



NORTHAMPTON
BOROUGH COUNCIL
Planning Committee

PLANNING COMMITTEE: 18th October 2011

DIRECTORATE: Planning and Regeneration

HEAD OF PLANNING: Susan Bridge

WARD: Fringe Consultation (Daventry District Council)

N/2011/0882 (DA/2011/06666) Residential development consisting of approximately 1050 dwellings with employment area (B1 use), local centre, primary school, care home, open space, structural landscaping, highways and drainage infrastructure works and a park and ride scheme (Retention of farm shop)(All matters reserved except for means of access) (in part) (Resubmission).

REASON FOR REFERRAL: Referred by Head of Planning – Major development.

1. RECOMMENDATION

- 1.1 That the Borough raises **NO OBJECTION TO THE PRINCIPLE** of the development, subject to;
- The Highway Authority being satisfied that the solutions proposed and delivered to encourage walking, cycling and increased public transport use and the improvements to the highway network are satisfactory both in transport and environmental terms for a development of this scale, when taking into account the potential impact of development proposed in other locations within the town associated with the growth agenda;
 - The Environment Agency being assured that the development will not put its occupiers or those in the immediate vicinity at an unacceptable risk of flooding, or unacceptably increase the risk of flooding within the catchment of the River Nene and its tributaries, or adversely affect water quality;

- The Sustainable Urban Drainage Schemes proposed have the certainty of a suitable management regime in place to ensure that they are maintained as fit for purpose in perpetuity;
- Utility infrastructure providers being assured that the development will not have an adverse impact on the capacity of the infrastructure network to the detriment of existing residents or businesses of the town;
- Daventry District Council working in association with the Borough Council to ensure that the housing provided is consistent with the proportion (35%) and tenures (70% social rent and 30% Intermediate tenures) required to address affordable housing needs related to Northampton, that contributes to create a mix of housing throughout the site and that NBC partner RSLs are used to manage the affordable dwellings and that 10% of the dwellings on site are built to mobility standards;
- The PCT ensuring that the improvements to health infrastructure required are delivered either on site or in the near vicinity;
- That the future of the land contained within the Borough Council's boundary and currently allocated as Greenspace in the Northampton Local Plan and which can be regarded as forming a contiguous part of the development site is properly addressed by the applicant as envisaged in the Buckton Fields Masterplan SPG. Ideally this would be by the site being subject to a planning application to lay out the area as open space in a manner agreed with the Borough Council and with an adequately robust maintenance regime in place to maintain this use in perpetuity;
- The County Council being satisfied that the development adequately provides for primary education on site within an appropriate timescale and for secondary education off site by way of developer contribution should such a contribution be required;
- That the applicant makes reasonable endeavours to ensure that the proposed local centre which will at the very least provide a 500 sqm convenience shop and proposed community hall, with some additional small scale retailing and other complementary uses such as takeaways, restaurants, etc, is delivered within phase 1 of the development;
- That the open space, playing pitches and associated sports pavilion, NEAP and LEAP are provided in a timely fashion, to an adequate standard;
- The dwellings on site being built to at least Code for Sustainable Homes Level 3 and subsequently at the levels currently envisaged in the Government's stepped approach to ensuring homes built to Code for Sustainable Homes Level 6 by 2016.

- That further consideration is given to the appropriateness of the proposed solution of providing a green wedge to the rear of properties in Spring Park. An alternative solution which means that the existing houses are backed on to by houses appropriately positioned to maintain privacy and with longer gardens will in the longer term reduce the risk of crime to those properties. It could also allow for a better form of open space, to be of wider benefit to more residents to be provided within the development;
- That consideration be given to changing the proposed positioning of the open space to the west of the business area that will abut the Welford Road, to make it more accessible to the residential areas on site. In addition that consideration is given to moving the business area closer to the Welford Road to give a better opportunity to use an appropriate design of buildings to provide more a positive gateway feature on this edge of the built up area of Northampton.
- The capping of the number of homes to 1050;
- That a condition should be imposed upon any consent requiring the submission and implementation of a construction environmental impact management plan. This should include measures to control noise and vibration due to construction activities;
- That the developer is required to produce with a more definitive way of mitigating impact upon Harborough Road Air Quality Management Area.
- That mitigation measures should be included to address the impact on the noise levels at the existing properties in Fair Mile and Fallow Walk; the precise details of the mitigation scheme should be agreed following the review of the noise assessment; and
- That conditions should be imposed to ensure that noise levels from plant and equipment result in no net increase in existing background noise levels. It is important that the layout of the proposed commercial part of the development is appropriately zone to minimise the impact on neighbouring residential properties.
- The employment units being split into small scale units, in the region of 250 sq.m for each, to ensure that they are local in definition and not compete with objectives to secure larger scale offices in Northampton's town centre.
- Consideration being given to provision of off site playing pitch contribution in line with Northampton Borough Council approved Playing Pitch Strategy.

