

PLANNING COMMITTEE: DIRECTORATE: DIRECTOR:	27 <sup>th</sup> September 2016 Regeneration, Enterprise and Planning Steven Boyes
APPLICATION REF:	N/2016/0830
LOCATION:	Norwood Farmhouse, Sandy Lane, Harpole NN7 4DG
DESCRIPTION:	Sustainable urban extension comprising, up to 1,900 dwellings (Use Class C3) public open space and children's play areas, landscape areas, new landscape planting and hydrological attenuation features and sustainable drainage systems. Primary school (Use Class D1) and mixed use local centre which may include residential, retail, health and community facilities. Demolition of any on site buildings and structures, routing of Sandy Lane Relief Road and associated vehicular access points
WARD:	Other Authority
APPLICANT: AGENT:	Barwood Development Securities Limited HOW Planning LLP
REFERRED BY: REASON:	Director of Regeneration, Enterprise and Planning Major Fringe Area Application
DEPARTURE:	Yes

# APPLICATION FOR CONSULTATION BY SOUTH NORTHAMPTONSHIRE COUNCIL:

## 1. **RECOMMENDATION**

- 1.1 That Northampton Borough Council has **no objection in principle** to the development proposed subject to the issues outlined below being addressed by South Northamptonshire Council:
  - The level of affordable housing 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 in relation to the mix and type of dwellings proposed under any reserved matters application.
  - Further consideration of the potential impacts of the development on the future development of the land to the east, adjacent to the St Crispin residential development and forming part of the N9a site allocation as specified in the West Northamptonshire Joint Core Strategy. The Local Planning Authority should satisfy themselves that there is potential for vehicular access to the adjoining land from the proposed development, should vehicular access from the east be unacceptable, to ensure development of this adjacent site is not prejudiced.

- 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;
- A condition requiring the submission of a Construction Environment Management Plan (CEMP), including vehicle routing.
- No objections being received from Northamptonshire County Council Highways regarding impact on the local road network.
- Appropriate consideration is given to contamination and air quality impacts arising from the proposed development.
- Development of a cohesive Design Code for the development of the overall SUE allocation.
- Further clarification on the delivery and funding of the SLRR Phase 2 should be provided prior to determination of the application.
- Appropriate provision and contributions are made for education and healthcare requirements to meet the needs of the proposed development.
- The application site forms part of the Northampton Related Development Area. As such open space provision should be based on the standards required by Northampton Borough Council as defined in the Council's 'Planning Obligations Strategy' Supplementary Planning Document (February 2013). Furthermore, the Council are currently undertaking a review of the Northampton Open Space, Sport and Recreation Study' as part of the Local Plan, Part 2. Therefore, prior to determination of the application, further discussion is required with Northampton Borough Council in relation to open space provision to ensure appropriate and satisfactory provision is made to mitigate the impacts of the proposed development.
- Appropriate consideration and mitigation of flood risk and drainage matters to meet the requirements of the Environment Agency and the Lead Local Flood Authority.

## 2. THE PROPOSAL

- 2.1 This is a consultation from South Northamptonshire Council (SNC) relating to a hybrid application comprising of an outline (all matters reserved except for access) and full application for a Sustainable Urban Extension on part of a site allocated for development under Policies N9A and N4 of the West Northamptonshire Joint Core Strategy, Northampton Norwood Farm/Upton Lodge SUE and Northampton West SUE respectively. The application relates to the part of the site referred to as Norwood Farm which is entirely within SNC's administrative boundary.
- 2.2 The outline application comprises a residential development of up to 1,900 dwellings, public open space and children's play areas, a primary school, a mixed use local centre which may include residential, commercial units (Use Classes A1, A2, A3, A4 & A5), and health and community facilities (Use Class D1), and structural landscaping, ecological habitat creation, hydrological attenuation features and sustainable urban drainage systems. Details of appearance, layout, scale and landscaping would be subject to reserved matters approval.
- 2.3 The full application comprises the demolition of existing site buildings and structures, associated vehicular access points and the delivery of the northern section of the Sandy Lane Relief Road Phase 2 (SLRR). The southern section of the SLRR (Phase 1), with the exception of a small section of road, has already been constructed extending from A4500, Weedon Road, towards the southern boundary of the Norwood Farm site.

