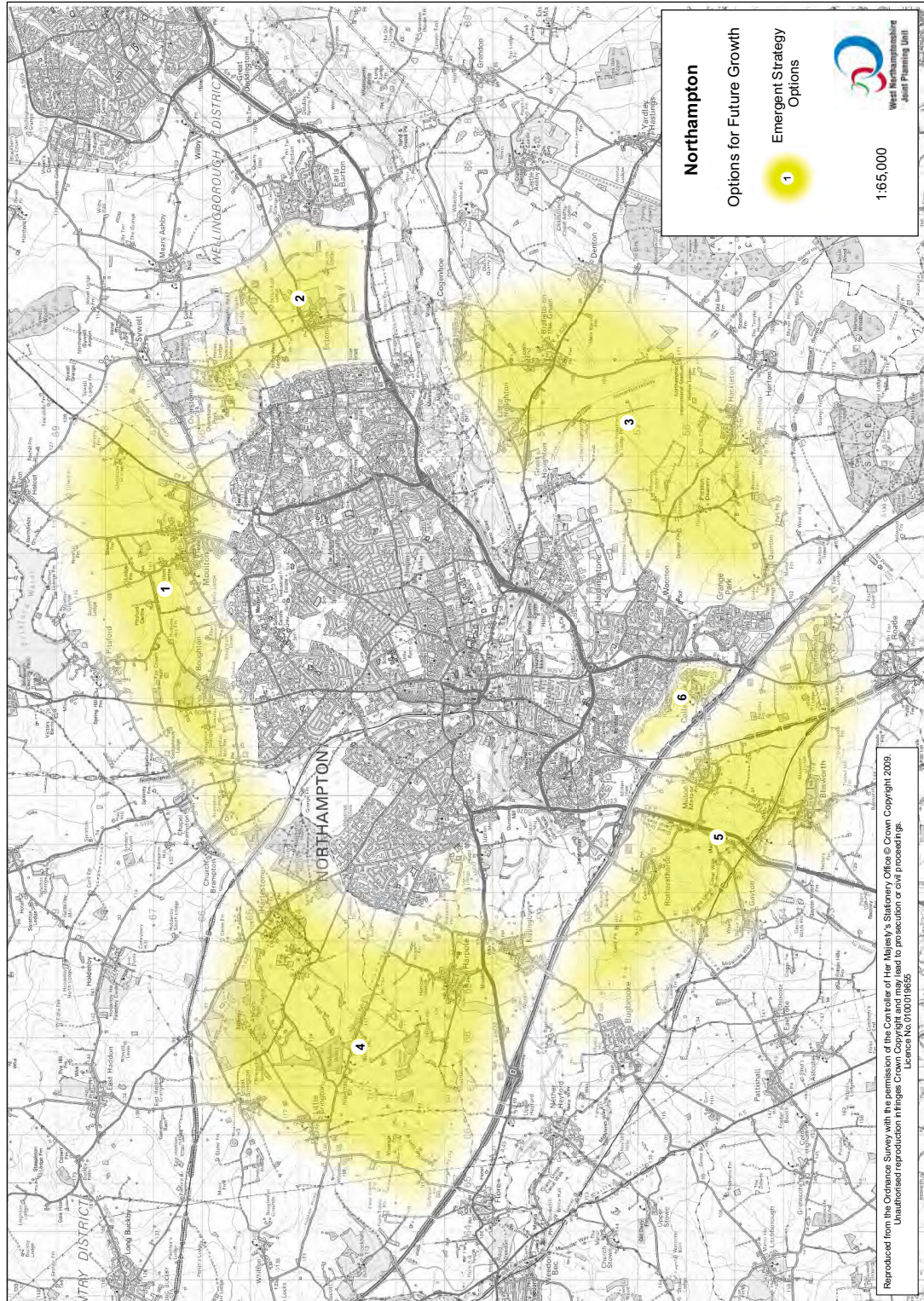
#### Justification for rejecting options

- The option is located beyond the strong physical barrier of the M1 motorway, which would conflict with the desire to provide good linkages between existing and new communities.

- By allowing development beyond the M1 corridor this would severely impact upon the character of the town of Northampton which is clearly contained within this corridor.
- This option would in effect, be akin to a new settlement needing its own facilities as it would be challenging for a new community to make maximum use of services and facilities within Northampton.

### **Why this option does not meet the vision and objectives if the Emergent Joint Core Strategy**

- It is considered that this option is not based on sustainable development principles compared to the other options around Northampton.
- This option would not necessarily foster the regeneration of Northampton to enable it to fulfil a greater role within West Northamptonshire and the Region.
- With the M1 being a definite physical barrier, this option is unlikely to enable and support the delivery of co-ordinated transport improvements, with an emphasis on non-car modes, improving connections with and around Northampton and links to the wider network.



Options Assessed for Growth - Northampton



## A.2 Daventry Rejected Options

### Daventry Option 1 (Daventry East)

#### Shown on Map

#### Justification for rejecting option

- The impact of the setting of Borough Hill, which is a Scheduled Ancient Monument.
- Lack of physical connectivity with the town.
- The remote location of this option would make it difficult to successfully integrate any residential development into the existing community.
- This option would not enhance or facilitate the regeneration of the town centre.

#### Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy

**A.2.1** Part of this option, 'Daventry Southeast', has been taken forward as a preferred option because the area can offer the greatest potential and flexibility to create a high quality employment area, the regeneration of the existing employment area and associated residential development. It is however, considered that the vast majority of the area of this option does not meet the vision and objectives of the emergent Joint Core Strategy because:

- This option is unlikely to deliver growth, which is connected to the main urban area and hence foster a diverse and sustainable community which can be well linked by good social and integrated transport facilities and infrastructure.
- This option will not protect and enhance the built and cultural assets of Daventry because of the impact that development would have on the Borough Hill which is an Ancient Scheduled Monument.
- The option is unlikely to foster the regeneration of Daventry.

### Daventry Option 2 (Daventry West)

#### Shown on Map

#### Justification for rejecting option

- The landform in this location is characterised by a strongly visible ridge that provides a clear natural boundary to Daventry's built form. Any development on its crest or slopes would be equally prominent and would have a strong impact on the rural nature of the plain.
- There are issues around the gradient of the land in this option because the area includes unstable geology. The slopes are stable in their current condition, but any engineering works undertaken on or near these slope areas may induce instability.
- This option contains a number of potential wildlife sites, areas of linear woodland (which contain Daventry) and several areas of known archaeological assets.

- The location would make it difficult to successfully integrate any residential development into the existing community because of the industrial estate.
- Would not enhance or facilitate the regeneration of the town centre.

### **Why this option does not meet the vision and objectives of the emergent Joint Core Strategy**

- This option is unlikely to deliver growth, which is connected to the main urban area and hence foster a diverse and sustainable community, which can be well linked by good social and integrated transport facilities and infrastructure.
- This option will not protect and enhance the character of Daventry.
- The option would not foster the regeneration of Daventry.

### **Daventry Option 3 (Daventry North West)**

#### **Shown on Map**

#### **Justification for rejecting option**

- This option is at a significant distance from the town and not well connected to the existing footpaths and cycle ways, which link to the current facilities within the town centre.
- The proposed development is in an area of poor accessibility. Daventry's closest train station is in Long Buckby, accessed either on minor roads or via the town as the station is located on the opposite side of town.
- Braunston Marsh County Wildlife Site lies approximately 2.5km North West of the town's urban fringe. This site could suffer if development resulted in modification of the local hydrological regime.
- The distance from this option to the trunk main to Whilton makes it less practical and sustainable for development.
- The location would make it difficult to successfully integrate any residential development into the existing community because of the industrial estate.

### **Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy**

- This option is unlikely to deliver growth, which is connected to the main urban area and hence foster a diverse and sustainable community, which can be well linked by good social and integrated transport facilities and infrastructure.
- This option will not protect and enhance the character of Daventry.
- The option would not foster the regeneration of Daventry.
- The option would result in development based on sustainable development principles relating to non car modes of transport.

