

PLANNING COMMITTEE

**Wednesday, 30th September 2009
at 7.00 pm
Council Chamber, Municipal Offices**

Committee Administrator: Anne Ireson
Direct Line: (01536) 534398

A G E N D A

Apologies

Declarations of Interest

- (a) Personal
- (b) Prejudicial

3. Minutes of the meeting of the Committee held on 15th September 2009 to be approved as a correct record and signed by the Chair *(to follow as a separate document)*
4. Any items of business the Chair considers to be urgent
5. Chief Officers' Committee Reports (herewith):-
 - 5.1 Outline Application with Environmental Impact Assessment: 5,500 dwellings and related development to the East of Kettering

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BOROUGH OF KETTERING

Committee	Full Planning Committee – 30/09/2009	Item No:
Report Originator	Cath Harvey Head of Development Services	Application No: KET/2007/0694 & KET/2008/0274
Wards Affected	ALL	
Location	East Kettering Development, East Kettering	
Proposal	Outline Application with EIA: 5,500 dwelling and related development	
Applicant	Alledge Brook LLP	

1.0 PURPOSE OF REPORT

The report that follows assesses the planning application proposals contained in planning applications KET/2007/0697 and KET/2008/0274 against the Development Plan and considers its compliance with national, regional and local policies. Where reference is made in the report to the proposal or application, it means to both of these applications. At a local level there is a particular aspiration, reflected in the Core Spatial Strategy, that infrastructure and jobs are delivered alongside housing growth.

The Planning Committee must make their decisions within the law and guidance governing the planning process. In particular, of course, the application must be determined in accordance with the Development Plan unless material considerations indicate otherwise, as required by s38(6) of the Planning and Compulsory Purchase Act 2004. The report therefore weighs the development proposed against the development plan policy framework and all other material considerations. These include issues raised by statutory consultees and third parties who have commented on the proposals. Some comments are given greater weight than others depending on their relevance to planning and this particular development proposal.

A full Environmental Impact Assessment was submitted in support of the application and is referred to at relevant places in the report and will need to be taken into account in consideration of the application. This and the information submitted as part of the application allows many of the important issues relating to this application to be considered.

The report highlights elements of the proposal and its impact that comply with and deliver against policies as well areas of difference or conflict. In some cases the report identifies that at present, there is insufficient information to reach final conclusions and it outlines what additional information is needed.

The report is divided in topic sections for ease of reference – see Contents page. Different topic areas are inevitably related and overlap occurs between some of them. The report attempts to highlight where this happens and gives cross-references to related sections of the report.

Each topic section has a conclusion that summarises the assessment of that element of the proposal. A Conclusion section at the end of the report (section 8) briefly summarises the overall position following the separate assessments. Sections 1 (Purpose of Report), 2 ((Recommendation) and 8 (Conclusion) together provide a concise overview of the issues considered in this report.

An important element of any planning permission is the control that is achieved through the conditions attached to it and, where relevant, any legal agreement (S106 agreement) between the local planning authority and the applicant. The conditions and content of the proposed S106 legal agreement are designed to ensure that infrastructure needed to overcome impacts of the development is delivered so as to make the development acceptable and capable of receiving permission. The conditions that are being recommended in relation to this development are set out at Appendix P. A summary of what will be included in the S106 legal agreement is given at Section L of the report. Both are referred to throughout the main body of the report.

2.0 RECOMMENDATION

The Head of Development Services recommends that:

1. Further information is requested from the applicant in relation to noise, air quality, contamination and archaeology in order that the impacts of the development can be satisfactorily assessed and suitable mitigation measures secured
2. Further information is requested from the applicants in relation to the Weekley Warkton Avenue in order to establish whether the road is needed to enable the development
3. Subject to:
 - Completion of a satisfactory S106 agreement based on the Heads of Terms set out in this report
 - The conditions set out in this report subject to any additional or amended conditions considered necessary prior to the final decision on the application
 - Resolution of issues 1 & 2 above, after all necessary consultation and further consideration, to the satisfaction of the local planning authority

The Council is minded to grant outline Planning permission for the development.