- 2.4 The proposal incorporates an element of housing development which would be located outside the N9A allocation on its western extent, amounting to 1.7 hectares and comprising of approximately 40 dwellings, land forming part of a neighbourhood park and a minor element of the proposed school site.
- 2.5 The application is supported by a framework master plan, parameter plans, an Environmental Statement, Design and Access Statement and supporting technical information.

#### 3. SITE DESCRIPTION

- 3.1 The application site comprises of approximately 104.7 hectares of agricultural land on the western edge of Northampton's urban area. The site lies entirely within the administrative boundary of SNC.
- 3.2 The site forms part of a larger allocation for a Sustainable Urban Extension (SUE) under Policy N9A, Norwood Farm/Upton Lodge, of the West Northamptonshire Joint Core Strategy and incorporates part of the adjacent SUE allocation under Policy N4, Northampton West, and an area of land, amounting to 1.7 ha, to the west outside of these allocations.
- 3.3 The application site excludes an area of land to the south owned by the HCA within Northampton Borough; an area of land to the east of the site adjacent to the St Crispin development within Northampton Borough; and an area of land to the south west of Sandy Lane within South Northamptonshire. All these areas of land are allocated for development as part of the SUE under Policy N9A of the JCS.
- 3.4 Sandy Lane broadly runs from north to south dividing the site into two parcels. The northern boundary of the site extends to Roman Road and Berrywood Road beyond which lies New Duston; agricultural land is located to the west beyond which is Harpole village. The western section of the site is bound by Larkhill Lane to the south. An existing residential ribbon development fronting onto the A4500 and extending northwards along Sandy Lane forms the southernmost boundary of the site. The residential development at Berrywood Road is located to the north east and east. A group of uninhabited farm buildings known as Norwood Farm are located in the eastern parcel.
- 3.5 The land slopes significantly to the north towards a ridgeline with a further rise to the east. The site lies within Flood Zone 1 but has a watercourse on the site's western boundary which flows in a southerly direction. Public Right of Way KP16 runs across the centre of the site east to west.
- 3.6 St Crispin Conservation Area is located to the north east of the site beyond an adjoining parcel of land. The nearest listed building to the site, the Grade II Connolly Lodge, is located within the Conservation Area.

## 4. PLANNING HISTORY

- 4.1 An outline planning application was submitted in 2006 to the West Northamptonshire Development Corporation (WNDC) for land at Upton Lodge including 1,784 dwellings (S/2006/1654/W);
- 4.2 An outline planning application was submitted in 2006 to South Northamptonshire Council for land at Norwood Farm for 781 dwellings (S/2006/1655/PO);
- 4.3 WNDC resolved in November 2010 to grant planning permission subject to completion of a Section 106 agreement (the Upton Lodge element transferred from WNDC to NBC in April 2012);

4.4 SNC resolved in August 2010 to grant planning permission for Norwood Farm subject to the completion of a Section 106 agreement.

#### 5. PLANNING POLICY

#### 5.1 Statutory Duty

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).

Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require Local Planning Authorities when considering development to pay special attention to preserving a listed building or its setting and to the desirability of preserving or enhancing the character or appearance of a conservation area.

#### 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:

The NPPF has an overriding presumption in favour of sustainable development.

Paragraph 17 in part seeks to secure high quality design and a good standard of amenity for all existing and future occupants.

Paragraph 34 requires that developments that are likely to generate significant movement are located where the need to travel is minimised and sustainable transport modes can be maximised.

Paragraph 35 requires that developments are designed to create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians.

Paragraph 49 advises that housing applications should be considered in the context of a presumption in favour of sustainable development. Where a five year supply of deliverable sites cannot be demonstrated the relevant housing supplies policies should not be considered up-to-date.

