

BOROUGH OF KETTERING

Committee	Planning Committee	Item No. 5.2
Report Originator	Louise Holland, Senior Development Officer	AOC/0274/0803
Wards Affected	All	04.02.14
Location	East Kettering Sustainable Urban Extension, East of Kettering	
Proposal	Approval of Conditions 75 (i) of KET/2008/0274 and Condition 46 (i) of KET/2013/0514. Access D Warkton Lane/Deeble Road	
Applicant	Alledge Brook LLP	

1. PURPOSE OF REPORT

Outline planning permission was granted for the East Kettering development in April 2010 (references KET/2007/0694 and KET/2008/0274). The application site is an area of 328.5 hectares to the east of Kettering and Barton Seagrave. The permission is in outline (with all matters reserved) for 5,500 dwellings and related development. This includes a secondary school, primary schools, retail, employment, hotel, health, leisure and community uses and formal and informal open space.

Conditions were attached to the planning permission (91 in total) and a S106 agreement was completed (subsequently revised). Work started early in 2012 to discharge pre-commencement conditions and this is continuing. A variation of condition application was submitted in 2013 and has a committee resolution to approve subject to a number of elements including the completion of a deed linking the new permission to the existing S106. Applications for three residential sites have been submitted and are being considered by the local planning authority.

Details of Access D is a requirement of both the 2008 outline and the 2013 varied outline planning permission (this is tranche 1 which reduces the number of conditions from 91 to 56), which at the present time has a committee resolution to approve. This report provides details and the recommendation for the proposed scheme at Access D to the site which is located at the junction of Warkton Lane and Deeble Road.

2. RECOMMENDATION

It is recommended that the proposed scheme for Access D is approved and that Condition 75 (i) of KET/2008/0274 and Condition 46 (i) of KET/2013/0514 be discharged subject to reviews of junction operation at the following triggers:

Review 1: Prior to works starting on parcels DC1, DC2, DC3, HC1, PS4 or SS1.

Any mitigation works required shall be completed prior to the first occupation on any of these parcels.

Review 2: At the end of Phase One prior to the commencement of the 1751st dwelling on the East Kettering site.

Any mitigation works required shall be completed prior to the 1751st occupation.

Review 3: At the end of Phase Two prior to the commencement of the 2701st dwelling on the East Kettering site.

Any mitigation works required shall be completed prior to the occupation of 2701st dwelling.

3. Background Information

3.1 Relevant Planning History

The site wide history is set out at the start of this committee agenda at Item 5.

3.2 Site Description

A site description for the Kettering East site is set out at the start of this committee agenda at Item 5.

Access D is located at the junction of Warkton Lane and Deeble Road. This access point will connect to Poplars Farm Avenue (as named in the approved Design Code) and the primary street network running through the site. Delivery of this junction will facilitate access to parcels R4 – R14 (inclusive) and will connect beyond to the wider network and development. This will provide access to the Hallam Land site which has a current proposal from David Wilson Homes and Barratt Homes for 325 dwellings.

3.3 Constraints

Site wide constraints are set out at the start of this committee agenda in Item 5.

3.4 Environmental Impact Assessment

See information at Item 5 at the start of the committee agenda.

4. Approval of Condition Application – Access D Warkton Lane/Deeble Road

4.1 Policy Framework

The delivery of sustainable development is at the heart of planning and the National Planning Policy Framework (NPPF). To achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions and contribute to building strong, responsive and competitive economies, responding positively to wider opportunities for growth.

Development requirements, including the provision of infrastructure, should be identified and co-ordinated. Planning should also contribute to protecting and enhancing the natural and built environment. It also seeks good standards of amenity for existing and future occupants. Planning should promote sustainable transport; local authorities should work with neighbouring authorities and transport providers to develop strategies for provision of viable infrastructure necessary to support sustainable development.

The North Northants Core Spatial Strategy (CSS) contains policies which are considered to be relevant to this application. CSS Policy 3 for example states that road infrastructure associated with developments should, where possible, strengthen connections between settlements in the urban core and relieve existing communities from traffic. CSS Policy 6, which focuses on infrastructure delivery, states that new development will be supported by the timely delivery of infrastructure, services and facilities necessary to provide balanced, more self-sufficient communities.

Policy 13 of the CSS sets out that to deliver sustainable development needs, should be met, standards raised and assets protected; developments should have a satisfactory means of access, should not have an adverse impact on the highway network or prejudice highway safety, they should create a strong sense of place, deliver high quality design and should not result in unacceptable impacts on residential amenity e.g. noise/light/air pollution.

The Core Spatial Strategy Review has been subject to consultation in 2012. East Kettering remains a strategic location for development and draft policies support this coming forward.

4.2 Consultation

The responses received are summarised below. All responses are on file and available to view at the Council Offices.

Highways Agency (HA)

The principle of development and its impact has been agreed. Mitigation for this development is as originally assessed. No further comments to make.