## **Daventry Option 7 (Daventry South)**

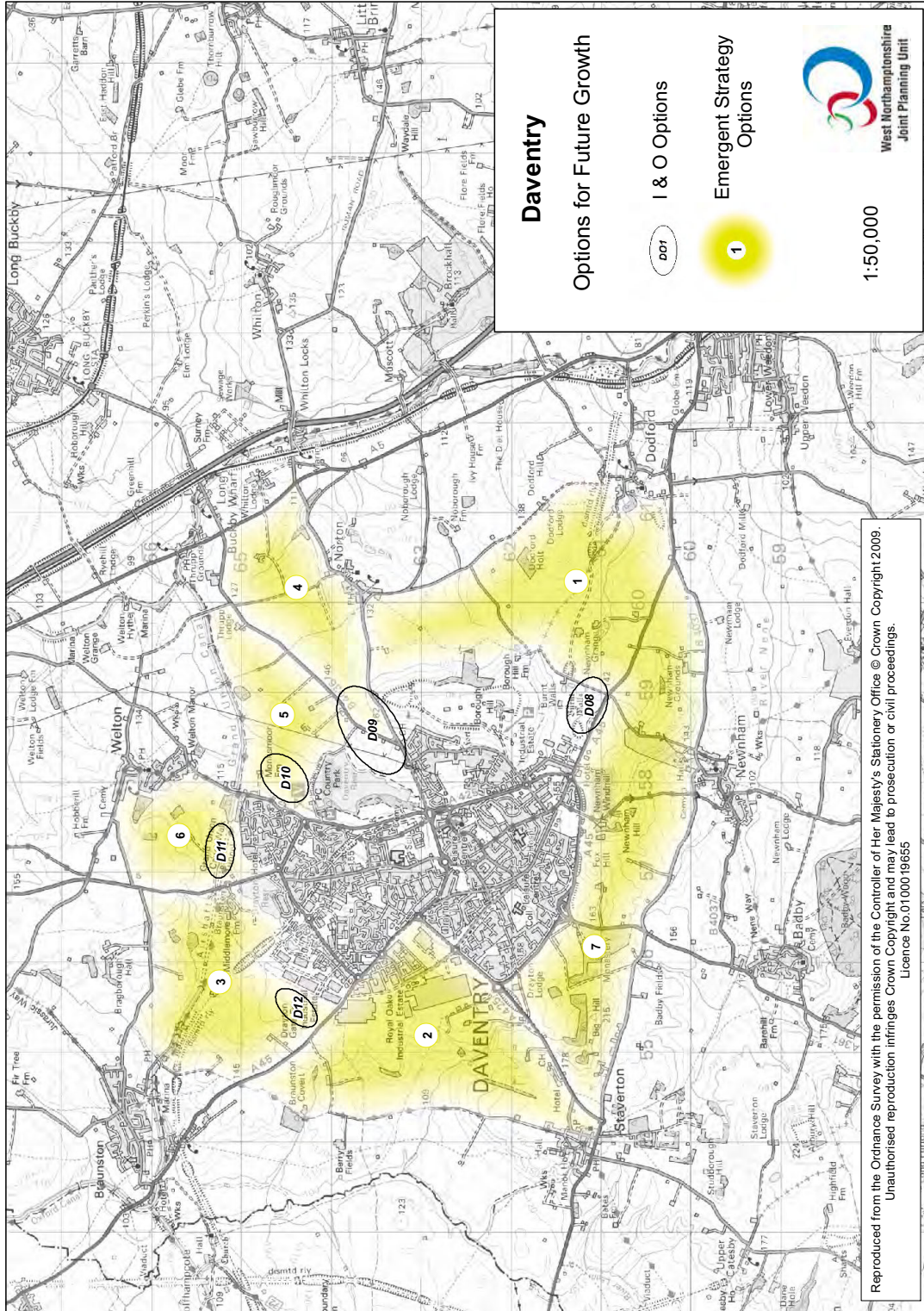
### **Shown on Map**

#### **Justification for rejecting option**

- There is a large County Wildlife Site and an area of Ancient woodland, limiting the potential development area.
- Development in this location is likely to be highly visible due to the high contours of the land.
- Large areas within this option have been identified as being of unstable geology, where development should be avoided.
- Disconnection from urban area and town centre because of main roads would make it difficult to successfully integrate any residential development into the existing community.
- Development in this location is unlikely to enhance or facilitate the regeneration of the town centre.

#### **Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy**

- This option is unlikely to deliver growth, which is connected to the main urban area and hence foster a diverse and sustainable community, which can be well linked by good social and integrated transport facilities and infrastructure.
- This option will not protect and enhance the character of Daventry.
- The option would not foster the regeneration of Daventry.



Options Assessed for Growth - Daventry

### A.3 Towcester Rejected Options

#### **Towcester Option 2 (Towcester West)**

**Please See Map**

##### **Justification for rejecting option**

- The A43 would be a barrier between this option and Towcester town and limits the means to access the town centre by walking and cycling.
- The River Tove corridor and flood plain which flows through this option, would limit its development potential.

##### **Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy.**

- This option is unlikely to deliver growth, which is joined to the main urban area and hence foster diverse and sustainable community. which can be well linked by good social and integrated transport facilities and infrastructure.
- This option will not necessarily provide the best protection and enhancement of Towcester's built and cultural assets, as it does not provide an opportunity for the A5 through route to be diverted away from the town centre to create a better environment for the town centre.
- As the land within in this option is at risk of flooding and does not provide the opportunity to divert the A5, it would not necessarily protect the protect the environment by minimising flooding and the effects of climate change and facilitate improvements in air quality.

#### **Towcester Option 3 (Towcester Northwest)**

**Shown on Map**

##### **Justification for rejecting option**

- The A43 /A5 would be a barrier between this option and Towcester town and limits the means to access the town centre by walking and cycling.
- The River Tove corridor and flood plain which flows through this option, would limit its development potential.

##### **Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy**

- This option is unlikely to deliver growth, which is joined to the main urban area and hence foster diverse and sustainable community, which can be well linked by good social and integrated transport facilities and infrastructure.
- This option will not necessarily provide the best protection and enhancement of Towcester's built and cultural assets, as it does not provide an opportunity for

- the A5 through route to be diverted away from the town centre to create a better environment for the town centre.
- As the land within in this option is at risk of flooding and does not provide the opportunity to divert the A5, it would not necessarily protect the protect the environment by minimising flooding and the effects of climate change and facilitate improvements in air quality.

### **Towcester Option 5 (Towcester Racecourse)**

#### **Shown on Map**

#### **Justification for rejecting option**

- The racecourse is an economic and social asset to Towcester which should be retained.
- Development in this location would need to be sensitive to the historic park and garden of Eastern Neston.
- The topography of this area is challenging and development would be highly visible from both from the northern and southern approaches.

#### **Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy.**

- The racecourse is an important economic asset, losing the racecourse would not aid West Northamptonshire to exploit its position internationally for economic advantage, nor aid Towcester to promote itself as a destination of cultural tourism.
- This option will not provide the best protection and enhancement of Towcester's built and cultural assets, as it does not provide an opportunity for the A5 through route to be diverted away from the town centre to create a better environment for the town centre.

### **Towcester Option 6 (Towcester North)**

#### **Shown on Map**

#### **Justification for rejecting option**

- The A43 would be a barrier between this option and Towcester town and limits the means to access the town centre by walking and cycling.
- There are archaeological and wildlife assets within this option, which would limit the development potential.
- This site was previously used for landfill, which again limits the development potential.

### **Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy**

- This option is unlikely to deliver growth, which is joined to the main urban area and hence foster diverse and sustainable community, which can be well linked by good social and integrated transport facilities and infrastructure.
- This option will not necessarily provide the best protection and enhancement of Towcester's built and cultural assets as it does not provide an opportunity for the A5 through route to be diverted away from the town centre to create a better environment for the town centre.
- As the land does not provide the opportunity to divert the A5, it would not necessarily protect the protect the by facilitating improvements in air quality.

### **Towcester Option 7 (Towcester to Silverstone Lung)**

#### **Shown on map**

#### **Justification for rejecting option**

- This linear option is a significant distance from Towcester Town centre, limiting the ability for potential residents to make best use of existing services and facilities in Towcester.

### **Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy**

- This option will not deliver growth, which is joined to the main urban area and hence foster diverse and sustainable community, which can be well linked by good social and integrated transport facilities and infrastructure.
- This option does not deliver managed growth principally focused on Towcester as required by the East Midlands Regional Plan and the MKSM Sub Regional Strategy.
- By virtue of its location, this option would not necessarily enable and support the delivery of co-ordinated transport improvements with an emphasis on non-car modes.