4. The applications are reported to planning Committee for determination when the further information set out in 1 & 2 above has been received and assessed.

3.0 INFORMATION

Relevant Planning History

KET/2006/0719 Land at Poplars Farm Road/Warkton Lane - Outline planning application (with means of access) for the erection of up to 200 dwellings with associated landscaping, highway works, balancing pond, public open space and associated development (Refused 6/11/06)

Mineral consultation site Cranford & Burton Latimer 22/11/2004

Mineral consultation site Kettering 22/11/2004

KE/1990/0648 Land off Ridgeway Road – Outline for residential development (Refused 14/8/90)

Site Description

The application site is an area of 328.5 hectares to the east of Kettering and Barton Seagrave (see site plan in appendix A). The land is adjacent to existing development on its western boundary, bounded by the A14 trunk road to the south, and to open countryside to the north and east. The site is currently in use as mainly arable farmland, allotments and some woodland. The only buildings are farm buildings at Poplars Farm to the north of the site.

The application is in outline (with all matters reserved) for 5,500 dwellings and related development. This includes a secondary school, four primary schools, retail, employment, hotel, health, leisure and community uses and formal and informal open space. The detailed breakdown of the types of uses and how much of each is proposed is contained within the Land Use Schedule (21 August 2009 see Appendix B). The applicant has submitted a Strategic Masterplan for the site, which is discussed in brief below, and in greater detail within each relevant section of this report.

Masterplan

At this outline application stage, layout is a reserved matter. However, a Strategic Masterplan (BBD005/105A 2 Feb 09) for the site has been submitted and is considered below (see appendix C). The Design Coding of the site will consider layout in detail, but this should reflect the overall layout in the Strategic Masterplan.

The Masterplan covers the whole site area. The site is broken down into parcels of land, each with an allotted use. These are; residential, mixed use, employment, secondary school, primary schools, health clinic, hotel and leisure and formal open space. Between these parcels, are areas of informal open space and woodland planting. Also shown on the Masterplan are a Waste Management Facility and roads, footpaths and bridleways.

The site is structured around the primary street network. The primary street network (which also includes cycle and footpaths) are the main new routes within the site. These access the site from the eastern side of Kettering from the following points (taken south to north); Barton Road (between the A14 and Cranford Road), the

junction of Barton Road and Warkton Lane, at the junction of Warkton Lane and Deeble Road and from Elizabeth Road. The other two site accesses are the proposed replacement junction 10A from the A14 to the south, and the proposed Weekley/Warkton Avenue from the north of the site which will join the A4300 Stamford Road and link the A43. These two pieces of infrastructure do not form part of this application, but are shown on the Strategic Masterplan as land reserved for these roads. This is discussed in detail later in this report.

The primary street network links each residential area and the employment areas to the District Centre, the focus for retail, schools, the Waste Management Facility and health provision. This area is also the focus for some of the office uses. The main route into the site is from Barton Road (A6003), just south of the existing junction with Warkton Lane. This road leads directly to the District Centre, the heart of the new development and the main focus of shops, community uses and schools. The layout is based upon a structure of a main Central Avenue which runs roughly north to south and also passes through the District Centre. The District Centre is located so it relates to both the existing communities at Ise Lodge and Barton Seagrave and also the new community of East Kettering. The Central Avenue curves from the District Centre towards the proposed replacement junction of the A14 (junction 10A) where it meets with the main eastern road in the development; the East Avenue. The East Avenue links the office development around the A14 junction 10A to the northern part of the site. The East Avenue meets up with the Central Avenue and Warkton Lane, at its junction with Deeble Road.

The site also includes three Local Centres on the primary street network, which will serve the residential areas with small scale retail and community uses. The Local Centres are also closely co-located to the three further primary schools. Two Local Centres are located on the East Avenue and the third is to the far north of the site, north of the Ise Lodge. This third Local Centre is located where the proposed new Weekley and Warkton Avenue will connect the site to the Stamford Road (A4300).