Paragraph 50 seeks to deliver a wide choice of high quality homes with local planning authorities identifying the size, type, tenure and range of housing required to reflect local demand.

Paragraph 56 promotes the importance of good design in sustainable development.

Paragraph 103 seeks to ensure that development does not increase flood risk elsewhere and at paragraph 100 that inappropriate development is avoided in areas at risk of flooding.

Paragraph 117 requires that biodiversity is conserved or enhanced when considering development proposals.

#### 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 S4: Northampton Related Development Area - advises that provision will be made for about 28,470 net additional dwellings with the Northampton Related Development Area in the period 2011-2029.

Policy S5: Sustainable Urban Extensions – seeks to focus development outside the urban areas on areas allocated for sustainable urban extensions including Norwood Farm/Upton Lodge.

Policy S9: Distribution of Retail Development – seeks to accommodate retail floorspace firstly within appropriate town centres.

Policy S10: Sustainable Development Principles - seeks to ensure development achieves the highest standards of sustainable design; protects, conserves and enhances the natural and built environment and heritage assets and their settings; promotes the creation of green infrastructure networks and enhancement of biodiversity; and minimises pollution from noise, air and run off.

Policy S11: Low Carbon and Renewable Energy – Sustainable urban extensions should contribute to reductions in carbon emissions and adapt to effects of climate change through sustainable development principles.

Policy C2: New Developments - aims for new development to achieve modal shift targets by maximising travel choice from non-car modes and mitigate impacts on the highway network.

Policy RC2: Community Needs - requires new development to make provision for community facilities and public open space.

Policy H1: Housing Density and Mix and Type of Dwelling - requires that new housing development provides for a mix of house types, sizes and tenures to cater for different accommodation needs having regard to the location and setting of the site; existing character and density; proximity to public transport routes; living conditions for future residents; and impact on amenity of neighbouring properties.

Policy H2: Affordable Housing - should be provided at 35% as an integral part of the development.

Policy BN2: Biodiversity - seeks to ensure that development enhances or maintains existing designations and assets or delivers a net gain in biodiversity.

Policy BN5: The Historic Environment and Landscape – designated and non-designated heritage assets and their settings and landscapes will be conserved and enhanced.

BN7 Flood Risk: requires that all new development will demonstrate that there is no risk of flooding to existing properties and proposed development is safe and shall seek to improve existing flood risk management.

Policy BN9: Planning for Pollution Control - development which is likely to cause or result in exposure to pollution or risks to safety will need to demonstrate provision of opportunities to minimise and reduce pollution issues.

Policy INF1: Approach to infrastructure Delivery - requires that new development is supported by and provides good access to infrastructure including physical, green and social elements and integrates with adjoining communities.

Policy N9A: Northampton Norwood Farm/Upton Lodge Sustainable Urban Extension – allocates land for the provision of up to 3,500 dwellings; two primary schools; a local centre; local employment opportunities; Sandy Lane Relief Road Phase 2; integrated transport network; greenspace; open space; archaeological, ecological and ground stability assessment and flood risk management.

Policy N10: Convenience shopping needs outside Northampton Town Centre – provision will be made for local convenience shopping of an appropriate scale at new local centres within the Sustainable Urban Extensions.

5.4 **Supplementary Planning Documents** Northamptonshire County Parking Standards SPG 2016 Planning out Crime in Northamptonshire SPG 2004

#### 5.5 **Other Material Considerations**

#### The West Northampton Strategic Development Framework

The West Northampton Strategic Development Framework (SDF) is a strategic document which sets out a Strategic Development Framework for the three Sustainable Urban Extensions on the western edge of Northampton incorporating Northampton West, Upton Lodge/Norwood Farm and Northampton Upton Park SUEs. The SDF aims to provide a strategic development framework to inform the spatial planning, development and delivery of circa. 7,000 homes for West Northamptonshire Sustainable Urban Extensions.