### **Towcester Option 8 (East of Silverstone Lung)**

#### **Shown on map**

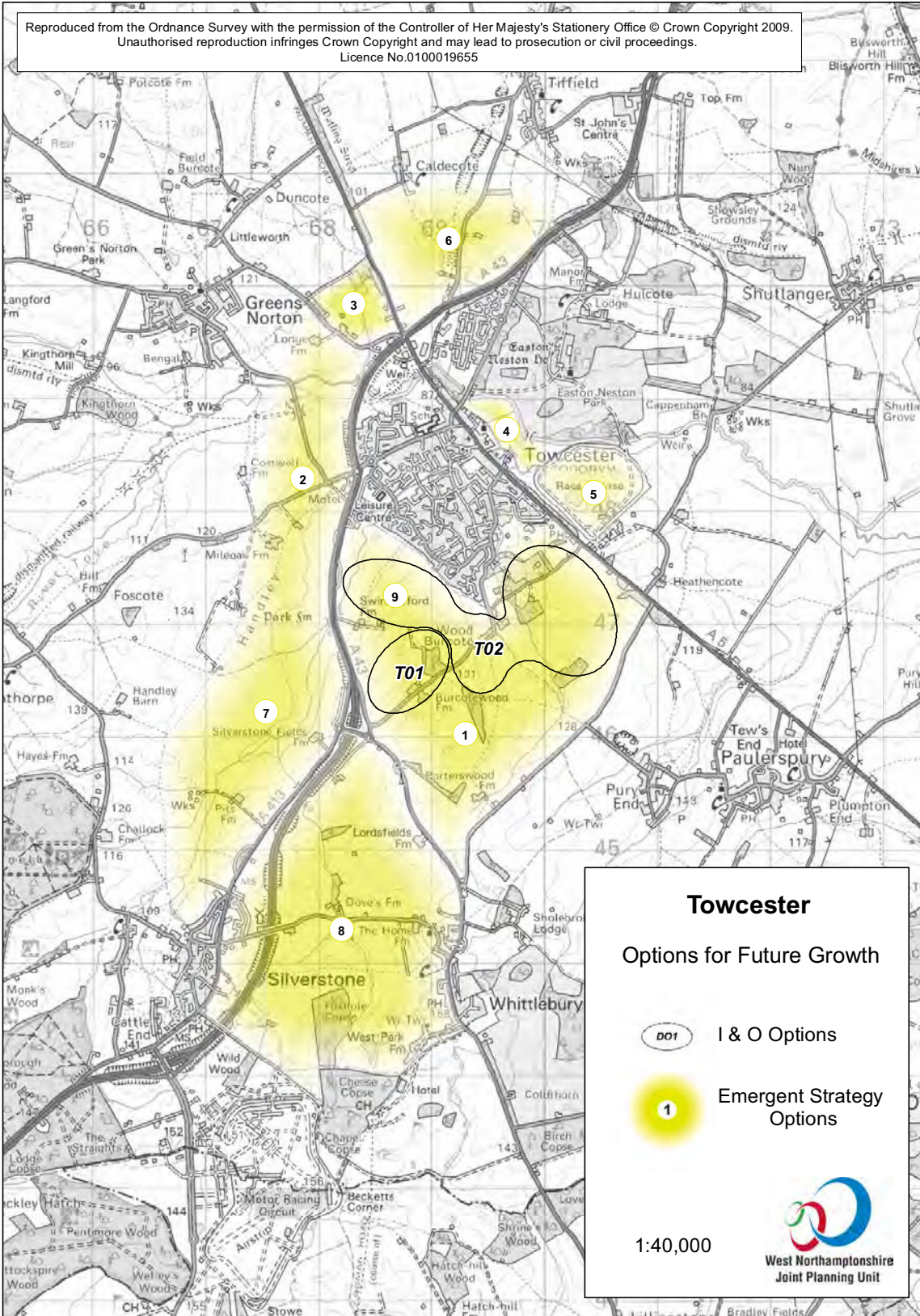
#### **Justification for rejecting option**

- This option would represent an extension to Silverstone and would not be physically related to Towcester.
- This limits the ability for potential residents to make best use of existing services and facilities in Towcester.

### **Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy.**

- This option will not deliver growth, which is joined to the main urban area and hence foster diverse and sustainable community, which can be well linked by good social and integrated transport facilities and infrastructure.
- This option does not deliver managed growth principally focused on Towcester as required by the East Midlands Regional Plan and the MKSM Sub Regional Strategy.
- This option would not support the regeneration of Towcester.
- By virtue of its location, this option would not necessarily enable and support the delivery of co-ordinated transport improvements with an emphasis on non-car modes.





Options Assessed for Growth - Towcester

## A.4 Brackley Rejected Options

### Brackley Option 1

Please see map

#### Justification for rejecting option

- Physical connectivity into Brackley town is poor.
- An increase in traffic caused by development of this option, could lead to increased congestion and elevated traffic flows, which may affect the air quality in the Brackley area.
- There may be issues associated with noise along the A43/A422 for existing and proposed residential properties.
- Capacity issues related to the route to the north and south and the M40 junction.
- Significant growth in traffic on the A422 would increase the need for a bypass to Farthinghoe village.
- Topographically and physically divorced from Brackley.
- The River Ouse skirts this southern option. The river and surrounding area falls within flood zone 2 & 3, which forms part of the upper-Ouse river catchment area.
- High landscape sensitivity due to the historic landscape and parkland associated with Evenley Hall.
- There is a high content of woodland, parkland and hedgerow in this area.
- This option would almost certainly require a new orbital route to the west side of Brackley.

#### Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy

- Physical separation from Brackley results in difficulties in linking and integrating communities with safe and convenient access between the areas.
- By virtue of its location, this option would not necessarily enable and support the delivery of co-ordinated transport improvements with an emphasis on non-car modes.
- Potential loss of built and natural assets in Evenley Hall area.
- Does not contribute to the regeneration of Brackley town centre.