Local Highways Authority – Northamptonshire County Council

Some amendments required to the technical note. A review of the roundabout will be needed during the development. A small roundabout currently does not have the capacity for full development flows.

Environment Agency

No comment.

Natural England

No objection.

Environmental Health (KBC)

No objection.

National Grid

There is apparatus in the vicinity of the site. The contractor for the works should contact National Grid before works start to ensure this apparatus is not affected.

Northants Police Crime and Prevention Design Advisor

No comment or objection.

Third Parties

Two letters of comment has been received.

(1) Current queuing due to Pytchley Road bridge closure. With the development it will get busier. It makes sense to have a roundabout to allow traffic to move more efficiently than it would with traffic lights.

(2) Signage should be installed at the entrance to the Warkton lane slip road from St. Catherine's Road indicating that the slip road is a private access.

No other third party responses have been received.

4.3 Condition Wording:

Condition 75 (i)

No development shall commence on site unless and until the following offsite highway works and development access junctions shall be completed in accordance with full engineering, drainage, street lighting, signal, constructional details and capacity calculations (proving junctions operate within 85% of practical capacity) which shall have first been submitted to and approved in writing by Local Planning Authority:-

Warkton Lane / Deeble Road (Access (D) shown indicatively on Drawing No. 136171-OS-10 Rev R)

Condition 46 (i)

Prior to the occupation of the first dwelling on Parcel R4, R5, R6, R7, R8, R9, R10, R11, R12, R13 or R14, or the occupation of non-residential Parcel PS2, as shown on the approved Strategic Master Plan (Drawing No. BBD005/105 Revision A), Access D (Warkton Lane/Deeble Road) shall be completed in accordance with full engineering, drainage, street lighting, signal, construction details and capacity calculations which shall be submitted to and approved in writing by Local Planning Authority before the access works are commenced.

4.4 Proposed Development

This application seeks permission for a small roundabout at Access D to the East Kettering development, at the junction of Warkton Lane and Deeble Road. Appendix 2 contains the general arrangement drawing for this access.

Traffic calming measures and the improvements at Windmill Avenue/Deeble Road (off-site junction (c)) will also be delivered as part of this package of works.

4.5 Planning Considerations

The key issues for consideration in this application are:-

- (a) Master Plan and Outline Permission
- (b) Highway Capacity, Safety and Junction Arrangement
- (c). Associated Works:
 - i. Access Road between St. Catherine's Road and Deeble Road
 - ii. Traffic Calming
 - iii. Delivery of Works at Windmill Avenue/Deeble Road (off-site junction (c))
- (d). Residential Amenity
- (e). Drainage
- (f). Other Options
 - i. Larger Roundabout
 - ii. Signalised Junction

(a) Master Plan and Outline Permission

The outline planning permission agreed the principle of access points in a number of locations including Access D, at the junction of Warkton Lane and Deeble Road. The outline permission approved the locations but not the detailed form of those access arrangements. Indicative designs were put forward at the outline stage to demonstrate that there was a technical solution available and that outline permission could be granted.

Access D will facilitate access to a number of development parcels including the Hallam Land site (current proposal by David Wilson Homes and Barratt Homes) and the first primary school. Creating access D will enable these to come forward early in the development programme. We are currently targeting delivery and opening of the primary school in September 2015 and the first dwelling to start late 2014. This means works potentially starting on site Summer 2014.

(b) Highway Capacity, Safety and Junction Arrangement

The proposed roundabout design operates successfully and has the required capacity for the first Hallam Land parcel. It will also operate safely. It does not however have capacity to cope with full development flows (i.e. 5500 houses). The applicant recognises that local consultation demonstrated significant support for a roundabout option and has looked at how this option could be progressed. The proposed scheme will facilitate access to a number of development parcels, including the first school site, and enable development to start on site.

Given the capacity issues currently identified for the full development it is considered that reviews of the junction's operation should be carried at a number of points throughout the development's life. The first review shall take place before works start on development on parcels DC1, DC2, DC3, HC1, PS4 or SS1 (as shown on the approved master plan). Should the review require any mitigation works to take place these will be completed prior to the first occupation on any of these parcels. Two further reviews will need to be completed at the end of Phase One (1750 dwellings) and the end of Phase Two (2700 dwellings); the reviews will be required prior to the commencement of the 1751st (2nd review) and 2701st (3rd review) residential unit. Any mitigation works required as a result of those reviews will need to be completed prior to occupation of the 1751st and 2701st residential unit respectively. The reviews will be undertaken by the developers bringing forward those particular development parcels or phases of development.

Other reviews could be undertaken should this prove necessary. In the event reviews in the future show that the junction is not operating effectively options for additional improvements to this part of the local road network will need to be considered at that point. There is considered to be land potentially available for this if needed.

