



PLANNING COMMITTEE: 2nd September 2015
DIRECTORATE: Regeneration, Enterprise and Planning
DIRECTOR: Steven Boyes

N/2015/0864: Outline application for up to 41 dwellings, estate road, open space and associated works on land at Welford Road, Boughton

WARD: Fringe application

APPLICANT: Mrs E Alker et al
AGENT: Wilbraham Associates

REFERRED BY: Director of Regeneration Enterprise & Planning
REASON: Major Fringe Application

DEPARTURE: N/A

CONSULTATION BY DAVENTRY DISTRICT COUNCIL:

1. RECOMMENDATION

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

- Development of the site shall be viewed as related to the growth of Northampton.
- Ensuring that the development does not prejudice the delivery of the Northampton North West Bypass.
- Ensuring that the recreational function and value of the Brampton Valley Way linear park is maintained with particular attention being applied to the treatment and landscaping of the western boundary of the application site and the precise position of the estate road within the site.
- Ensuring that direct pedestrian links are provided across the site to Brampton Valley Way in the interests of serving the future recreational needs of the North of Whitehills SUE.
- Ensuring that the amenities of future residential occupiers at the site would be safeguarded, particularly in respect to the satisfactory mitigation of traffic noise from Welford Road.
- No objections being received from the Local Highway Authority in respect to the impact of the scheme upon the local road network.
- No objections being received from the Environment Agency or Lead Local Flood Authority in respect to the impact of the scheme upon flood risk and the proposed drainage provisions at the site.

- In light of the development being directly related to the growth of Northampton, the appropriate Officers of this Authority should be involved in the negotiation of any Section 106 agreement in relation to such matters as affordable housing provision, infrastructure delivery and site-specific mitigation. Northampton Borough Council should be a financial beneficiary of any such agreement.

2. THE PROPOSAL

- 2.1 Outline planning permission has been applied for to Daventry District Council (DDC) for the erection of up to 41no. dwellings, including the construction of an estate road, open space and associated works.
- 2.2 Although the application is in outline form, with the layout, scale, appearance and landscaping of the site matters reserved for subsequent approval, an indicative scheme layout has been provided to show how development could potentially be accommodated upon the site. The dwellings are proposed to be two storeys in height and designed to reflect the appearance of development nearby. The majority of existing vegetation on the site would be retained with additional planting provided to the front and rear garden areas of the proposed houses.
- 2.3 The application is the re-submission of a scheme which was refused planning permission by DDC in January 2015 and to which no objections were raised by Northampton Borough Council in September 2014. An appeal against this refusal of planning permission is currently under consideration.

3. SITE DESCRIPTION

- 3.1 The site is rectangular in shape and measures 1.59 ha in area. It is wholly located within the Daventry District, although the southern boundary immediately abuts the northern boundary of Northampton Borough. The site is bound to its east by Welford Road, where the access to the site would be drawn from, and to its west by the Brampton Valley Way (a public footpath / cycleway).
- 3.2 The site located to the east of Welford Road (i.e. opposite the site) is part of the North of Whitehills Sustainable Urban Extension to Northampton.
- 3.3 The site is currently agricultural and used for grazing – stables are located at the northern end of the site. The topography of the site slopes down from the eastern side of the site (Welford Road) to the western side of the site. The Brampton Valley Way stands at a slightly higher level than the lowest part of the site.

4. PLANNING HISTORY

- 4.1 N/2014/0786. No objections raised to outline application for up to 41 dwellings, estate road, open space and associated works. September 2014. DDC subsequently refused planning permission.

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 adopted West

Northamptonshire Joint Core Strategy (2014) and Northampton Local Plan (1997) saved policies.

5.2 **National Policies**

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application:

Paragraph 14 identifies the development plan as the starting point for decision making and enables development proposals that accord with an up-to date Local Plan to be approved without delay.

Paragraphs 47-49 indicate the need for Local Planning Authorities to identify the ability to deliver a 5 year housing land supply, where this cannot be shown, the policies in Plans related to housing are considered out of date and there is a presumption in favour of sustainable development.

5.3 **West Northamptonshire Joint Core Strategy (2014)**

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

Policy SA “Presumption in favour of Sustainable Development” requires local planning authorities to take a positive approach to determining development proposals.

Policy S1 “The Distribution of Development” requires that development be concentrated primarily in and adjoining the principal urban areas of Northampton.