### Brackley Option 2

Please see map

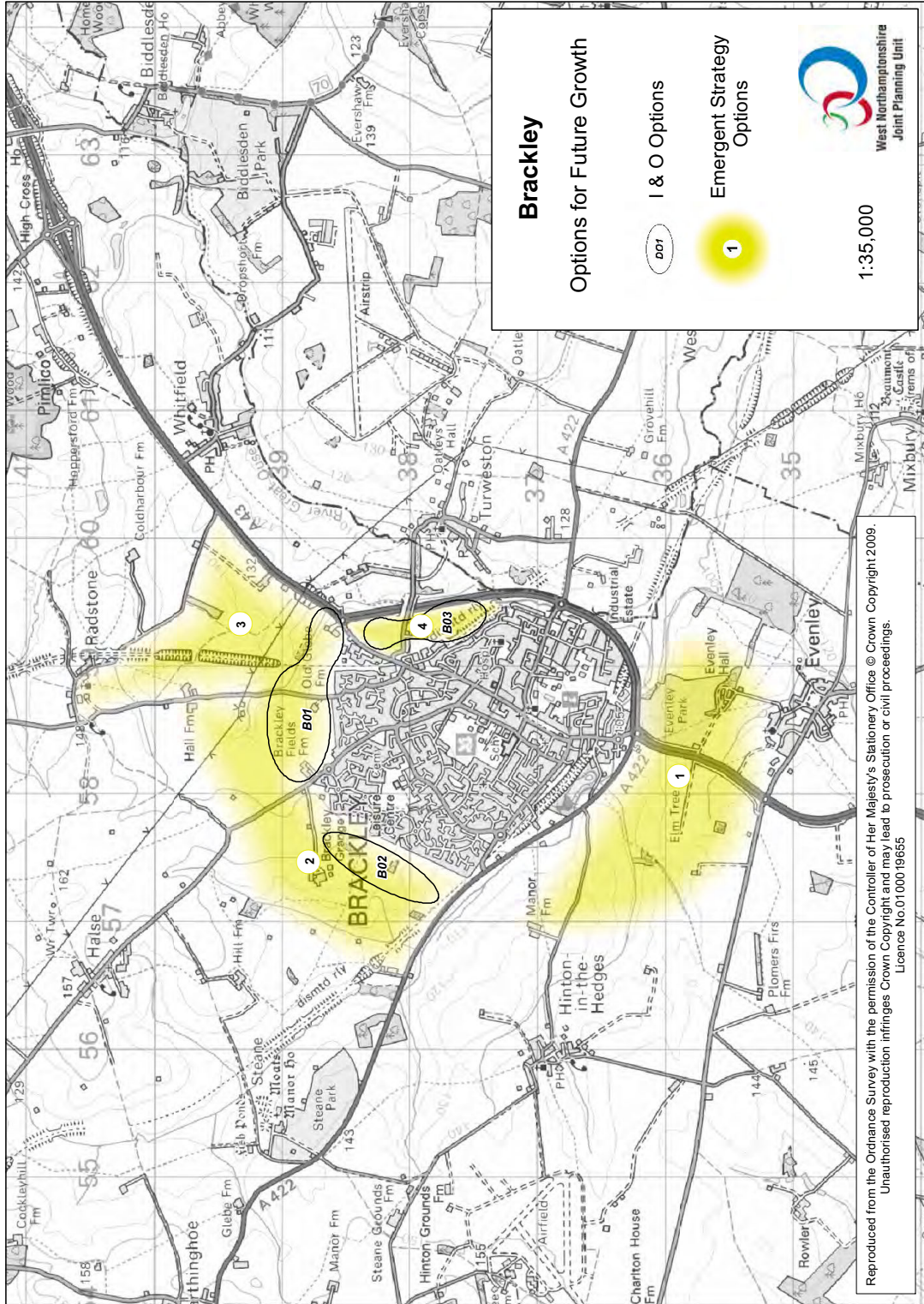
#### Justification for rejecting option

- An increase in traffic caused by this scale of development would be likely to lead to congestion and elevated traffic flows, which may affect the air quality in the Brackley area.

- This option would almost certainly require a new orbital route to the west of Brackley.
- The proximity of this urban extension to strategic road links will increase the likelihood of out-commuting to surrounding towns, increasing trips made by motor vehicles and making it less robust as a solution.
- The area close to the A422 road has high Landscape Sensitivity as it is located in historic parkland, there is variation in the topography and this creates landform interest.
- Located on the opposite side of the town to Brackley WwTW, so would therefore not be practical, cost effective, or sustainable to develop.
- A significant increase in traffic on the A422 would increase the need for a bypass to Farthinghoe and also improvements to the links between the villages on that route

### **Why this option does not meet the vision and objectives of the Emergent Joint Core Strategy**

- This option will not enhance the character of Brackley.
- The option would not foster the regeneration of Brackley.
- The option would not result in development based on sustainable development principles relating to non car modes of transport.
- This option is unlikely to deliver growth which is connected to the main urban area and hence foster a diverse and sustainable community which can be well linked by good social and integrated transport facilities and infrastructure



Options Assessed for Growth - Brackley

**What the East Midlands Regional Plan says about West Northamptonshire**

**B.0.1** West Northamptonshire is a key part of the Milton Keynes and South Midlands Sub Regional Growth Area. West Northamptonshire has the potential to attract significant growth for employment and housing whilst regenerating other areas. The East Midlands Regional Plan sets out the minimum numbers of houses and jobs to be provided as well as guidance on environmental standards for building. Some pieces of major infrastructure- such as public transport connections and new roads- will need to be provided alongside development to ensure that development does not place undue pressure on existing communities.

**B.0.2** The East Midlands Regional Plan sets out the minimum numbers of houses and jobs that need to be provided in the area:

**62,125 homes in the period 2001 - 2026**

**37,200 jobs in the period 2001 – 2021**

**B.0.3** Reliable figures that relate to jobs over the plan period are presently unavailable. These are being reviewed as part of the work on the Strategic Employment Land Assessment, which is being prepared by Northamptonshire Enterprise.

**B.0.4** The plan period runs from 2001-2026. This means that some of the houses and jobs that we are required to deliver have already been built. The remaining amount is the “residual” requirement- the amount that the final Core Strategy must find land for. The NIA is a conceptual area, within the plan.

**B.0.5** Reliable figures that relate to jobs over the plan period are presently unavailable. These are being reviewed as part of the work on the Strategic Employment Land Assessment, which is being prepared by Northamptonshire Enterprise.

**B.0.6** The plan period runs from 2001-2026. This means that some of the houses and jobs that we are required to deliver have already been built, have permission are identified in existing Local plans or comprises urban capacity. The remaining amount is the “residual” requirement- the amount that the final Core Strategy must find land for. The NIA is a conceptual area, within the plan. The NIA is the areas around the present urban area of Northampton, that will accommodate the extensions to the town. The table below sets out the “residual” requirement:

**Minimum housing numbers to be provided**

<b>Residual Housing Requirement from the East Midlands Regional Plan (March 2009)</b>		
	<b>2001-2026</b>	
	<b>Required</b>	<b>Residual</b>

Northampton NIA	43,000	17,444
Daventry District (excl. NIA)	11,870	12,350
South Northamptonshire District (excl. NIA)	7,255	
TOTAL	62,125	29,794

### Regional Context

**B.0.7** The East Midlands Regional Plan, March 2009, published by the Government Office for the East Midlands establishes the settlement hierarchy for the region.

### Northampton: Principal Urban Areas (PUA)

**B.0.8** PUAs are identified as settlements that can develop into sustainable urban communities where people will wish to live work and invest. They have the potential for:

- A variety and choice of high quality, healthy, affordable and sustainable living and working environments;
- A sufficient number and variety of jobs to meet employment needs, along with associated education and training opportunities;
- Modern urban transport networks and modal interchanges with an emphasis on public transport provision;
- Vibrant central areas and local centres to serve communities with high quality services, to promote identity and social cohesion and to drive economic growth; and
- Improved infrastructure capacity, including healthcare, recreational, cultural and other facilities and green infrastructure.

**B.0.9** The East Midlands Regional Plan has replaced MKSM Northamptonshire Policy 2. The Statement for Northamptonshire states that new development will be delivered through a combination of urban regeneration and intensification and the development of new sustainable urban extensions, integrated with the development of enhanced public transport and new public interchanges. The following principles must be included:

- Meet all the principles for creating sustainable communities;
- Provide for housing growth using both Greenfield land and previously developed land, but maximising opportunities for recycling redundant and under-used urban land especially at nodal sites and on good-quality public transport routes;
- Provide an adequate choice of high-quality employment sites for targeted office and high-value knowledge-based industries and for existing key sectors, making

a realistic assessment of the prospects for continuing use of older sites and including an appropriate degree of mixed use on suitable sites, both new and existing;

- Reduce the need to travel by integrating land use and transport planning, reviewing the need for new orbital and other roads, achieving a step change in the attractiveness of public transport within the urban area, implementing town-wide park and ride schemes, comprehensively improving the attractiveness of walking and cycling, and implementing demand management measures;
- Provide for suitable urban extensions (without reference to local authority boundaries) clearly linked, where appropriate, with the completion of any key items of necessary associated infrastructure;
- Identify an appropriate number of existing and possible future District Centres (urban hubs) to form sustainable sub-centres for shopping and for the provision of commercial and social services, giving an emphasis to regeneration needs and opportunities for urban renaissance where relevant;
- Achieve a better quality of new development throughout the urban area, including strategic improvements to the public realm, and sympathetic design at the countryside in and around towns;
- Review, and if necessary, set new targets for the provision of affordable housing within the area of the LDD;
- Consider the opportunity for the further development of higher education facilities in Northampton;
- Provide for additional primary health and social care services within existing primary care outlets, in bespoke new healthcare centres within the sustainable urban extensions and within new and expanded community hospitals;
- Expand, reconfigure and modernise secondary healthcare facilities as required to ensure sufficient capacity; and
- Make appropriate provision for green infrastructure including the NeneValleyRegionalPark which will play an important role as a strategic recreational resource and offer opportunities to protect and enhance landscape character, biodiversity and cultural heritage.

**B.0.10** Policy 3 of the Northamptonshire Statement sets out development priority for Northampton Central Area. This is being progressed through both the Joint Core Strategy and a separate planning document, called the Northampton Central Area Action Plan.

### **Daventry: Sub-Regional Centres (SRC)**

**B.0.11** SRCs have been identified for their ability to perform a complementary role to the PUAs and have been selected on the basis of their size, the range of services they provide, and their potential to accommodate further growth. They have the capacity to support sustainable development objectives through:

- The use of design-led approaches such as master planning and town centre renewal activity to enhance existing character and community infrastructure
- Additional development;

- Providing opportunities for economic diversification;
- Providing a range of services to support surrounding hinterlands; and
- Being the most accessible centre in an area with a range of transport nodes.