2. BACKGROUND

2.1 A similar consultation (N/2007/1583) by Daventry District Council (DDC) was previously reported to this Committee on 21st June 2011, with a recommendation to raise no objection to the principle of development on the site, subject to a number of preconditions being met.

2.2 That scheme had been revised to reduce the number dwellings (a maximum of 1050 dwellings reduced from 1250), in addition to minor amendments to employment land areas (1.6ha reduced from 2ha), the primary school (approximately 2ha increased from 1.3ha), park and ride (relocated to the north of the spine road from the south of the spine road), public open space (approximately 9.36ha increased from 8.2ha) and drainage ponds (4 balancing ponds). The proposals also include the addition of a 70 bed (approx.) care home.

2.3 Members resolved to object to the principle of development on this site on the grounds of:

- The proposed highway mitigations will not deal with current congestion problems in Kingsthorpe and at the Cock Hotel junction or adequately deal with traffic generated from the site;
- The issue of secondary school places is not adequately dealt with given the existing over subscription of them in Kingsthorpe;
- The concerns raised as to the timely delivery of the NW Bypass.

2.4 Subsequently, DDC were informed of the Council's objections to the proposed scheme.

2.5 In a meeting of DDC's Planning Committee on 20th July 2011, in which NBC's objection was reported to the committee, the application was refused for the following reason:

Notwithstanding the acceptability of the principle of development, as proposed, in this location, it is considered that the infrastructure and services necessary to satisfactorily mitigate the transport impact should include the Northampton North West Bypass, to be constructed before the proposed development takes place. In the absence of the advance provision of this bypass, it is considered that the proposed development would lead to an unacceptable adverse impact on the local highway network. The planning application is accompanied by draft Heads of Terms for a Section 106 agreement that set out the planning obligations considered by the applicants to be necessary and sufficient to mitigate the impact of the proposed development. The Council considers that the draft Heads of Terms do not secure the provision of the necessary highway infrastructure, specifically the North West Bypass. Saved Daventry District Local Plan policy GN2 is a permissive policy subject to criteria and the proposed development fails

to satisfy Criteria C and D. Similarly, policy HS2 is a permissive policy subject to criteria and the proposed development fails to satisfy Criterion E. The proposed development is also contrary to policy GN3 insofar as the Council is not satisfied that one element of the infrastructure made necessary by the development, namely the North West Bypass, will be provided.

2.6 The applicant has recently resubmitted an outline planning application for a proposed scheme to DDC for determination. It is this scheme upon which Northampton Borough Council are now being consulted.

2.7 The application remains fundamentally unchanged from the previously considered application, however, DDC have sought a view from an independent Highway Engineer of the submitted Buckton Fields Transport Assessment.

2.8 As the application remains essentially unchanged, it is the issues raised previously by this Committee that are set out and addressed below.

3. ISSUES

3.1 Highway concerns

3.1.1 This Committee raised concerns over the previous application due to the highway proposals and the ability of the mitigation measures, delivered through the Section 106 agreement, to deal with the traffic issues.

3.1.2 As part of this application, the developer has proposed a package of mitigation measures to be delivered through a Section 106 agreement.

3.1.3 The mitigation measures are as follows;

3.1.3.1 North West Bypass –

- A phased contribution to the North West Bypass of £2.94 million.

3.1.3.2 Kingsthorpe Centre Contribution –

- A contribution to phase 1 improvements at Kingsthorpe of £1.5 million.

3.1.3.3 Park and Ride –

- Implement a park and ride scheme at Buckton Fields of 300 spaces with and area for 200 spaces reserved, including a direct bus service between the site and Northampton Town Centre;
- or alternately, at the County Council's request, provide a contribution of £1.5 million to infrastructure and services in the

form of an additional contribution to phase 2 improvements at Kingsthorpe.

3.1.3.4 Bus provision –

- Serve the eastern end of the site (Phase 1) with existing bus services running along Harborough Road.
- Serve the western end of the site (Phase 2) by extending the existing service 4a into the site.
- Extend the 4a service to serve all three phases of development.
- Provide a 30-minute service between the site and Moulton Park.

3.1.3.5 Highway Improvements –

- Harborough Road/ Brampton Lane; widening of the Brampton Lane entry and a minor increase in the entry width at the Harborough Road northbound approach.
- Improvement to Brampton Lane between A508 and the site access roundabout.
- Harborough Road/Holly Lodge Drive; increase in flare length on the southbound A508 and the introduction of MOVA (traffic signal control).