The parkland and other green infrastructure proposed within the site include a Central Park near the District Centre, an Eastern Park on the eastern edge of the site and park space in the Central Avenue. There are also smaller scale green links within the site and linking to the countryside as well as to the existing town. The green infrastructure proposed is discussed in detail in a separate section of this report.

Overall, the proposed layout is considered appropriate for the scale of housing proposed.

Any Constraints Affecting the Site

Mineral consultation area 2004, flooding, protected species, trees/hedgerows, archaeology, contaminated land, bridleways and footpaths, NWT potential wildlife sites

4.0 CONSULTATION AND CUSTOMER IMPACT

Kettering East Consultee Responses

Highways Agency

The Highways Agency is satisfied that this development could be acceptable subject to the imposition of appropriate conditions and the completion of S106 securing effective Travel Plan provisions. The Highway Agency has directed that conditions be imposed on any permission granted for this development to secure mitigation works and their phasing. These works relate to A14 Junction 9, Junction 10 and 10a (and link road) or any alternative scheme, and Junction 7-9 online widening.

The Highways Agency has clarified its position with regard to the Kettering East developer's proposal to improve junction 10 of the A14 to accommodate additional traffic generated by their proposals. Proposals have been assessed for technical capacity and the HA are content to review any other solutions to improve Junction 10 which the developer may propose between now and commencement of the development.

Highways Authority (Northamptonshire County Council)

No objections to the application subject to a substantial package of highway works to gain access to the site and mitigate the effects of the development on the local and wider highway network, along with a substantial series of contributions and initiatives that will require a robust S106 agreement.

Northamptonshire County Council Public Rights of Way

No objections in principle but a number of comments are made in respect of Rights of Way and walking and cycling access. The revised transport section of the ES has been considered and the details within section 15.4.4 regarding pedestrian and cycling is supported. One condition is recommended to ensure that for any works affecting PROW full details of any enhancement, improvement, diversion or closure are submitted and agreed. A number of informatives are also recommended. Opportunities for new and improved non-motorised linkages are also identified.

Northamptonshire County Council - Archaeology

Geophysical and field walking should be undertaken to identify unknown archaeological features and trial trenching instigated to evaluate their importance. Only when sufficient evaluation has been carried out can it be possible to analyse whether any archaeological remains discovered meet the test of national importance and should be preserved in situ and if needs be the proposed development redesigned to achieve this aim. Additional evaluation is required in order to provide sufficient information to create an adequate mitigation strategy. If this approach is not taken sufficient justification as to why the traditional approach of prior archaeological evaluation as outlined in PPG 16 would not be appropriate for this site is required.

In recognition of the long standing nature of the application, on this exceptional occasion NCC withdraw the archaeological objection to the application, subject to the archaeological evaluation of the site taking place after the application has been 'reported. To committee and before the signing of the S106 agreement and formal

issuing of the decision notice.

Northamptonshire County Council – Education

A position statement has been received setting out the requirements for on-site education facilities, S106 contribution and timings of these contributions. Four 420 place Primary Schools are required; one should be on a large site area to allow the County Council to accommodate additional pupil numbers should this be necessary. Funding for the site and building costs are required. Provision for Early Years education should be provided at the Primary Schools and at the Neighbourhood Centres. One 1200 place Secondary School is required. The site and a proportionate contribution towards the costs of additional Secondary School places required due to the development.

Within a previous County Council Education response no objection was raised to the usage of school playing fields for community use providing that it is managed appropriately.

Northamptonshire County Council

A position statement on key service areas has been submitted. It is recommended that should Kettering Borough Council be minded to approve this application an appropriate S106 agreement to ensure that the development mitigates its impacts, supports local infrastructure and is a sustainable urban extension is agreed. Comments are made and S106 contributions requested relating to:

- Fire and Rescue – service infrastructure and supplies
- Culture, Sport and Leisure – sport, play space, library facilities, arts.
- Waste – waste infrastructure.
- Social Care – variety of social care needs e.g. social housing for vulnerable groups.
- Training – opportunities during construction.