**B.0.12** The Regional Plan emphasises that development in SRCs should support individual roles and functions. It should not be of a scale and character that prejudices the urban renaissance of the PUAs.

### **Towcester and Brackley: Rural Service Centres**

**B.0.13** The MKSM SRS designated Brackley and Towcester as Rural Service Centres.

**B.0.14** MKSM SRS states that Brackley and Towcester will seek to extend their roles in providing local services for their rural hinterlands. Growth will be accommodated in line with the sequential approach within the existing built up areas or in the form of one or more sustainable urban extensions at each town. Any significant growth will need to make provision for the expansion of new employment opportunities and the provision of necessary improved social infrastructure such as primary healthcare provision. The centres of these towns should also be the focus for enhancement proposals and the maintenance of basic services.

**B.0.15** In considering the growth of Towcester, the East Midlands Regional Plan states that growth will be accommodated within the existing built up area or in the form of one or more sustainable urban extensions. A key consideration is the need to regenerate the historic town centre and the RSS requires a co-ordinated approach to appropriately manage the development of the town and its centre, and to integrate with future changes to the road network. The RSS concludes that the bypass when completed will enable traffic management measures and other environmental enhancements in the town centre and along the present A5 corridor. It states that the bypass is also necessary to provide for the long term growth of the town.

**B.0.16** The East Midlands Regional Plan focuses growth on the main towns with further development in rural areas to be confined to that required for 'local needs'. The precise locations of the future development, its quality and the way development and infrastructure come together to make places that meet the needs of people and businesses are all matters to be addressed by the Joint Core Strategy. The Emergent Joint Core Strategy sets out our present thinking on addressing "where" and "how" we will deliver the growth required.

### **The Sustainable Community Strategies and Local Area Agreement**

**B.0.17** The Joint Core Strategy should reflect the sustainable community strategies that are in place in the area and help to deliver them. These strategies are produced by the Local Strategic Partnerships. There are four Local Strategic Partnerships and sustainable community strategies in West Northamptonshire covering each of the council boundaries.



### **Joint Local Strategic Partnerships' Vision for West Northamptonshire**

**B.0.18** The three Local Strategic Partnerships for West Northamptonshire had agreed upon. This is set out below:

### **Vision for West Northamptonshire 2007**

The three Local Strategic Partnerships for West Northamptonshire's joint vision is:

"Our vision is that West Northamptonshire will become a model of sustainable community planning and development. The opportunity now exists for the network of three growing towns - Northampton, Daventry and Towcester - to have revitalised town centres with substantial investment in shops, housing, community and cultural facilities in a quality environment. The towns will be connected by improved public transport and interurban road systems. Development in the rural areas and market towns will be targeted at places where local people have been seeking further investment and growth. There will be a major programme of green infrastructure development and enhancement. In line with the principles of sustainability, development in towns or urban extensions will meet strict design and sustainability criteria ensuring that new building is backed up by jobs, transport, affordable housing and community facilities.

#### **Northampton**

The principal town of Northampton will be a dynamic, regional commercial, cultural and tourist centre with high quality residential accommodation, which meets the needs of the existing and future population. There will be high performing academic and vocational education and training to enable those who live and/ or work there to lead fulfilling lives. There will be a locally vibrant economy, supported by a well-educated and trained populace, and it will be noted for its excellent transport infrastructure. It will be a healthy town, with higher than average life expectancy, contributed to by an energetic and integrated community in which poverty is eliminated.

#### **Daventry**

The historic town of Daventry will be a multi regional centre heading towards a 40,000 population, with a vibrant commercial core meeting the economic, social, environmental, health and leisure aspirations of those who live and work in its district and attracting new visitors.

#### **Towcester**

Towcester will become a more vibrant, self contained and sustainable town, through revitalising the town centre, the development of the high tech business sector, the improvement of its social and physical infrastructure and the conservation of its heritage and environmental character.

### **Investing in West Northamptonshire**

The five areas where collectively activity and investment needs to be focused to achieve this vision are environmental quality, civic pride and a sense of place, infrastructure, design and public services."

**B.0.19** There is significant read across from this vision to the vision for this strategy at paragraph,,,,,,Northamptonshire has recently adopted a Sustainable Community Strategy <sup>a</sup> that covers the whole of the county. The vision and ambitions it contains are as follows:

### **Vision and Ambitions for Northamptonshire**

We want Northamptonshire to be recognised by everybody as a successful county where people and communities want to do well, where they take up new ideas and friends, but also celebrate history, heritage and local identity. It will be a county where people will want to invest, work and enjoy life.

- By 2020 by managing growth carefully, Northamptonshire will have become the leading economy of the East Midlands and a model example of sustainable development;

- By building on the skills and ambition of our varied and growing population, and by making the most of our location, by 2030 we aim to become one of the top five counties in England in terms of health and environmental quality of life.

### **Aims for Northamptonshire**

The aims for Northamptonshire are

- to be successful through sustainable growth and regeneration;
- to develop through having a growing economy with more skilled jobs;
- to have safe and strong communities;
- to have healthy people who enjoy a good quality of life.

**End Notes**

- a. Sustainable Communities Strategy for Northamptonshire, Northamptonshire Partnership, 2008

**C.0.1** The following list details the key evidence base that has been used in the preparation of the Joint Core Strategy. The list is not exhaustive and the status and availability of the evidence will be provided in the final document.

- Northamptonshire Local Transport Plan 2
- Northamptonshire Landscape Character Assessment
- Northamptonshire Green Infrastructure Study
- Northamptonshire Joint Waste Management Strategy
- Northamptonshire Commercial Property and Employment Land Assessment
- Northamptonshire Biodiversity Action Plan
- Northamptonshire Gypsy and Travellers' Accommodation and Needs Assessment
- Northampton Longer Term Growth Options Study
- West Northamptonshire Housing Market Assessment
- West Northamptonshire Housing Market Assessment Update
- Northamptonshire Multi- Modal Study Update
- Strategic Flood Risk Assessment- Level 1
- Strategic Flood Risk Assessment- Level 2 (South Northamptonshire and Daventry)
- Strategic Flood Risk Assessment- Level 2 (Northampton)
- South Northamptonshire and Daventry Crime and Disorder Strategy
- Daventry Issues Paper
- Daventry District 2001 Transport Strategy
- Model Development Areas 2004
- Retail Strategy
- Model Development Areas
- Retail Study
- Housing Needs Survey
- Town Centre Vision
- Daventry District Annual Monitoring Report
- Daventry Core Strategy Issues and Options
- Daventry Community Strategy
- Daventry Urban Capacity Study
- Sport and Recreation Audit and Assessment
- Daventry Housing Strategy
- Daventry Rural Revival Strategy
- Sports Development Strategy.
- Northampton Urban Capacity Study
- Northampton Shopping Study (update)
- Strategic Flood Risk Assessment
- Playing Pitch Strategy
- Northampton Community Strategy
- South West District Review
- Allotments Strategy
- Open Space, Sport and Recreation Assessment and Needs Audit
- Northampton Employment Land Study

## Emergent Joint Core Strategy

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- Central Area Design and Movement Framework
- Northampton Housing Strategy
- Northampton Housing Needs Survey
- Infrastructure Assessment for Towcester and Brackley
- Issues Papers 2001
- Issues Report 2004
- South Northamptonshire LDF Core Strategy Issues and Options
- South Northamptonshire LDF Monitoring Report
- Parish Action Plans
- Public Open Space Strategy
- Retail Studies for Brackley and Towcester
- Communications Strategy
- Community Safety Strategy
- Community Strategy
- Consultation Strategy
- Cultural Strategy
- Economic Development Strategy
- Environment Strategy
- Household Survey
- Housing needs survey
- Housing Strategy
- Performance Plan
- Social Inclusion Strategy
- West Northamptonshire Strategic Flood Risk Assessment- Level 1
- Daventry and South Northamptonshire Strategic Flood Risk Assessment- Level 2
- Northampton Strategic Flood Risk Assessment- Level 2
- West Northamptonshire Water Cycle Strategy
- Northamptonshire Strategic EmploymentLand Assessment
- West Northamptonshire Strategic HousingLand Availability Assessment
- Northamptonshire Transport Modelling (whole of Northamptonshire)

## Glossary

**D.0.1 Accessibility:** refers to the extent to which employment, goods and services are made easily available to people, either through close proximity, or providing the required physical links to enable people to go to locations where they are available.