Policy S4 makes provisions for 28,470 net additional dwellings within the NRDA and that Northampton’s housing needs will be met primarily within Northampton’s existing urban area and at the Sustainable Urban Extensions within the NRDA, whilst additional development would be supported if it meets the vision and objectives of the JCS.

Policy BN1 highlights that green infrastructure corridors will be recognised for their important contribution to a sense of place, and contains criteria to ensure the enhancement of existing provision.

Policy BN5 provides guidance for enhancing heritage assets, and development in areas of landscape sensitivity.

Policy BN8 “The River Nene Strategic Corridor”, proposals for new development should demonstrate an understanding of the importance of the River Nene for biodiversity within and beyond the plan area.

5.4 **Daventry Local Plan (Saved Policies)**

The site is located within an area identified as a “green wedge” by saved policy EN10. Saved policy HS24 identifies the site as located outside a settlement and within ‘open countryside’. In respect of the site’s function as a green wedge and its location within open countryside, the policy context is one of seeking to provide a buffer around Northampton to prevent the coalescence of settlements, whilst maintaining landscape features and public access to the countryside.

5.5 **Supplementary Planning Documents**

Planning Obligations SPD (February 2013)

Affordable Housing Interim Statement (February 2013)

6. **CONSULTATIONS/ REPRESENTATIONS**

6.1 N/A

7. **APPRAISAL**

Planning Policy

7.1 Policy S4 of the JCS states that:

“NORTHAMPTON’S NEEDS, BOTH HOUSING AND EMPLOYMENT, WILL BE MET PRIMARILY WITHIN NORTHAMPTON’S EXISTING URBAN AREA AND AT THE SUSTAINABLE URBAN EXTENSIONS WITHIN THE NORTHAMPTON RELATED DEVELOPMENT AREA BOUNDARY...”

However, the policy continues by explaining that:

“ADDITIONAL DEVELOPMENT TO MEET NORTHAMPTON’S NEEDS WILL BE SUPPORTED ONLY IF IT MEETS THE VISION, OBJECTIVES AND POLICIES OF THIS PLAN”.

7.2 The overall vision and objectives of the JCS are to focus new development around the key towns of West Northamptonshire, with Northampton itself identified as a principle urban area for future growth.

7.3 The JCS provides a clear presumption in favour of sustainable development, in line with the policy objectives of the NPPF. It is further recognised that through policy S1 that;

DEVELOPMENT WILL BE CONCENTRATED PRIMARILY IN AND ADJOINING THE PRINCIPAL URBAN AREA OF NORTHAMPTON

7.4 Whilst it is recognised that the site lies adjacent to the Northampton Related Development Area (Policy S4) it is not considered to be in conflict with the requirements of that policy in that the site is located in a sustainable location with clearly defined boundaries, adjoining a Sustainable Urban Extension (SUE) to the north/east and contiguous with existing urban area of Northampton to the south.

7.5 Further, it is recognised (para 5.27 of the JCS) that Northampton is unable to physically accommodate its own housing needs, and that there is a clear need for the Council and its neighbouring authorities to work together to ensure Northampton’s housing needs can be planned in a sustainable way.

- 7.6 Although situated in Daventry District the development forms part of Northampton both in form and function. The proposal has clear affinity with the Northampton principal urban area (which would be further consolidated through the development of the SUE and substantially change the current rural context). It would also assist in helping to meet the identified housing need for the area, (NRDA) which currently does not have an identified 5 year supply.

Landscape

- 7.7 The policy context also highlights the important landscape in the locality, namely the river valley. This landscape is particularly important to the setting and amenity of the Brampton Valley Way linear park. Views to the east of the Brampton Valley Way are however constrained by changes in topography, tree belts, and existing built development along both sides of Welford Road.
- 7.8 Views to the west, across the river valley, are broad and open. Located to the east of Brampton Valley Way, the proposed development is therefore not expected to result in adverse impacts on the setting of the Brampton Valley Way. However, the relationship between the site and the Brampton Valley Way is an important factor. The proposal should be carefully scrutinised to ensure the site's design and layout is sensitive to, and does not prejudice the function of the Brampton Valley Way as an important recreation facility, as set out through policies BN1, BN5 and BN8 of the JCS.