Although currently there are potential capacity issues with the proposed scheme in the future, other factors may alter how traffic flows on the wider network and which could improve the operation of this access point; earlier delivery of the Weekley-Warkton Avenue than has been modelled, closure of Warkton Lane (closure point still to be agreed) early completion of all three access points at Deeble Road/Warkton Lane (D), Warkton Lane/Barton Road (E) and Barton Road South/adjacent to Junction 10 of the A14 (F) and delivery of the more of the primary street network earlier in the development programme could all positively affect its operation. Thereby in the future, Access D may not require any additional work.

A detailed design for the access will be submitted and approved as part of the technical approval process and the Section 278 agreement (works within the highway) with the local highways authority.

(c) Associated Works

(i) Access Road between St. Catherine's Road and Deeble Road

There is a road which currently runs to the front of numbers 111 and 151 Warkton Lane. It is proposed to close this access road at its southern end. This will become a private access which will prevent it being used as a through route between St. Catherine's Road and Deeble Road.

(ii) Traffic Calming

Traffic Calming measures will be implemented in the St. Catherine's Road, Warkton Lane and Deeble Road areas. Options need to be explored and considered taking into account local consultation. There are a range of options; mini roundabouts could be considered at key junctions on Deeble Road for example at St. John's Road (western junction), Churchill Way, St. Catherine's Road and St. Stephen's Road and an existing zebra crossing on St. Catherine's Road could be put onto a raised table, along with potentially a mini roundabout. Vehicle activated signage along Deeble Road could also be considered as part of the package of works. Traffic calming measures will help to reduce speeds along these routes. The detailed design of these measures will be agreed with the local highways authority as part of the technical approval stage and Section 278 (works in the highway) agreement.

(iii) Delivery of Works at Windmill Avenue/Deeble Road – Off-Site Junction (c)

Improvements works at the Windmill Avenue/Deeble Road junction are anticipated to take place in the Summer 2014. These works will be undertaken by the local highways authority.

The detailed design of this scheme is yet to be finalised. Funding however has been secured for these works. The improvement works will be delivered via a combination of direct funding from Hallam Land, whose development of parcels have a direct impact on this junction, and Section 106 roof charge payments that includes a sum of money to deliver the off-site junction improvements.

(d) Residential Amenity

The position of this access point was agreed in principle at the outline planning stage and was considered acceptable in terms of residential amenity. The junction form was however not approved at that point and was secured by planning condition. A condition of the outline planning permission KET/2008/0274 and the varied permission KET/2013/0514 requires a noise assessment to be carried out before the access works are completed. This is to ensure that if any noise impacts do arise from the proposed junction arrangement that they are appropriately mitigated.

(e) Drainage

Drainage infrastructure will be laid as part of the access works and will link up the strategic drainage system when completed (it is currently estimated that the strategic foul water system could be in place by the end of 2015). The foul drainage strategy, approved under reference AOC/0274/0802, sets out an approach for the interim period between first occupation on site and this system being in place (currently estimated to be approximately 12 months). This approval of condition application is in accordance with that interim approach. The proposed infrastructure and overall approach taken is in accordance with the overall strategic drainage scheme for the development.

(f) Other Options

Previously other options have been assessed, including a larger roundabout and signalised junction, but have not been progressed.

(i) Larger Roundabout

This works in capacity terms however it is considered to be an over-engineered option and involves potentially land not within the applicant's control. The closure of Warkton Lane in the future will reduce flows from this direction into the junction. Given a smaller roundabout works for the initial phase and is likely to work for a significant period of time (and potentially for the full development depending on other factors impacting upon this junction) this is the scheme that has been progressed.

(ii) Signalised Junction

Traffic modelling has shown that this junction arrangement would have the necessary capacity for the full development. The applicant considers that this would provide benefits for public transport priority and controlled pedestrian crossing. Given the local support for a roundabout arrangement, the applicant has progressed with this smaller roundabout option and developed the proposed scheme.

4.6 Conclusions

The applicant has recognised the local support for a roundabout option and has developed a scheme which offers a solution for the first Hallam Land parcels. It may not however cope with the full development flows based on current modelling information. It is considered that reviews will be needed to check the junction's operation during the life of the development. Other factors could easily alter traffic flows on the network and could positively affect the operation of this junction. Should reviews show that the junction is not working effectively options for additional improvements to this part of the local road network will need to be considered at that point in time.

The proposals are considered to accord with Development Plan policy and the National Planning Policy Framework.

4.7 Recommendation

It is recommended that the proposed scheme for Access D is approved and that Condition 75 (i) of KET/2008/0274 and Condition 46 (i) of KET/2013/0514 be discharged subject to reviews of junction operation at the following triggers:

Review 1: Prior to works starting on parcels DC1, DC2, DC3, HC1, PS4 or SS1.

Any mitigation works required shall be completed prior to the first occupation on any of these parcels.

Review 2: At the end of Phase One prior to the commencement of the 1751st dwelling on the East Kettering site.

Any mitigation works required shall be completed prior to the 1751st occupation.

Review 3: At the end of Phase Two prior to the commencement of the 2701st dwelling on the East Kettering site.

Any mitigation works required shall be completed prior to the occupation of 2701st dwelling.