**D.0.2 Affordable housing:** Is a range of tenure options that provide a cheaper alternative than the market

**D.0.3 Biodiversity:** The variety of plants, animals and other living things in a particular area or region. It encompasses habitat diversity, species diversity and genetic diversity.

**D.0.4 Brownfield land:** Land that has previously been developed

**D.0.5 Carbon footprint:** The amount of carbon dioxide produced in daily life through the burning fossil fuels.

**D.0.6 Compact City:** A model for city development akin to traditional high-density European cities such as Paris and Barcelona. It offers a sustainable form of development, enabling reduced travel demand through high density mixed-used development.

**D.0.7 Connectivity:** the linkages that exist between key locations.

**D.0.8 Daventry International Rail Freight Terminal (DIRFT):** Is an intermodal (the transfer of one transport type to another) rail port and logistics centre located near Crick, Northamptonshire.

**D.0.9 Developer Contributions:** Contributions made by a developer to remedy the impact of development, either by paying money for work to be carried out or by directly providing facilities or works either on or off-site.

**D.0.10 District heating schemes:** Central Heating and Power units that supply municipal heat and electricity to multiple dwellings. Heat recovery from industry or the generation from renewable energy sources can dramatically reduce the associated environmental impacts.

**D.0.11 Dormitory settlements:** An area that is predominantly residential with little employment, characterised by residents commuting to urban areas for work.

**D.0.12 Dwelling:** A self contained unit of residential accommodation.

**D.0.13 East Midlands Regional Assembly (EMRA):** The regional Planning Body who have the main responsibility for preparing the regional plan for the East Midlands Region and the responsibility for implementation of the Regional Plan.

**D.0.14 East Midlands Regional Plan (EMRP):** The Regional Plan provides the framework for the whole of the East Midlands Region and provides the context for producing the Local Development Framework for West Northamptonshire. NB: references to the Regional Spatial Strategy should now refer to the East Midlands Regional Plan.

**D.0.15 Ecological footprint:** An area, scattered throughout the world (and usually vastly greater than the physical boundary of the city itself) on which a city depends, in terms of its resource demands and disposal of waste and pollution.

**D.0.16 Environment Agency:** Non Departmental Public Body responsible for flooding, land contamination and other environmental matters.

**D.0.17 Evidence Base:** The information and data gathered by local authorities to justify policy.

**D.0.18 Flood risk attenuation:** measures such as tanks and surface ponds that prevent water entering sewers and rivers to reduce water flow during periods of heavy rainfall and the potential for flooding.

**D.0.19 Green infrastructure:** A network of connected, high quality and multi-functional open spaces that provide multiple benefits for people and wildlife.

**D.0.20 Growth Areas:** Specific areas for new residential development to accommodate future population growth, as outlined in the Government's Sustainable Communities Plan (2003).

**D.0.21 Hinterlands:** The area around villages and towns where infrastructure is less developed.

**D.0.22 Legibility:** Locations, streets, open spaces and places that have a clear image and are easy to understand..

**D.0.23 Milton Keynes South Midlands (MKSM):** A designated growth area in the UK made up of parts of three of the UK's regions (the South East, the East and the East Midlands) identified in the Sustainable Communities Plan (2003).

**D.0.24 Milton Keynes South Midlands Sub Regional Strategy (MKSM SRS):** Was published in March 2005. It covers parts of three regions, including the whole of Northamptonshire and the context for major growth.

**D.0.25 Mixed use (or mixed use development):** Provision of a mix of complementary uses, such as residential, community and leisure uses, on a site or within a particular area.

**D.0.26 Modal interchanges:** A hub where connections can be made between different transport links- such as a rail station.



**D.0.27 Modal Shift:** the change from one mode of transport to another for example a reduction in private car use and an increase in bus use.

**D.0.28 Modal Split:** is the number of trips being made by each different transport type.

**D.0.29 Northampton implementation area (NIA):** A conceptual area around Northampton

**D.0.30 Physical infrastructure:** includes existing and future development required to support utilities, transport and waste management.

**D.0.31 Planning Policy Guidance (PPGs):** are prepared by the government, after public consultation to provide guidance to local authorities on planning policy.

**D.0.32 Planning Policy Statement (PPS):** national planning policy produced by Government, gradually replacing Planning Policy Guidance Notes (PPG's)

**D.0.33 Potential Protection Area (pSPA):** An area of strategic national importance or local importance that is being considered for full protection status.

**D.0.34 Principal Urban Areas (PUAs):** are identified as settlement conurbations that can develop into sustainable urban communities where people will wish to live work.

**D.0.35 Regional Peripheries:** are areas that are located towards the edge of a region.

**D.0.36 Regional Spatial Strategies (RSS):** Provides a broad development strategy for the region for a fifteen to twenty year period.

**D.0.37 Retail Leakage:** The amount of money that is spent by people outside of their local retail catchment area.

**D.0.38 River Nene Regional Park (RNRP):** is an independent community interest company creating a green infrastructure network of environmental projects along the River Nene

**D.0.39 Settlement conurbation:** a large heavily populated urban area formed by the growth and merging of towns

**D.0.40 Settlement Hierarchy:** the relationship between the size and the services the settlement has, ordered into a hierarchal position within a spatial catchment area.

**D.0.41 Shared surfaces:** streets designed and managed to allow people and vehicles to share the same highway without pavements.

**D.0.42 Site of Specific Scientific Interest (SSSI):** A classification notified under the Wildlife and Countryside Act (1981 as amended).

**D.0.43 Social Infrastructure:** includes education, healthcare, sports facilities, cultural and community facilities.

**D.0.44 Special protection area (SPA):** is an area of strategic national importance or local importance.

**D.0.45 Standard Assessment Procedure Energy Ratings (SAP):** The SAP is the Government's recommended system for energy rating of dwellings.

**D.0.46 Strategic Employment Land Assessment (SELA):** evaluates employment forecasts and required strategic employment land supply to meet these requirements.

**D.0.47 Strategic Flood Risk Assessment (SFRA):** are undertaken to provide a detailed and robust assessment of the extent and nature of the risk of flooding in the areas likely to accommodate significant growth.

**D.0.48 Strategic Housing Land Availability Assessment (SHLAA):** An evidence base to support the delivery of sufficient land for housing to meet the need for more homes by identifying suitable sites.

**D.0.49 Sustainability Appraisal (SAA):** A mandatory procedure under the Planning and Compulsory Purchase Act 2004, is to promote sustainable development through the integration of social, environmental and economic considerations into the preparation of revisions of Local Development Frameworks.

**D.0.50 Sustainable development:** Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

**D.0.51 Sustainable Urban Drainage Systems (SUDS):** An alternative approach of managing runoff from buildings and hardstanding. They can reduce the total amount, flow and rate of surface water that runs directly to rivers through storm water systems.

**D.0.52 Sustainable Urban Extension (SUE):** planned growth that adjoins the existing urban area. Such growth will support existing and new communities through provision of education, health, community, cultural and social facilities, linking new and existing communities physically and socially.

**D.0.53 The Draft Strategic Northamptonshire Economic Action Plan (SNEAP: Published April 2008):** Identifies the key imperatives for Northampton to achieve long term sustainable economic growth for more people and better jobs in the right places.

**D.0.54 Urban renaissance:** Urban renaissance is a term used to describe the recent period of repopulation and regeneration of many British city and town centres.



Item No.

## Joint Strategic Planning Committee

### Joint Planning Unit

Date: 6 July 2009

Report Title	
	Finance and Procurement Protocol

#### 1. Recommendations:

1.1 That the contents of the finance and procurement protocol appended be agreed.

1.2 That the officers of the partner authorities seek approval as quickly as is practicable locally to the completion of a legal agreement incorporating the protocol, the memorandum of intent and agency arrangements to enable South Northamptonshire Council to contract for relevant services on behalf of all partner authorities.

#### 2. Summary:

2.1 To seek approval to the appended protocol which will clarify the financial and procurement arrangements applying in relation to the operation of the Joint Planning Unit.

2.2 To put the protocol, the memorandum of intent and the proposed service contracting arrangements on a formal contractual footing.

#### 3. Background:

3.1 One of the key issues that has arisen from the operation of the Joint Planning Unit (JPU) to date has been the delay, inconvenience and unnecessary cost that has been occasioned by the need to have all four partner authorities signing up to the many contracts for services that have been procured. All monitoring officers have had to be involved in agreeing the contract terms and all Councils have had to sign or seal the final contracts.

