



NORTHAMPTON
BOROUGH COUNCIL
Planning Committee

PLANNING COMMITTEE: 29th July 2014
DIRECTORATE: Regeneration, Enterprise and Planning
HEAD OF PLANNING: Susan Bridge

N/2013/1195

Outline application of up to 2000 dwellings, with access, appearance, layout and scale unreserved for the first phase of 200 dwellings; a new section of A43 dual carriageway road; up to 3.83ha for a local centre incorporating provision for a Use Class A1 foodstore (up to 2,000 sqm), Class A4 public house (up to 650 sqm), Class C2 care home (up to 2,800 sqm), Class D1 day nursery (up to 465 sqm), Class D1 medical centre (up to 750 sqm), a parade of 5 retail units (Classes A1, A2, A3, A5 and D1) (up to 450 sqm), Class B1(c) light industry (up to 5,000 sqm); a new primary school (up to 3,150 sqm); public open space provision to include outdoor sports pitches, allotments and children's play space; structural landscape planting; associated infrastructure, including drainage features and access, at Northampton North SUE, Overstone Leys, Overstone Lane

WARD: Talavera
APPLICANT: Barratt Developments PLC
AGENT: Pegasus Planning Group
REFERRED BY: Head of Planning
REASON: Major Fringe Application
DEPARTURE: N/A

CONSULTATION BY DAVENTRY DISTRICT COUNCIL:

1. RECOMMENDATION

1.1 That Northampton Borough Council has **no objections to the principle of development subject to the issues outlined below being addressed** by Daventry District Council:

- The level of affordable housing and leisure/open space provision to be secured by this development has a significant and direct impact on this Authority. As such the appropriate officers of this Authority should be involved in the negotiation of any Section 106 agreement in relation to these matters and Northampton Borough Council should be a financial beneficiary of any such agreement;
- It should be demonstrated that the volume of retail proposed has no adverse impact on either Northampton Town Centre or on any of the Borough's District or Local Centres;
- There should be no built development, other than alterations to the A43, on the land within the Borough boundary, as indicated on the submitted plans;
- There should be analysis of the impact of the application on the demand to use leisure facilities in the Borough and the effect on capacity;
- A Construction Environmental Management Plan (CEMP), including vehicle routing should be submitted;
- Officers of Northampton Borough Council should be involved in the formulation of a design code for the development;
- Further information should be submitted in respect of elements of the design including the treatment of the A43, road engineering and house types;
- No objections being received from Northamptonshire County Council Highways regarding impact on local road network.
- Details of proposals for public transport provision should be confirmed;
- Environmental mitigation, with particular regard to air quality, should be considered;
- Further information should also be submitted in respect of the provision of community facilities, including places of worship; and
- A range of good quality materials should be used within Phase 1 of the development to ensure a satisfactory appearance.

2. THE PROPOSAL

- 2.1 Outline planning permission has been applied for to Daventry District Council for up to 2,000 dwellings. A first phase of 200 dwellings is proposed and details of this are included within the application. Both the layout and house types for this detailed phase have been amended since the application was first submitted.
- 2.2 As part of the development a local centre is proposed and this would include provision for a food store; public house; care home; day nursery; five other retail units; B1 (Light Industry) and a primary school. Open space provision is also included incorporating outdoor sports pitches, children's play areas and allotments.
- 2.3 It is proposed to re-route a section of the A43 and to make this a dual carriage way. It is also proposed to make sections of the existing alignment of the A43 a dual carriage way. Access to the site would be taken from two new interchanges on the A43, new junctions on Billing Lane and Sywell Road and from Park View and The Avenue. Elements of The Avenue and Overstone Lane would become pedestrian/cycle only.
- 2.4 An Environmental Statement has been submitted with the application.