North West Bypass

- 7.9 The application site lies in close proximity to the indicative route of the Northampton North West Bypass, as identified on the JCS Key Diagram. The NW bypass constitutes a key primary infrastructure project, required to serve the Sustainable Urban Extensions of North of Whitehills, Kings Heath and Northampton West and will further impact on the landscape context surrounding the application site. In this context, the potential 'urbanisation' impacts could also be regarded as diminishing the longer term impact of the current housing proposal, both visually and in defining the urban edge of Northampton to the west of the Welford Road.
- 7.10 Given the JCS identification of the need for the NW bypass to accommodate wider strategic housing needs, it is necessary to ensure that the current proposal will not undermine its delivery and that a satisfactory residential environment can also be provided taking account of the environmental factors associated with the NW bypass.

Access

- 7.11 It is noted that the indicative proposals incorporate the retention and upgrade of an existing footpath link that runs through the site (on a north-west / south-east axis) from Welford Road. It is considered that it would be desirable to provide further punctuations of the site in the interests of encouraging accessibility to the Brampton Valley Way. This is particularly pertinent in the context of Buckton Fields (North of Whitehills SUE) and the provision of a direct link(s) to Brampton Valley Way for future residents. The existing link, when considered alongside the proposed Masterplan for Buckton Fields, would provide a convoluted route rather than a direct link across the northern part of the application site.

- 7.12 In respect to the new estate road access into the site, the detailed alignment of this road should also be carefully considered to ensure that it does not adversely impact upon the character of the Brampton Valley Way due to its close proximity to the western boundary of the site. It should be ensured that an appropriate separation distance / buffer can be achievable to soften the estate roads visual impact.

Environmental Matters

- 7.13 It is noted that the submitted Flood Risk Assessment indicates that the entirety of the site is located within the lowest risk Flood Zone 1. Notwithstanding this, acceptance needs to be sought from the Environment Agency and Lead Local Flood Authority in respect to the proposed scheme of surface water management and sustainable urban drainage put forward.
- 7.14 It does not appear that a Noise Assessment has been submitted in support of the application. The appropriate officer(s) in Environmental Health at Daventry District Council should be consulted in the interests of providing assurances that a satisfactory residential environment would be provided for future occupiers of the site in close proximity to Welford Road and its associated traffic flows. An Ecological Survey has been submitted in support of the application, the conclusions and recommendations of which should be adhered to.

Planning Obligations

- 7.15 It is recognised that there are likely to be planning obligations required to mitigate the overall impact on the development, in particular infrastructure requirements such as health facilities, local schools, improving public transport provision, sports/recreational provision and affordable housing provision. If the development was to be granted permission, this Council would be likely to request Daventry District Council to negotiate S.106 obligations primarily related to the impact on local infrastructure within Northampton and provide for affordable housing numbers and types associated with Northampton's needs.

8. CONCLUSION

- 8.1 Overall it is considered that when reading the relevant policies of the JCS as a whole and considering the presumption in favour of sustainable development identified in the NPPF that the principle of the development should be supported subject to the following issues being addressed by DDC:

- Development of the site shall be viewed as related to the growth of Northampton.
- Ensuring that the development does not prejudice the delivery of the Northampton North West Bypass.
- Ensuring that the recreational function and value of the Brampton Valley Way linear park is maintained with particular attention being applied to the treatment and landscaping of the western boundary of the application site and the precise position of the estate road within the site.
- Ensuring that direct pedestrian links are provided across the site to Brampton Valley Way in the interests of serving the future recreational needs of the North of Whitehills SUE.
- Ensuring that the amenities of future residential occupiers at the site would be safeguarded, particularly in respect to the satisfactory mitigation of traffic noise from Welford Road.

- No objections being received from the Local Highway Authority in respect to the impact of the scheme upon the local road network.
- No objections being received from the Environment Agency or Lead Local Flood Authority in respect to the impact of the scheme upon flood risk and the proposed drainage provisions at the site.
- In light of the development being directly related to the growth of Northampton, the appropriate Officers of this Authority should be involved in the negotiation of any Section 106 agreement in relation to such matters as affordable housing provision, infrastructure delivery and site-specific mitigation. Northampton Borough Council should be a financial beneficiary of any such agreement.