3.2 In consultation with the section 151 and monitoring officers of the partner authorities it has been agreed that, given its accountable body status, it would be appropriate for the procurement rules of South Northamptonshire Council (SNC) to apply the JPU related procurements and that the practical issues referred to above can be avoided by SNC being appointed as an agent on behalf of the other three partner authorities to negotiate and enter into JPU related service contracts on the

partnership's behalf.

3.3 Given the various other financial and legal matters that relate to the operation of the JPU the section 151 and monitoring officers have accordingly agreed to the terms of a protocol as appended to this report. Members should note that, at the time of drafting this report, the final details of the protocol are still being discussed and the final version may differ from that appended. Should this be the case the final version will be tabled at the meeting.

3.4 The officers also consider that it would be appropriate for the terms of the protocol, and indeed the previously agreed memorandum of intent, to be formalised via a formal legal contract that will also cover the terms of the proposed agency agreement to cover contracting matters.

3.5 It will be necessary for the agency agreement to be approved locally by each of the partner authorities under their respective governance arrangements. The Joint Strategic Planning Committee is accordingly recommended to agree approve the terms of the suggested protocol and to request the officers of the partner authorities to proceed as quickly as possible to agree locally the completion of the proposed legal agreement.

#### **4. Options:**

4.1 To approve the terms of the appended protocol (updated if applicable) at the meeting or to amend the contents as the Joint Strategic Planning Committee sees fit.

4.2 To approve the proposed legal agreement putting the protocol and memorandum of intent on a legal footing and the proposed agency arrangements for future service contracts, or to resolve that the current arrangements remain as they are.

#### **5. Consultees:**

<b>External:</b>	None
<b>Internal:</b>	Director of Planning and Regeneration at NBC Section 151 and monitoring officers of partner authorities

#### **6. Representations:**

None save the responses of the internal consultees to previous drafts of the protocol.

#### **7. Conclusions:**

The protocol will clarify the financial and procurement arrangement applying to the JPU and the proposed legal agreement will put the protocol, the memorandum of intent and the agency arrangements on a legal footing.

#### **8. Legal Implications:**

The agency arrangements will be established by each partner authority pursuant to section 101 of the Local Government Act 1972.

**9. Background Papers:**

Draft protocol (appended)
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<b>Position:</b>	<b>Name/Signature:</b>	<b>Date:</b>
<b>Author:</b> Kevin Lane		14 June 2009
<b>Title:</b> Head of Corporate Services, SNC		



## **West Northamptonshire Joint Planning Unit – Finance and Procurement Protocol**

1. This protocol sets out the approach agreed between the constituent local authority partners of the West Northamptonshire Joint Planning Unit (WNJPU), namely:
  - Daventry District Council (DDC)
  - Northampton Borough Council (NBC),
  - Northamptonshire County Council; and
  - South Northamptonshire Council (SNC),

in relation to the financial and procurement arrangements that will apply.

### **Accountable Body**

2. SNC is the designated accountable body for the WNJPU. Accordingly it will be the budget holder for the WNJPU and its section 151 officer (Head of Finance) and monitoring officer (Head of Corporate Services) will take the lead for these respective roles in so far as they are relevant to the WNJPU.
3. This is however not to the exclusion of the equivalent officers in the other authorities, nor does it mean that the whole financial, legal and procedural burden of the WNJPU should be borne by officers of SNC. The section 151 (section 151 officer) and monitoring officers of the partner authorities agree to respond in a timely fashion to requests for comment and assistance from SNC's officers and vice versa so that a truly partnership approach is taken and burdens arising for the WNJPU can be equitably shared.
4. Given its accountable body status it is accepted that SNC's financial, procurement and constitutional procedures should apply where they are relevant to the business of the WNJPU and/or the West Northamptonshire Joint Strategic Planning Committee (WNJSPC).

### **Budget Setting**

5. For each financial year from 2010/11 onwards the provisional budget of the WNJPU will be prepared by the Head of the WNJPU (supported as required by the Head of Finance at SNC) and agreed by the WNJSPC by no later than 31 October in the preceding financial year.
6. Each partner authority will then take the details of its pro rata contribution (as determined by the terms of the WNJPU memorandum of Intent) into its provisional budget through its own budget setting processes with a view to agreeing its contribution provisionally by no later than 31 December in the preceding financial year.
7. The section 151 officer of each partner authority will confirm the provisional position with the Head of Finance of SNC by this date in

order for the Head of Finance at SNC to reflect the provisionally agreed income contributions in the draft budget proposals for SNC.

8. Once budgets for the forthcoming year have been formally set by individual authorities the Section 151 officer of each partner authority will inform the Head of Finance at SNC. Ordinarily this will be by the end of the first week in March of the preceding financial year.
9. If a partner authority cannot agree the provisional budget and contribution or it emerges that an authority is likely to reduce the provisional contribution confirmed at the end of December then it must inform the Head of Finance at SNC immediately in order for him or her to reflect these changes in the income budgets for the WNJPU unless and until another partner authority decides that it will increase its contribution pursuant to the memorandum of intent (P3)..
10. Such changes will be reported to the next meeting of the West Northamptonshire Joint Strategic Planning Committee (WNJSPC) if the Head of Finance at SNC in consultation with the head of the WNJPU deems this to be an appropriate action.
11. The table below details the estimated budget requirement for the WNJPU for the current year (2009-10) and the following two years.

**Table 1 – Indicative three year budget requirement**

	<b>JPC Voting of Rights</b>	<b>% Share budget</b>	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>
Indicative budget (JPC report 16 December 2008)			1,149,700	1,229,000	1,229,300
<u>Individual funding requirements</u>					
Daventry District Council	3	25%	287,425	307,250	307,325
Northampton Borough Council	4	33%	383,233	409,667	409,767
Northamptonshire County Council	2	17%	191,617	204,833	204,883
South Northamptonshire Council	3	25%	287,425	307,250	307,325
<b>Total JPU Budget</b>	<b>12</b>	<b>100%</b>	<b>1,149,700</b>	<b>1,229,000</b>	<b>1,229,300</b>

### **Payment of Contributions**

12. The Head of Finance of SNC will ensure that all budgets relating to the WNJPU are input into the SNC's general ledger accounting system alongside all other service budgets.
13. Expenditure budgets will be set up as in line with the budget formulation report or on the advice of the WNJPU manager.



14. Income budgets will reflect the contribution required from the partners of the unit with the net budget reflecting the contribution from SNC.
15. All WNJPU budgets will be ringfenced for the use of the WNJPU only.
16. SNC will invoice each of the other partner authorities for their annual contribution by 30 September in the relevant financial year and payment will be made by each of the authorities to SNC by 31 May in that year.
17. All contributions will be held in the same ring fenced budget at SNC. No interest on the balance held will accrue to the benefit of the WNJPU budget.
18. No virements out of the budget will be permitted for expenditure not related to the WNJPU.

### **Procurement**

19. All works, goods and services for the WNJPU will be procured in accordance and compliance with SNC's Financial Procedure Rules (for contracts up to £50,000 in value) and Land and Contracts Procedure Rules (for contracts over £50,000 in value). The procuring officer will be the Head of the WNJPU (to include, if applicable, an employed interim Head of the JPU) when in post and, when that post is vacant, the Director of Planning and Regeneration at NBCI. References in the Rules to Cabinet or Council will be deemed to refer to the WNJSPC.
20. All purchase orders for WNJPU related expenditure will be raised by SNC on its Agresso system.

### **Contracts**

21. All formal contracts relating to works, good and services provided to the WNJPU will be entered into by SNC on behalf of all of the partner authorities provided that they are required to deliver the service plan and can be funded from the budget approved for the WNJPU. This will be subject to the formal completion of an agency agreement between the partner authorities pursuant to section 101 of the Local Government Act 1972. Until such an agreement has been entered into all partner authorities will of necessity be parties to all relevant contracts.