Education and Transport comments have been provided separately. NCC are keen to ensure that sufficient services are provided and that they are located, phased and configured in such a way that builds a sustainable community and integrates with existing, neighbouring development.

Northamptonshire County Council – Planning Policy

Comments were made by the Policy Section prior to the above County Council comments being received. The following comments were not referred to in the latest response and therefore are considered to remain relevant.

Key facilities and their Disposition

Sufficient facilities must be provided, located and configured in a way that builds a sustainable community and integrates within existing, and planned, development.

Police /Security

Contributions required through the S106 agreement. Crime Prevention Design Advisors (CPDAs) should be consulted at the design stage of the proposal.

Safeguarding Minerals & Resources

The landowners/developers previously put forward this location as a potential location for mineral extraction. The site was included in the Minerals Waste Development Framework Locations for Minerals Development Plan Document Issues and Options consultation document for comment. The Environmental Statement makes no reference to mineral resources being present. We require an assessment to confirm, the resources that are or are not present. Depending on the results from this assessment we may require prior extraction (as at Priors Hall).

Employment

The increase in employment provision is welcomed and will provide more local job opportunities.

Anglian Water

Anglian Water is obliged under the Water Industry Act 1991 to provide water and wastewater infrastructure for domestic purposes for new housing and employment developments when requested to do so. A number of comments are made and Informatives are recommended in respect of Anglian Water assets to be affected, water resources, water supply network, foul sewerage system, surface water system, wastewater treatment. Anglian Water advises the local planning authority to consult the Environment Agency in relation to flooding, potential, sewerage pollution issues and surface water systems solutions. With regard to the covered reservoir in the vicinity of the site, it is advised that any habitable building should be sited a sufficient distance from the water main to avoid any serious damage.

Environment Agency

The EA have no objection to the application subject to the imposition of various conditions and the Heads of Terms for the S106 agreement covering the maintenance of the SUDs.

Bridge over the Ise

The EA considers that the LPA has adequately demonstrated that a sequential test has been undertaken for the siting of the bridge and that the bridge can be considered to be essential infrastructure.

Flood Risk

Based on the information contained within the Flood Risk Assessment (FRA) and ES it is considered reasonable to secure a "Flood Zone 1 only" approach to the site and suggest the use of a condition to secure this. The FRA and the suggested mitigation measures are considered to be proportionate to the scale, nature and location of development.

Drainage

A condition is required to ensure that development does not take place without sufficient mains foul water drainage on and off site.

Other

Comments have also been made in respect of water cycle infrastructure, groundwater and contaminated land, water resources and water efficiency, pollution

prevention, biodiversity and green infrastructure. Comments are also made regarding items to be included within the S106 agreement. An informative is also recommended in respect of works requiring EA consent.

Natural England

No objection

No statutorily designated nature conservation sites will be impacted upon as a result of the development and its immediate surrounds which are predominantly under intensive arable cultivation and of low nature conservation value.

Habitat creation proposals identified within the ES will make a positive contribution to the overall biodiversity of the site. It is essential that an ecological management plan is produced, implemented and monitored.

The Green Infrastructure proposals will not only protect existing GI assets but will also contribute to a net gain in GI provision through habitat enhancement and creation. The above should be secured by condition.

A number of protected species are present on site. The provisions outlined in the mitigation strategies (for badgers, greats crested newts and bats) should be sufficient to mitigate any potential impacts on local populations of these species. All works must be carried out in full accordance with these strategies. These should be secured by condition.

Wildlife Trust

No objection subject to an ecological management plan for the implementation of the habitat creation plan and long term management of the site is produced and agreed through consultation with the Wildlife Trust prior to the commencement of construction. This should be secured by condition. S106 contributions should be sought towards off-site Green Infrastructure. No objection in relation to protected species subject to mitigation strategies being implemented.

Health & Safety Executive (HSE)

No comments to make regarding the Environmental Statement. HSE has advised that we need to use the PADHI+ system. HSE do not directly comment. The use of the PADHI+ system is not considered to be required for the following reasons:

- The site is not within the Consultation Distance of a Major Hazard site or pipeline;
- The site is not within the Safeguarding Zone for a licensed explosive site;
- The site is not near a licensed nuclear site; and
- The site is not at or near a quarry.