3. SITE DESCRIPTION

- 3.1 The site comprises 109.13 hectares of predominantly agricultural land, mainly within Daventry District, immediately to the north of the Northampton Borough boundary. To the south of the application site is the Round Spinney Industrial Estate and Coleman Leys and the Southfields estate. The site sits to the east of the existing A43 between Moulton and Overstone.
- 3.2 There is a tongue of land which runs in a southerly direction from the main part of the application site, down the western side of the Round Spinney Industrial Estate to the Round Spinney roundabout, which is within Northampton Borough's administrative boundary. This land currently comprises landscaped vegetation.
- 3.3 A decision was made by the Council's Cabinet in November 2013 to delegate the Borough Council's planning determination powers with respect to this land to Daventry, to enable one planning application to be submitted to and determined by them. This matter was reported to Planning Committee in October last year as an Information Item.
- 3.4 The site forms a significant part of the Northampton North Sustainable Urban Extension (SUE) as identified within the Submitted West Northamptonshire Joint Core Strategy (as subsequently modified). This SUE when originally proposed only allocated the application site for development to provide up to 2,000 dwellings. The SUE has subsequently been enlarged from that originally proposed, after the

submission of this application, to provide up to 3,500 dwellings. Further information has therefore been submitted as part of the application, and the associated Environmental Statement, to consider how the development being applied for would relate to this potential wider development in terms of cumulative impact, built form, connectivity and general integration.

3.5 Due to the scale of the site it is within the setting of a number of listed buildings.

4. PLANNING HISTORY

4.1 No history relevant to this case.

5. PLANNING POLICY

5.1 Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the Northampton Local Plan 1997 saved policies, and whilst not yet adopted, weight can be attributed to the Submitted West Northamptonshire Joint Core Strategy (as subsequently modified).

5.2 National Policies

National Planning Policy Framework (NPPF)

5.3 Northampton Local Plan

E6 - Greenspace Areas

E20 – New Development

E19 – Implementing Development

H14- Residential development, open space and children’s play facilities

5.4 Submitted West Northamptonshire Joint Core Strategy (as Subsequently Modified)

Policy S4 - Northampton Related Development Area

Policy S5 - Sustainable Urban Extensions

Policy S9 - Distribution of Retail Development

Policy S10 - Sustainable Development Principles

Policy C2 - New Developments

Policy C3 - Strategic Connections

Policy C5 - Enhancing Local and Neighbourhood Connections

Policy RC2 - Community Needs

Policy H1 - Housing Density and Mix and Type of Dwelling

Policy H2 - Affordable housing

Policy H5 - Sustainable Housing

Policy BN5 - The Historic Environment
Policy BN9 - Planning for Pollution Control
Policy INF1 - Approach to infrastructure Delivery
Policy N3 - Northampton North SUE

5.5 **Supplementary Planning Guidance**

Planning Obligations SPD
Affordable Housing Interim Statement

6. **CONSULTATIONS/ REPRESENTATIONS**

6.1 Not applicable.

7. **APPRAISAL**

Policy context

- 7.1 The NPPF sets out the government's overarching approach to planning and states that applications should be determined in accordance with the development plan. It is advised that weight should be given to emerging policy (the more advanced the preparation the greater the weight to be given). The NPPF also requires the provision of a supply of housing with a range of types, tenures and densities as well as encouraging sustainable development; high quality design; the promotion of healthy communities; conserving and enhancing the natural and historic environments; and sustainable transport.
- 7.2 The site is supported as an allocation by the Joint Strategic Planning Committee for a SUE (Sustainable Urban Extension). In this context it is considered that significant weight should be given to the policies of the Submitted West Northamptonshire Joint Core Strategy (JCS) (as Subsequently Modified). Policies S4 and S5 of the JCS establish the need for urban extensions to Northampton and that these will be outside the Borough's administrative boundary in some cases. Policy N3 identifies the Northampton North SUE and establishes the scale and nature of the development to be provided.
- 7.3 Policy S9 addresses the issue of retail development and is supportive of proposals which are sequentially acceptable and, in cases of over 1,000 sqm, have been assessed.
- 7.4 Policy S10 sets out the principles for sustainable development, requiring all development to be sustainably designed, energy efficient and to be easily accessed via non-car modes of transport. Policies C2, C3 and C5 elaborate further on this latter issue requiring development to be well connected both locally and more strategically. Policy H5 requires all residential development to incorporate sustainable design principles.