### **Expenditure**

22. All WNJPU related expenditure will be invoiced to SNC and defrayed from the WNJPU budget by SNC. This should include for example:
  - The cost of staff employed by partner authorities but chargeable to the unit
  - The cost of seconded staff

- Premises costs
  - Transport costs
  - Supplies and services cost etc.
23. Any expenditure incurred by any of the partner authorities in a month should be recharged to SNC within ten working days of the beginning of the following month so that the accounting systems reflect as accurate a position as possible at any given time.
24. All expenditure should be sent, in the first instance, to the Head of the WNJPU for authorisation.
25. The Head of the WNJPU will make accountancy staff at SNC aware of any commitments on an ongoing basis so that these can be accounted for in any reports that are produced.
26. The onus is on partner authorities for recharging costs to the WNJPU for costs they have incurred in relation to the unit. Specifically, this responsibility should be that of the S151 officer at each partner authority.
27. Any expenditure not recharged to SNC within three months of incurring the expenditure will not be paid in the absence of special circumstances applying to the reasonable satisfaction of the section 151 officer at SNC. This should encourage timely recharging of costs and enable more accurate monitoring of the budget.
28. This approach will ensure that all costs relating to the unit are collected on the general ledger of the accountable body and not in several different systems.
29. All expenditure should be authorised by the Head of the WNJPU or other officers nominated by that person.
30. In exceptional circumstances the Chief Executive and Head of Finance of SNC can authorise expenditure on behalf of the WNJPU, provided that it is necessary and in accordance with the approved service plan and budget.
31. The above ensures that the WNJPU budget held by SNC is wholly reflective of the costs of the WNJPU and facilitates accurate and meaningful budget monitoring by the WNJPU and the partner authorities.

### **Budget Monitoring**

32. A budget monitoring report showing profiled and actual expenditure at sub code level will be taken to the Business Sub Group and the WNJSPC by the Head of the WNJPU at the first convenient meetings

following the end of each quarter starting with the quarter ending June 2009.

33. The Head of the WNJPU will liaise with the Head of Finance at SNC and his staff with regard to this, including supplying written notes to explain any significant variances.
34. A budget monitoring report showing profiled and actual expenditure at cost centre level will be taken by SNC's Head of Finance to the appropriate SNC member meetings as part of SNC's normal budget monitoring process. The Head of the WNJPU will assist SNC's Head of Finance as necessary with regard to this process.
35. This approach will ensure that the financial monitoring arrangements for the WNJPU are consistent with the arrangements for all other areas of spend at SNC and therefore the governance arrangements are strengthened.

### **Underspend at Outturn**

36. In the event that the WNJPU budget shows an underspend at the end of any financial year, and assuming that all partner contributions have been received, the underspend will be rolled forward into the following financial year to the extent necessary to defray committed expenditure from the financial year concerned. In the event that no such committed expenditure exists, or that the underspend exceeds the committed expenditure, the underspend (or uncommitted balance of the underspend if applicable) shall be returned by SNC to the partner authorities in proportion to their contributions for the year in question. A partner authority can opt, on written notice to the section 151 officer of SNC, to use its proportion of any underspend to defray in part its contribution for the following financial year.
37. The Head of the WNJPU is responsible for ensuring a request is made to the Head of Finance at SNC for underspent budgets to be carried forward. The Head of Finance at SNC will then make appropriate arrangements to ensure this happens where it relates to the defraying of committed expenditure.
38. If any of the partner authorities feels that the amounts being carried forward are too great or do not relate to committed expenditure and should be refunded then this should be raised, by the appropriate S151 officer, as an issue with the Head of Finance at SNC who will seek the views of all S151 officers who will consult with relevant service managers and responsible budget holders at their respective authorities with a view to reaching agreement on the issue.
39. If agreement cannot be reached partner authorities will be given the option of a refund of their proportionate contribution of the disputed (i.e.

excessive or unnecessary) element of the budget and the matter will be referred to the WNJPC for consideration.

### **Budget Management**

40. The Head of the WNJPU will be responsible for day to day management of the WNJPU's budget under the supervision of the Director of Planning and Regeneration at NBC and in liaison with the Head of Finance at SNC and his staff.

### **Closure of Accounts**

41. The Head of the WNJPU will liaise with and co-operate fully with the SNC Head of Finance and his staff with regard to the closure of accounts at the end of each financial year. This will include the identification of any creditor accruals, debtor accruals and income deferrals that apply in the relevant financial year as well as any particular arrangements in relation to the closing down and reporting of pooled budgets and any declarations or disclosures that may have to be made as a result of pooling arrangements.

42. As detailed above this will also include the need to request the carry forward of any underspent budgets together with a comprehensive analysis and explanation of any year-end work programme and financial variations, as compared to the approved annual service plan and budgets, to be provided to the partner authorities.

43. Failure to adhere to the timetable and directions given by the Head of Finance and his staff could result in appropriate funds not being carried forward into the new financial year.

### **Dispute Resolution**

44. Save for the process on budget underspend covered by paragraphs 36-39 above, if there is a dispute between the partner authorities on any financial or governance related matter that cannot be resolved by the relevant officers of the partner authorities then the Head of Finance (for financial matters) or the Head of Corporate Services (for governance issues) at SNC will raise with their equivalent at all partner authorities.

45. Every practical attempt will be made to settle the dispute without the need for further escalation but if agreement cannot be reached then the issue will be referred to the Chief Executives (or equivalent) of the partner authorities for resolution. If resolution cannot be achieved the dispute will be referred to arbitration as a last resort.

### **Statutory returns and statutory and other requirements**

46. Upon request and as required the WNJPU manager and his or her staff will provide any information requested by SNC's Head of Finance or Head of Corporate services required in order to:

- fulfil their statutory duties
- Complete statutory returns
- Complete committee reports to be considered either by SNC committees (scrutiny, audit committee, cabinet etc.) or the WNJSPC
- Complete other returns
- Respond to consultation
- Address inspection or assessment issues (for example 'Use of Resources' requirements)
- Respond to Freedom of Information requests

47. The list above is not exhaustive and should be treated as the minimum requirements but indicative of the type of information that could be needed.

48. The information should aim to be provided within five working days or other timescale as stipulated by the requesting officer.

### **Reports**

49. All reports to either the WNJSPC or to any of the partner authorities' committees should be shared and agreed with the relevant officers of all partner authorities so that reporting is transparent and open.

50. Following sharing and agreement as above they should also be shared with the s151 officers and monitoring officers of each partner authority.

### **Monitoring of arrangements**

51. S151 officers should meet half yearly (immediately prior to programmed NFO meetings wherever possible) to discuss, monitor and keep under review these arrangements.

52. Monitoring officers should also engage as required for the same reasons.

### **Partner Resource Provision**

53. As agreed in the MOI the following partner authorities will provide the following facilities:

54. NBC – Employment of WNJPU staff, provision of office accommodation

55. SNC – Accountable body responsibilities, accountancy systems, accountancy support, lead monitoring officer, lead S151 officer.

56. DDC – Provision of internal audit services for planned annual internal audit of the unit and arrangements associated with it. The report being made available to all section 151 officers for consideration, copied to the Head of the WNJPU, with any urgent issues to be discussed as quickly as possible and at the request of any S151 officer. The terms of reference for this annual planned audit being decided by the S151 officer at DDC, consulting with fellow S151 officers as appropriate.<sup>1</sup>
57. All of the above arrangements should be charged to the unit in line with the section on expenditure.

### **Financial Support**

58. All financial support to the unit will be provided by SNC at the direction of the Head of Finance.
59. Detailed financial support for the unit will be provided by the 'Accountant – General Fund' (currently Mandy Anderson). A charge will be made to the unit for this support. The support will cover budget setting, budget monitoring, closure of accounts etc.
60. The Head of Finance at SNC, as lead S151 officer, will oversee all financial arrangements for the unit and will liaise with the partner authorities' S151 officers as required.
61. S151 officers at each partner authority will monitor the arrangements and raise any issues or concerns with the Head of Finance at SNC where appropriate in order for them to discharge their respective statutory duties, if necessary reporting any issues of significance to those charged with Governance at their authorities (but sharing the reports with all parties as referred to in the section on 'Reports').

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<sup>1</sup> In addition to this planned annual audit the S151 officer of any of the partner organisations has the ability to instruct their own internal audit service to carry out additional internal audits if they feel there is a need for them to do so in order for them to discharge their statutory duties effectively. This can either be a regular audit (although this is not deemed to be necessary if a regular audit is to be carried out by DDC auditors) or because there are concerns that any of the S151 officers have about the governance or financial arrangements of the unit which they feel require investigation in order to provide assurance. Such audit would not be chargeable to the unit as they are specific to the discharge of the statutory duty of the requesting S151 officer.