Police Crime Prevention Design Advisor (CPDA)

No objection. Comments made regarding community safety, anti-social behaviour and crime, designing out crime, impact on policing levels and facilities and planning obligations.

In response to consultation on the possible new junction 10A technical comments made about the size of the bridge, and confirmation is sought that the existing equestrian bridge at Blackbridge Farm will have sufficient clearance for the proposed new slip roads that will run underneath it. Also request that S106 money is sought for CCTV and Automatic Number Plate Recognition (ANPR) at the new junction.

North Northants Badger Group

No comments to make. The report provides a sufficient framework for ensuring the future viability of badger clans in the vicinity of the development area. NNBG Wish to be consulted when plans for individual phases are submitted. Before the commencement of each phase further surveys should be carried out and the impact reassessed.

English Heritage

The Weekley-Warkton Avenue (WeWaA) will result in a permanent adverse impact on Boughton House however it is acknowledged that there is the need for the development to the east of Kettering as part of the Government's growth agenda. Until there is certainty about the proposed route of the WeWaA an objection is maintained. It is recommended that the local authority should consider whether it is appropriate to determine an outline application at this stage before the issue of the route and key features of the design of the WeWaA have been determined through the submission of a full planning application. Alternatively the planning permission for the development should be subject to a condition which states that no development beyond 2700 dwellings should take place until planning permission for the WeWaA is obtained.

No additional comments were made as a result of consultation on the possible new junction 10A.

PCT

S106 contributions are requested as follows:

Seven GP facility supported by £5,944,250 revenue. Should viability make available additional contributions towards healthcare capital is the next priority and then revenue to support acute, mental health and intermediate care provision. The location identified for the provision of this facility within the masterplan is considered to be appropriate. The developer should work closely with the PCT to ensure an appropriate design is developed and standards are met.

Until the seven GP surgery is commissioned phased accommodation will be needed. It is suggested that when the 2000th unit is built a suitable interim facility is provided to accommodate three GPs to enable delivery of localised primary care. This could be accommodated within a dwelling(s) which could then be converted back at a later date, a 'portacabin' structure or mobile facility.

CABE

Comments made on the strategic context, access, vision and character areas, built form, future growth and sustainability.

Sport England

The development will generate significant demands for indoor and outdoor sports facilities. The need is set out in Sport England's correspondence. The proposed on-site open space provision appears to meet the council's standards; the council's Open Space SPD should be taken into account. Financial contributions may be required where provision cannot be made on-site. The Sport Facility Calculator (SFC) provides an estimate of the demand for community sports facilities for any

given population. The SFC is a tool for qualifying contributions to be sought from developers and should be used as a basis for negotiating a contribution towards indoor sports. Sport England raises no objection providing that planning conditions and planning obligations are used to secure adequate facilities to ensure that sports and active recreation needs are met.

National Allotment Society & Leisure Gardeners Limited

Pleased to note the proposed provision of allotments, which is in line with national average provision. No other comments made.

Network Rail

No direct asset protection issues as the site does not abut or come near to the existing railway. The scale of the development will however place additional pressures on Kettering's railway station. S106 contributions are sought for additional parking and enhance facilities at the station.

National Grid

Based on the information submitted and the proximity and sensitivity of these networks (operational electricity and gas transmission networks) and to the proposals it is concluded that the risk is negligible.

Stagecoach (East)

Interested in providing a public service for the development and would be interested in the type of dwellings proposed and whether S106 contributions are available for this.

Corby Borough Council

No objection subject to:

- Compliance with urban design and sustainability policies of North Northamptonshire Core Spatial Strategy (policies 1, 2, 5, 6, 7, 14, 15, 16 and 17).
- The overall housing target for Kettering not exceeding 7,500 dwellings
- The developers entering into S106 to secure the necessary infrastructure.

East Northamptonshire Council

Objects to the application.