- 7.5 Policy RC2 requires development to make adequate provision for public open space and community facilities.
- 7.6 Policy H1 stipulates that development should provide a mix in terms of the type and tenure of housing provided, giving consideration to the character of the existing area and the amenity of current and future occupiers. Policy H2 sets out that in the Northampton Related Development Area all developments over 15 dwellings should provide 35% as affordable housing.
- 7.7 Policy BN5 gives consideration to the protection of Heritage Assets and their settings.
- 7.8 Policy BN9 requires development to be of a high environmental quality and should not result in any deterioration of the environment.
- 7.9 Policy INF1 states that development should provide good access to infrastructure, including physical, green and social elements.
- 7.10 The policies of the Northampton Local Plan should also be considered, particularly in relation to that part of the site which sits within the Borough Boundary. However, given the age of the Local Plan and the changes in national policy which have occurred since its adoption, it is considered that limited weight should be given to these.
- 7.11 Policy E20 requires new development to reflect the character of its surroundings.
- 7.12 The area of land within the Borough boundary is allocated as Green Space in the Local Plan, policy E6 of which allows for development where the role of the green space would not be conflicted.

Principle of development

- 7.13 In light of the support for the allocation of the site as a SUE the overall principle of the development of this site may be seen as being broadly acceptable.
- 7.14 There are a mix of land uses proposed alongside residential including retail, employment, education and leisure. It is considered that such a mix of uses is appropriate to achieve a sustainable development providing services and facilities to future residents.
- 7.15 A range of housing is also proposed with one bedroomed to five bedroomed dwellings in two and three storey forms. This mix of housing is considered acceptable in principle. While the applicant has indicated that affordable housing will be provided the actual level of this has yet to be determined.
- 7.16 It is considered that the principle of the scale of the retail element has not been demonstrated as being acceptable. Policy S9 of the Joint Core Strategy requires proposals for retail development over 1,000

sqm to be accompanied by a retail impact assessment. No such assessment has been submitted with this application.

- 7.17 While provision of open space and recreational facilities is proposed as part of the development, there has been no assessment submitted concerning the impact of the proposed development on existing leisure facilities within Northampton Borough.

Relationship with wider SUE

- 7.18 As outlined above the application site forms a part of the Northampton North SUE. The Environmental Statement and Design and Access Statement have been amended to look at the development proposed and the remainder of this allocation. It is considered that it has been demonstrated that this application would not prejudice the development of the remainder of the SUE and that the SUE could be developed in an acceptable and cohesive way.
- 7.19 It is indicated within the amended Design and Access Statement that a further local centre is likely to be required within the other part of the SUE and that there may also be a requirement for a further primary school within this area as well.
- 7.20 The Design and Access Statement has shown that vehicular and pedestrian connectivity could be achieved between the two elements of the SUE as well as linkages in terms of green infrastructure.

Urban design

- 7.21 It is considered that the design principles outlined within the application are appropriate, albeit no Design Code has currently been established. However no details have been submitted with the application indicating how the new alignment of the A43 will be treated, for example if it is to have a 'boulevard' appearance. Similarly no details have been submitted concerning the use of the 'old' A43 as a public transport corridor. It is considered that these issues should be addressed.
- 7.22 It is also considered that improvements could be made to the indicated road layouts to incorporate less 'engineered' designs which may be more appropriate to this location and that further details are required as to how the roads will work in terms of reconciling the needs of different users.

Traffic

- 7.23 There are two aspects which need to be considered regarding traffic impacts from the development. The first of these is the traffic which will be generated during the construction phase. It is considered that this could be adequately addressed through the implementation of a Construction Environmental Management Plan (CEMP). Such a plan

would identify the hours of operation and the routes for construction vehicles.

- 7.24 The second aspect is the traffic which would be generated by the development. It is proposed as part of the Transport Assessment to aim to provide cycle and pedestrian facilities to provide alternatives to car use. It is also proposed for contributions to be made to public transport.
- 7.25 Improvements to the road infrastructure are also proposed. As well as the obvious improvement to the A43 through the realignment and duelling of this, it is also proposed for there to be capacity improvements to the Round Spinney Roundabout and other improvements to the St Gregory's Roundabout and the Kettering Road/Lumbertubs Lane/Moulton Way Roundabout. Subsequent to the submission of the application Northamptonshire County Council has secured the funding necessary to carry out the improvements to the A43 independently of this development.
- 7.26 It is considered that the application makes reasonable provision for both improvements to the road network to cater for the extra traffic likely to be generated by the development, as well as seeking to encourage alternative means of travel.