Whilst it does not form policy, it is consistent with the West Northamptonshire Joint Core Strategy strategic policy framework and had been prepared in partnership with neighbouring authorities, the HCA and relevant developers and is a material consideration for proposals for development within the relevant SUEs.

## 6. CONSULTATIONS/ REPRESENTATIONS

6.1 Not applicable as NBC is a consultee.

## 7. APPRAISAL

#### Principle of Development

- 7.1 The majority of the site is allocated under Policies N9A and N4 of the JCS for development as a Sustainable Urban Extension as part of the Northampton Related Development Area, and therefore the principle of the development of the site may be seen as broadly acceptable.
- 7.2 The submitted Framework Masterplan indicates provision, alongside the proposed residential development, for a primary school, local centre, community facilities, areas of greenspace, children's play and sustainable urban drainage in accordance with policy requirements. The mix is considered appropriate to achieve a sustainable development providing services and facilities to future residents.
- 7.3 The north western part of the site proposes residential development which extends into the SUE site allocated under Policy N4 and into an area identified as 'indicative structural green space' within the JCS. The application site also incorporates 1.7 ha, to the west outside of the land allocated under the SUE policies, and proposes development of approximately 40 dwellings, part of the neighbourhood park and an element of the proposed school within this land.

- 7.4 The submitted Planning Statement advises that whilst the proposal technically breaches the allocation boundary and built development is proposed west of Sandy Lane, the breach is a minor element of the overall site in the context of the quantum of development proposed. The statement advises that this needs to be considered in the wider context and the need to ensure a viable and deliverable development given the very significant costs associated with delivering the SLRR Phase 2.
- 7.5 The extent of development would extend into the indicative Green Space for the SUE sites as shown in the JCS and would indeed extend beyond the boundary of the allocation. In addition, the proposal differs from the recommendations of the Strategic Development Framework (SDF) in that increased development is proposed to the west of the SLRR. However, whilst the SDF is a material consideration, a significant green buffer would be retained along the western boundary and appropriate green links to the north and south of the site maintained. Therefore, it is not considered this would lead to any significant increased adverse impacts on the character of the area to those arising from the existing allocations under the JCS, or to the detriment of the intentions of the SDF.
- 7.6 The increased site area would assist in providing additional housing and the proposal as a whole would make a considerable and important contribution towards the Council's 5-year housing supply as part of the Northampton Related Development Area.
- 7.7 The principle of the development as proposed is therefore considered acceptable.

## Relationship with wider SUE and the existing urban area

- 7.8 As outlined above, the application site forms part of the wider allocation of the Northampton Norwood Farm/Upton Lodge SUE. This incorporates an area of land to the east of the application site within the Northampton Borough boundary, part of which has been developed for residential use with access from South Meadow Road. The remainder of the site is yet to be developed.
- 7.9 Development of the application site as proposed has the potential to restrict the development of this remaining part of the land should the Highway Authority raise concerns regarding any additional vehicular access being permitted from South Meadow Road. This would result in vehicular access being required from the Norwood Farm site. It is considered that this should be raised as an area of concern by the Council to ensure development of the adjacent site, and under the SUE allocation, is not unduly restricted.
- 7.10 The proposal provides appropriate opportunities for pedestrian/cycle and vehicular connectivity and links through to the remainder of the site and a bus service is proposed along the completed SLRR. The proposal also provides opportunities to continue green links from the HCA site to the south, continuing northwards along the Sandy Lane Relief Road towards Harlestone Firs.
- 7.11 With the exception of that part of the site to the east of the application site identified above, it is considered that the development of the site as proposed would not prejudice the development of the remainder of the SUE and that the SUE could be developed in an acceptable and cohesive way.
- 7.12 The proposal relates positively to existing residential development to the north at New Duston, and to the east at St Crispin providing opportunities for connectivity into these adjoining residential areas.