- Infrastructure should be provided first – impact on Broadholme Sewage Treatment Works, traffic impact on A14 and hospital provision in Kettering.
- KBC should satisfy themselves the proposal complies with policies 1, 2, 5, 7, 14, 15, 16 and 17 of the Core Spatial Strategy.
- The Environmental Statement needs to include more information and assessment of the socio-economic impact of the proposal upon East Northamptonshire, in particular employment in Thrapston and local schools.
- Adequate open space needs to be provided.

Burton Latimer Town Council

Objects to the application.

- There is insufficient clarity regarding many fundamental issues and many outstanding, unanswered questions.
- Inadequate water, sewerage, highway (local and strategic), health, emergency

- Lack of compliance with PPS 1 and PPS 3.
- Difference between the amount of housing proposed and what the Borough requirement is.
- With all the other developments proposed, if all approved only 15% will be built on brownfield land, which is contrary to government policy.
- The proposed amount of affordable housing is contrary to regional policy and CSS policy.
- The development must not affect the status of Burton Latimer, particularly the Conservation Area.

Barton Seagrave Parish Council

Objects to the application.

- The omission of the Kettering Eastern Avenue (KEA) will result in all eastbound A14 traffic travelling via Stamford Road, St. Marys Road, Windmill Avenue and Barton Road or via Warkton village.
- Strategic main access points including Junction 10a must be constructed within phase 1.
- Vehicular access to and from the development will create congestion on existing roads e.g. Elizabeth Road, Barton road and Warkton Lane.
- The proposed 5500 dwelling exceeds the Core Spatial Strategy figure of 4200.
- There is a need for infrastructure provision and local community facilities.
- A number of amendments to heights of buildings and densities are suggested.
- A number of junction improvements are suggested.

Grafton Underwood Parish Council

Comments made on the application:

- Serious concerns regarding the dropping of the two most important access roads for the development – the Kettering Eastern Avenue (KEA) and Junction 10a and feeder road by-passing Cranford. These are important in terms of minimising the traffic impact to surrounding villages.
- The KEA is essential and must be included within phase 1.
- Infrastructure must be in place before development is built.
- Pressure of sewerage, drainage and waste infrastructure must be considered and works carried out where needed.
- Road from Cranford to Grafton Underwood is a red route.
- Urban sprawl moves into the Conservation Area.
- 5500 dwellings exceeds the 4200 figure in the Core Spatial Strategy.
- Brownfield sites should be developed first, development of this greenfield site is unnecessary.
- The proposed medical centre will be inadequate, funding for the hospital is required.
- Bridleways should be protected.

Cranford Parish Council

Object to the application.

- Inadequate water, sewerage, highway (local and strategic), health, emergency services and education infrastructure. Infrastructure must be in place before development commences.

- Infrastructure must be in place if the development is to be accommodated.
- 5500 dwellings plus the approval of other sites is unsustainable.
- Lack of compliance with PPS 1 and PPS 3.
- Difference between the amount of housing proposed and what the Borough requirement is.
- With all the other developments proposed, if all approved only 15% will be built on brownfield land, which is contrary to government policy.
- The proposed amount of affordable housing is contrary to regional policy and CSS policy.
- Development is contrary to policies 1, 10 and 14 of the CSS which state that development in rural areas will be limited.
- Detrimental effect on the strategic and local road network.
- Object to the loss of the Kettering Eastern Avenue (KEA) and the park and ride scheme.
- Public transport and roads need improvement.
- Flood risk.
- Proposed roads will damage existing green infrastructure corridors (GI) and the landscape.
- Detrimental impact on the land, trees, hedgerows and ditches.
- Bridleways will be changed in character from rural routes to urban. This will affect horse riding educational facilities that use rural routes.
- Modal shift unlikely to be achieved.
- Landscape and visual impact.
- Loss of high quality agricultural land.
- Loss of wildlife habitats; effect on the nature conservation value of the area.
- Insensitive to the rural character of the local area.
- Development does not respect the historic or cultural assets; effect on archaeological remains.
- The impact on the Cranford Conservation Area has not been considered.
- Heights of buildings are inappropriate.
- Unsustainable development.
- What S106 contributions will go towards Cranford?
- How will areas of open space be managed?
- Urban drainage will affect the hydrology of the Brook; what SUDS are proposed?
- How will delivery of various elements of the scheme be guaranteed?
- Development will exacerbate climate change.
- Inadequate research and too many assumptions have been made.