Environment

- 7.27 Due to the scale of development the potential exists for environmental impacts, in particular with regard to air quality. It is considered that such impacts may be mitigated, partly through the implementation of some of the transport measures outlined above, but that a more comprehensive scheme of environmental mitigation should be submitted.

Detailed residential scheme

- 7.28 The application contains a detailed element for 200 dwellings. These are split into two sections Phase 1A and 1B.
- 7.29 Phase 1A would consist of 104 dwellings, 16 of which would be affordable, and would be located to the north of the The Avenue, between the existing A43 (Park View) and the new dual carriageway alignment of this. Vehicular access would be taken from Park View. A number of the dwellings would face onto the new alignment of the A43.
- 7.30 Phase 1B would consist of 96 dwellings, 14 of which would be affordable, and would be located to the South of The Avenue, from which vehicular access would be taken. This phase would also present a frontage onto the new A43.
- 7.31 Both of the detailed phases of the development have what may be deemed as somewhat typical 'estate' layouts with main routes running

through and a number of cul-de-sacs and access driveways coming off these.

- 7.32 The house types are of two and two and a half storeys, and while considered to be perhaps somewhat generic in design have a number of details such as chimneys, string courses, plinths, split materials, dentillated eaves, corbelling and porches which provide an acceptable level of visual interest. The use of good quality materials will be important in ensuring the overall satisfactory appearance of the completed development.
- 7.33 Areas of green space are indicated within both phases along with indicated tree and landscape planting

'Northampton' section of application site

- 7.34 As outlined previously part of the application site is within the Borough's administrative boundary. This is currently a green space to the western side of the Round Spinney Industrial Estate which acts as a landscape buffer to the A43. This area will largely be unaffected and will remain as a green space. The western edge of this will however be taken up as part of the widening of the A43 to create a dual carriageway. A section of the northern part of this land will also be taken up to accommodate the new alignment to the A43.
- 7.35 It is not considered that, overall, this would have an unacceptable impact on the appearance of the area and would therefore accord with Policy E6 of the Local Plan.

Section 106 agreement

- 7.36 There are a number of Section 106 contributions proposed as part of the application. These include affordable housing; education; healthcare; maintenance of public open space; ecological mitigation; contributions to the delivery of improvements to the A43; contributions to improve Round Spinney roundabout and other off-site junctions: contributions to enhance bus services: pedestrian and cycle improvements and traffic management measures in Moulton, Overstone and Sywell.
- 7.37 It is considered that these generally give consideration to the matters which are pertinent to the development. However, as outlined previously, it is also considered that the potential impact on leisure facilities within Northampton Borough needs to be examined further. The results of this analysis may result in a further requirement for a financial contribution to address this impact.
- 7.38 There is also a lack of information regarding the provision of community facilities as part of the development.

- 7.39 With regard to the issue of affordable housing, Policy H2 of the JCS requires developments in the Northampton Related Development Area to provide 35% affordable housing. The 200 units proposed as part of the detailed first phase of development currently includes only 15%. However a viability exercise is currently being undertaken by the applicant with regard to demonstrating the appropriateness of this level of contribution and indeed the provision of other benefits.

8. CONCLUSION

- 8.1 Overall it is considered that the policies of the Joint Core Strategy actively encourage the principle of developing this site as part of a Sustainable Urban Extension. The application therefore accords with these policies. The development would allow the remainder of the SUE to be developed acceptably.
- 8.2 It is also considered that in terms of the impacts on the road network provision is made within the application for both physical road improvements and the encouragement of non-car modes of transport.
- 8.3 The design principles outlined in the application are considered to be acceptable, albeit that further work on these are required and further information should be submitted regarding design.
- 8.4 The detailed scheme for 200 houses within Phases 1A and 1B of the development is considered to be broadly acceptable in terms of its layout, design and appearance
- 8.5 It is also considered that there is also a lack of information, at this stage, concerning retail impact; provision of affordable housing; provision of community facilities and the impact on leisure provision with Northampton Borough. It is considered that this further information should be requested prior to determination of the application.

9. CONDITIONS

- 9.1 Not applicable.