## Landscape and Visual Impact

- 7.13 The site currently comprises agricultural land to the west of Northampton and is visually prominent within the surrounding area, particularly from the south, due to its elevated nature and significant rise in land levels from the south and to the east.
- 7.14 It is therefore inevitable that the development of the site will have a visual impact on the existing character of the area. However, this will be viewed in the context of recent and ongoing built development to the north and east of the site within Northampton Borough.
- 7.15 The site has been allocated for development as part of the JCS. The development as proposed would continue the extent of built development from the Northampton Borough boundary to the east whilst providing a significant green buffer to the open countryside to the west. Detailed design and landscaping would be considered at reserved matters stage, the appropriateness of which would assist in assimilating the development into the surrounding landscape.

## Design

- 7.16 Density throughout the site would range from 20 dwellings per hectare to 35-40 dwellings per hectare, with an overall average density of 35 dwellings per hectare in line with the requirements of Policy H1 of the JCS. Lower density development would be situated in close proximity to open countryside and proposed open space.
- 7.17 Building heights are proposed to range between 9.5m (2 storeys) up to 12.5m (3 storeys). The precise mix and type of dwellings would be a matter for future discussions and detailing at reserved matters stage.
- 7.18 Detailed design and impact on the amenity of properties within Northampton Borough Boundary adjoining the site to the north east would be considered at reserved matters stage.
- 7.19 The design principles outlined in the Design and Access Statement are considered acceptable and the development of a cohesive Design Code, in negotiation with South Northamptonshire Council, for both this and the adjoining sites would ensure an overall cohesive design approach for the development of the overall SUE site, having regard to the character of existing development within Northampton Borough.

## Local Centre

- 7.20 The proposed Local centre would occupy 0.87 hectares (8,700 sq m) and is envisaged to comprise of small-scale local convenience retail, a health care facility, community centre and possible café or public house/restaurant. It is anticipated that the commercial and retail elements of the development have the potential to support around 70 full-time equivalent jobs. The level of retail provision within the local centre is required by policy to be of an appropriate scale to meet the needs of the development.
- 7.21 The location of the Local Centre is relatively central to the application site and is considered acceptable, subject to the scale of retail development proposed being appropriate to meet the needs of the development, such that it would not lead to any adverse impact on the vitality and viability of the town centre. It is envisaged that a further Local Centre, of an appropriate scale, would be required to meet the needs of the remainder of the site to the south within land owned by the HCA.

## Education

7.22 The application proposes the provision of 2.10 hectares of land to accommodate a two form entry primary school, which has the capacity to extend to a three form entry school and associated

playing fields. The submitted Environmental Statement advises that buildings will be no more than 8m in height, with the majority of the built form to be single storey.

- 7.23 A further primary school for the overall SUE allocation, as required under Policy N9a of the JCS would be required with the development of the remainder of the SUE site.
- 7.24 Contributions towards secondary education provision would be required under the Community Infrastructure Levy (CIL) and form part of South Northamptonshire Council's Regulation 123 list. The County Council has been consulted separately.

#### **Open Space and Recreation**

- 7.25 The application proposes the provision of 27.6 hectares of open space, comprising of 21.6 hectares of amenity open space, 3.7 hectares of children's play space and kick about areas and 2.2 hectares of sports ground/playing fields. The Design and Access Statement acknowledges an under provision for Formal Sports Provision due to the site's steep topography.
- 7.26 The open space provision is based on South Northamptonshire Council open space standards. As the application site forms part of the Northampton Related Development Area, open space requirements should accord with Northampton Borough Council open space requirements as set out in the Council's 'Planning Obligations Strategy' Supplementary Planning Document (February 2013). The open space requirement based on Northampton Borough Council standards would be 27.77 hectares and, on this basis, the overall provision of open space is considered appropriate. However, it is noted that the level of outdoor formal space falls below required provision.
- 7.27 Northampton Borough Council are in the process of reviewing the 'Northampton Open Space, Sport and Recreation Study' as part of the Local Plan, Part 2, and therefore, in view of this and the under provision of formal open space further discussion on open space provision will be required with South Northamptonshire Council.