9. BACKGROUND PAPERS

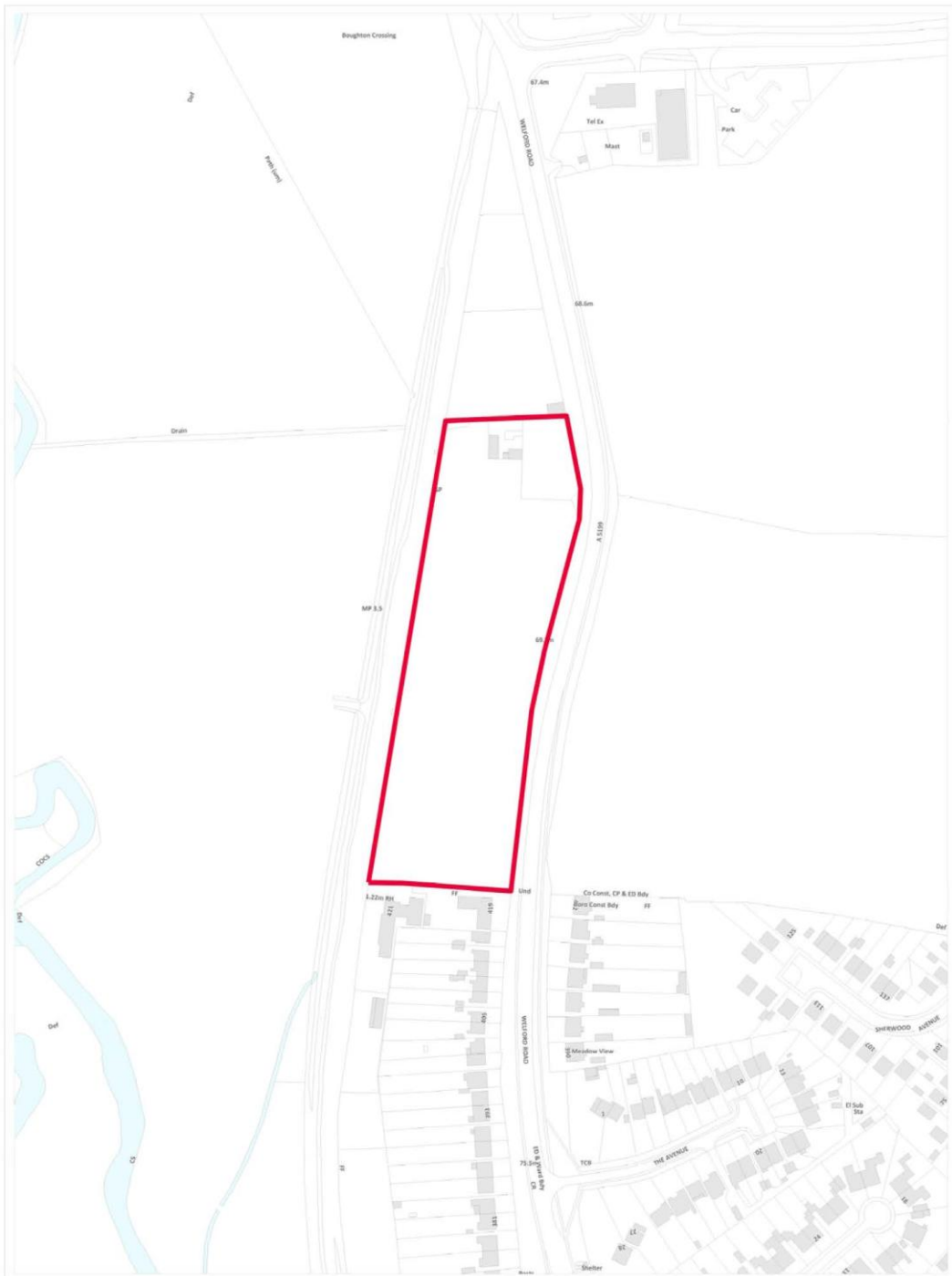
9.1 N/2015/0864

10. LEGAL IMPLICATIONS

10.1 None.

11. SUMMARY AND LINKS TO CORPORATE PLAN

11.1 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.



 <p>NORTHAMPTON BOROUGH COUNCIL</p>	<p>Date: 21st August 2015 Scale: 1:2500 @ A4 Dept: Planning Project:</p>	<p>Title Land at top end of Welford Road</p> <p><small>Produced from the 2010 Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office. © Crown Copyright Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. Licence number: 100019655</small></p>
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