10. BACKGROUND PAPERS

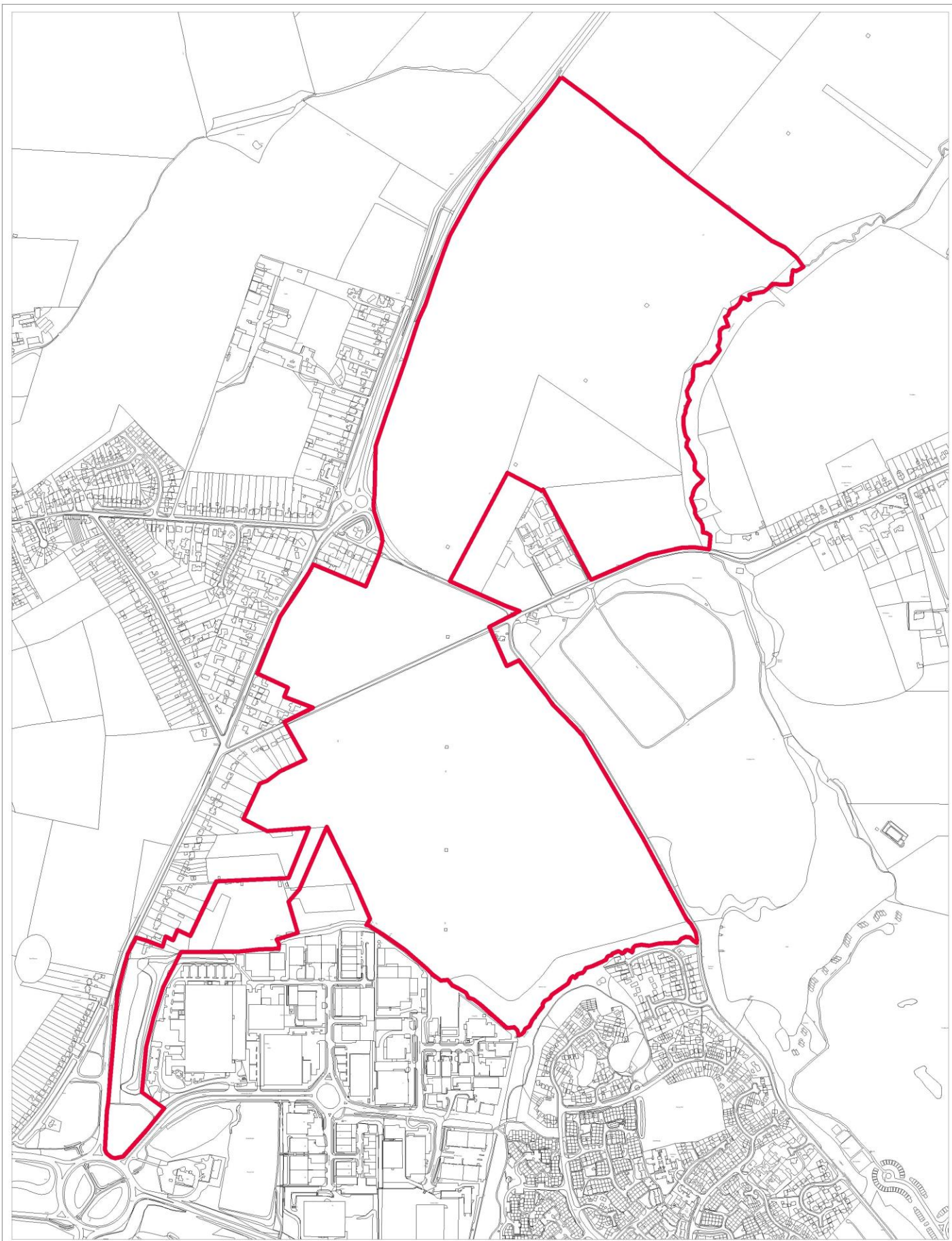
- 10.1 N/2013/0931.

11. LEGAL IMPLICATIONS

- 11.1 None.

12. SUMMARY AND LINKS TO CORPORATE PLAN

- 12.1 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.



Name: **Location Plan**
Date: **21st July 2014**
Scale: **1:9500**
Dept: **Planning**
Project: **Committee**

Title

Overstone Leys

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