3.1.3.6 Traffic Calming –

- Contributions to be made to traffic calming measures to be introduced in Boughton, Chapel Brampton and Church Brampton.

3.1.3.7 Travel Plans –

- A Travel Plan Framework (agreed with Northamptonshire County Council if possible) will be attached to the Section 106 agreement and a detailed Travel Plan in respect of both residential and non-residential elements of the development will be issued to the County Council as Highway Authority for comment and approval before the occupation of the 200th dwelling on site. Provision will be made for an independent arbiter in the event of dispute.
- A Travel Plan Co-ordinator will be appointed 6 months prior to the occupation of the 1st dwelling on site. Subsequently, the Travel Plan will be monitored for a period of time, which is yet to be agreed.

- The developers will be responsible for the cost of implementing the Travel Plan measures as defined and agreed with the Highway Authority including monitoring.

3.1.3.8 Walking and Cycling measures –

- A controlled crossing of Harborough Road.

3.1.3.9 Strategic Highway Contribution –

- Contributions will be made towards implementing the A45 Access Management Strategy. Such contributions will be based on an agreed payment process and measure of impact on the SRN if it is clearly demonstrated that a contribution is necessary.

3.1.4

The independent Highway Engineer concludes that the mitigation works set out in the transport assessment, together with the recommended mitigation works, as set out by the Local Highway Authority, successfully form a package of measures [deliverable via the Section 106 agreement] that would remove any significant adverse impact on the surrounding highway network and villages, from the proposed development. The Engineer also concludes that the development should be subject to a contribution to the North West Bypass but not conditional upon its completion.

3.1.5

It is recommended that the Council raise no objection to this issue should the above measures mitigate the impact of the development on the strategic road network to the satisfaction of the County Council as Local Highways Authority.

3.2 **Secondary School Places**

3.2.1 NCC have stated that they do not require a new secondary school to be included on site but do require a contributions from any development towards the costs of a new secondary school to serve Northampton. The Council is currently exploring options of where this is best placed.

3.2.2 The developer is willing to provide contributions to secondary school place via Section 106 agreement, should the Education Authority be able to demonstrate that the development is likely to generate additional school places over and above the existing provision.

3.2.3 It is recommended that the Council raise no objection to this issue should the above measures mitigate the impact of the development on the secondary school education provision to the satisfaction of the County Council as Local Education Authority.

3.3 Additional policy issues

3.3.1 Since the decision was made to refuse the original application, the Government published its draft National Planning Policy Framework (NPPF) for consultation. Although in draft, it gives a clear indication on the Government's approach towards plan making and development management as part of their Localism agenda. The contents of the draft have implications on this application:

3.3.2 Paras 62 and 63 are clear in that the planning system is plan-led and should be the starting point when determining the application. Buckton Fields (Whitehills) forms an existing saved allocation in the Daventry Local Plan, and the pre-submission draft West Northamptonshire Joint Core Strategy (published in February 2011) also allocates the area as a Sustainable Urban Extension. The latter includes allocation for predominantly housing (1,000 dwellings) but also a local centre and local employment opportunities. In principle, the scheme is in conformity to the emerging plan.

3.3.3 Para 63 also confirms that local planning authorities should apply the presumption in favour of sustainable development, particularly where no updated plans are available. Existing plans to date (e.g. Daventry Local Plan and the emerging Core Strategy) point towards the site being acceptable in principle for the proposed use.

3.3.4 Para 107 clarifies the Government's key housing objective in increasing significantly the delivery of new homes. This means increasing the supply of housing. This proposal will contribute towards the Government's objective.

3.3.5 Although PSS3 (Housing) is going to be replaced by NPPF, it is a material consideration until such time when the NPPF is finalised. Policy 10 of PSS3 requires the delivery of a sufficient quantity of housing taking into account housing need and demand and seeking to improve choice. The evidence base produced by the Joint Core Strategy points towards the need to increase housing supply in West Northamptonshire through the delivery of Sustainable Urban Extensions. This scheme would contribute to the increase in housing supply.

3.3.6 In addition, since the decision was made by Daventry District Council to refuse the application, the Borough Council has developed a revised Playing Pitch Strategy which provides an up to date picture of supply and demand with the aim of assisting in the determination on the need to seek new and enhanced pitch provision as the population grows. In determining the application, consideration needs to be given to the requirement contained in this document. This point is reflected in the requested S106 matters (final bullet point at para 1.1 above).