#### Highways

- 7.28 The application is accompanied by a Transport Assessment which identifies that vehicular access to the site would be via the following:
  - To the south via a signalised crossroads with the A4500 and Upton Valley Way North. This junction has been constructed but access to the northern arm (SLRR) is currently restricted.
  - To the north via a 4 arm roundabout east of the New Sandy Lane / Berrywood Road / Sandy Lane / Roman Road roundabout
  - To the north via a 4 arm roundabout from Roman Road / Weggs Farm Road
  - To the west via the existing Sandy Lane.
- 7.29 The SLRR would be designed as a single carriageway with a maximum speed of 40mph with a combined footway/cycleway alongside. A Pegasus and Toucan crossing are proposed on the SLRR where the existing bridleway crosses its alignment with the further provision of Toucan crossings along the road at key junctions. A further primary vehicular route north to south through the site is indicated with secondary routes extending into the development.
- 7.30 The provision of this part of the SLRR would further assist in the move towards alleviating the traffic pressures within the area and the Borough. It is noted that the submitted Transport

Assessment advises at paragraph 2.3.3 that the detailing of the funding for the SLRR Phase 2 has yet to be agreed. It is considered that clarification on this matter should be sought prior to the determination of the application, as the delivery of this road is a fundamental part of both the delivery of the site and associated mitigation on highway impacts.

- 7.31 The existing Public Right of Way KP16 would be retained and the submitted Access and Movement Parameter plan indicates further opportunities to provide pedestrian/cycle and vehicular routes throughout the site and into the adjoining areas around the perimeter of the site.
- 7.32 It is considered that the application makes reasonable provision for access and for improvements to the road network and the provision of public transport and alternative transport routes. Subject to their being no objection from the Local Highway Authority (LHA) and clarification on the delivery and funding of the SLRR Phase 2 the proposal is considered acceptable in this regard.

## **Historic Environment**

- 7.33 St Crispin Conservation Area is located to the north east of the site within the Northampton Borough boundary. The Conservation Area is in an elevated position within the wider landscape and includes two Grade II listed buildings, St Crispin Hospital Connolly Lodge and The Chapel.
- 7.34 Since the designation of the conservation area there has been residential development to the west. The listed buildings are not widely visible from outside of the conservation when viewed in the context of the proposed site. Furthermore, the site is allocated for development under the JCS. The impacts on the surrounding landscape have been considered above and overall it is considered that the proposed development would not harm the setting and significance of heritage assets. Archaeological interests would be a matter for consideration by the County Archaeologist.

## Other Matters

7.35 Technical reports in relation to flood risk and drainage, contamination, air quality and noise, ecology have been submitted as part of the Environmental Statement. The relevant statutory bodies and internal consultees have been consulted by SNC, the response of whom will be considered by SNC as the Local Planning Authority.

## S106 and Community Infrastructure Levy (CIL)

- 7.36 The development of the site would be CIL liable and subject to the requirements of South Northamptonshire's CIL Regulation 123 List which includes the following:
  - Sustainable Transport Measures identified in the Infrastructure Delivery Plan
  - A43 junctions in South Northamptonshire
  - Education (excluding Primary)
  - Strategic leisure infrastructure
  - Fire and Rescue
  - Cemeteries
- 7.37 In addition, a number of Section 106 contributions would be required as part of the application. These include affordable housing; education; healthcare; maintenance of public open space; and SUDS maintenance and management. No further details have been submitted in respect of the developer contributions and it is recommended, particularly in relation to the provision of affordable housing, that SNC fully engage with the Borough Council in S106 negotiations.

## 8. CONCLUSION

8.1 The policies of the JCS actively encourage the principle of developing the site as part of a Sustainable Urban Extension. The application therefore accords with these policies and, subject to ensuring that development of the land to the east within the N9a allocation is not restricted, the development would allow the remainder of the SUE to be developed acceptably. Therefore, subject to the considerations outlined in Paragraph 1 of this report it is considered that there is no overall objection to the development as proposed.

## 9. CONDITIONS

9.1 Not applicable.

## 10. BACKGROUND PAPERS

- 10.1 N/2016/0830
- 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.