4. CONCLUSION

4.1 In conclusion, the previous concerns of the Planning Committee have been carefully noted and considered. It is considered for the foregoing reasons that, subject to the measures listed in Section 1, the issues raised can be adequately dealt with to the satisfaction of Northampton Borough Council and other relevant statutory agencies. It is therefore recommended that the Committee offer no in principle objection to the above proposals subject to the matters contained in paragraph 1.1.

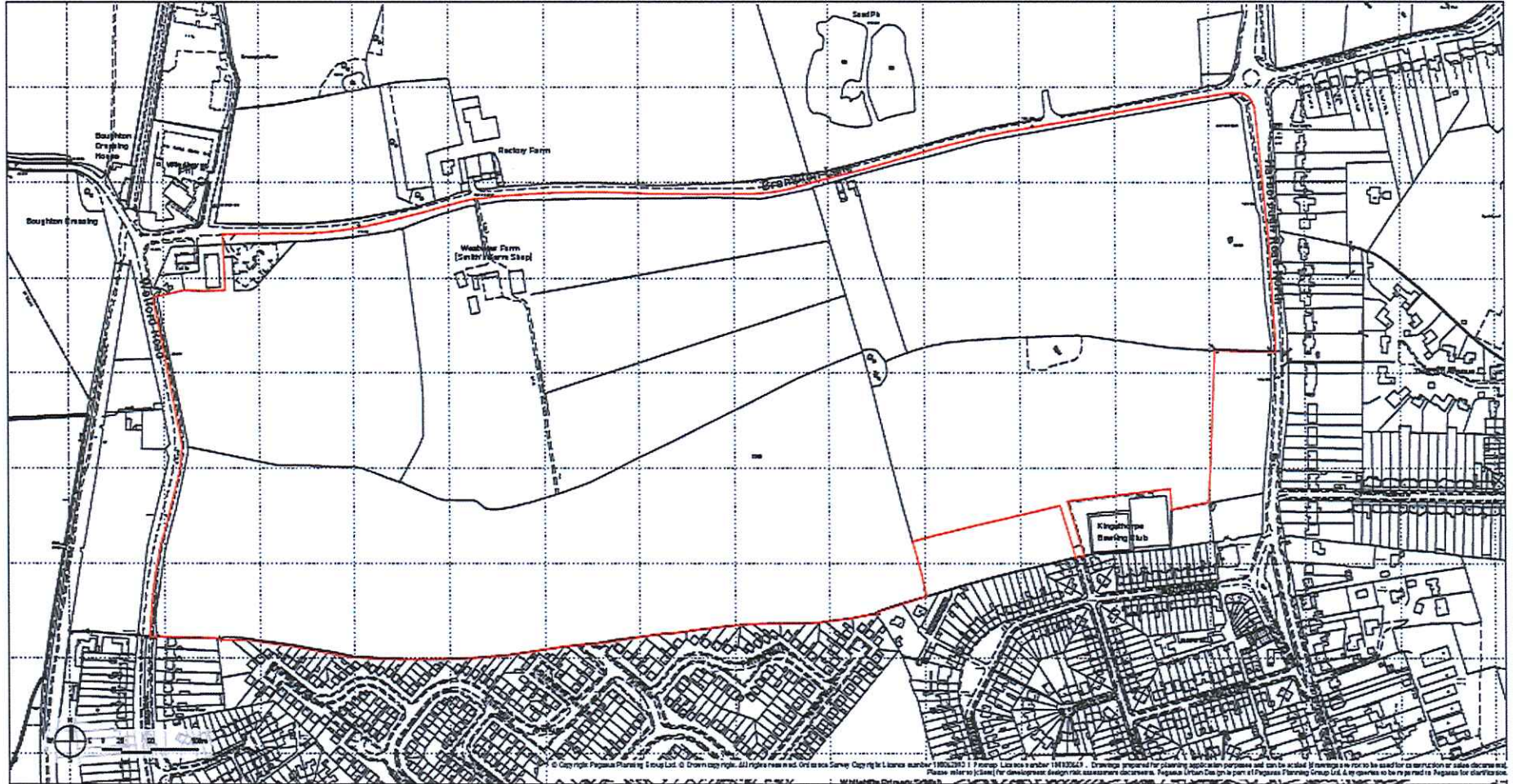
5. LEGAL IMPLICATIONS


5.1 The Borough Council may be a signatory to a legal agreement.

6. SUMMARY AND LINKS TO CORPORATE PLAN

6.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.

Position:	Name/Signature:	Date:
Author:	S Tindle	07/10/2011
Head of Planning Agreed:	G Jones	07/10/2011



Key
 Application site (50.04 Ha)

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