Warkton Parish Council

- Objects to any significant increase in traffic through the village.
- The necessary transport and highways infrastructure investment needs to be made first.
- There is no mention of the closure of Warkton lane in the text of the application documents.
- A condition should be imposed to ensure that the Weekley-Warkton Avenue is constructed and ready for use prior to commencement of dwellings.
- A condition must be imposed to ensure the closure of the eastern end of Warkton Lane at its junction with Catherine's Road/Weekley-Warkton Avenue to stop traffic continuing to use Warkton as a rat-run.

Weekley Parish Council

Objects to the application:

- Prefers the original route of the Kettering Eastern Avenue (KEA).
- Weekley is a conservation village and almost all its buildings are listed, the new road should therefore be as far from the village as possible.
- The new route would be more visible and intrusive.
- Concern regarding the amount of traffic which the development will generate and travel through the village.
- Roads must be put in place as soon as possible to ensure that construction traffic does not go through Weekley.
- Concern regarding the Highways Agency and lack of decisions regarding the A14.
- The increase from 4200 to 5500 dwellings is worrying.
- Green infrastructure proposals should be implemented at the earliest stage.

Summary of neighbour responses as of 16.09.2009

Petitions

In total, four separate petitions were received. The largest had just over 5500 signatures, while the other three petitions had 70, 12 and 9 signatures respectively.

The purpose of the largest petition is to ensure 'New housing development proposed for Kettering and its surrounding area will only be sustainable and of general benefit for the local area if the necessary additional infrastructure to support the new population is put in place ahead of or in parallel with new housing construction'.

The remaining three petitions object to the application for various reasons, such as the negative impact the development will have upon existing wildlife and amenity space, the massive increase in pollution that will result (air, noise and CO2 emissions), the lack of proposed infrastructure and services, the sewerage system will be unable to cope and the character of the new development will be detrimental to the existing built character. In addition the proposal to close Junction 10 of the A14 is a major concern, as is the part closure of Warkton Lane and St. Catherine's Road and the unnecessary traffic congestion that will be generated by the development.

Neighbour Objections

181 letters of objection were received from individuals and 1 letter of support. There are various reasons for objecting to the proposal and to list them all would be counter-productive. However, they generally fit into the following categories:

- Heritage
- Community facilities and services
- Housing
- Principle of development
- Employment

- Hydrology and drainage
- Green Infrastructure
- Retail
- Noise, air quality and contamination
- Culture and education
- Highways

35 people expressed their concerns about the impact this development would have on the heritage of the area and most of the objectors were concerned that this development would lead to the loss of the green, open nature of the area and the buildings would be out of character with the existing properties.

Objectors were concerned that there would be insufficient community facilities and services, with 55 objections relating to the lack of capacity at Kettering General Hospital to provide healthcare for this development and the general lack of services and infrastructure including education, public transport, ambulance services, police and fire services.

47 objections were raised against the proposed housing and most of the concerns centred on the proposed density being too high, the proposed height of some buildings being too tall and the threat to existing resident's privacy by overlooking from the new dwellings.

80 people objected to the principle of this development and most respondents either referred to this proposal as overdevelopment of East Kettering or criticised the lack of existing infrastructure to provide for the development and the paucity of information concerning the infrastructure required to support a sustainable development of this size.

Employment and the lack of provision was a less contentious issue, but still 14 people raised concerns about the genuine need for new employment opportunities to support the expected influx of new residents. 60 people on the other hand perceived the lack of capacity at Broadholme sewage works as a justified reason to refuse this development. The lack of capacity in the sewerage system was a genuine concern.

Green Infrastructure also generated a high number of objections with 60 people stating that they were concerned with the loss of existing Green Infrastructure, the threat to existing wildlife and the permanent loss of farmland. Opinions generally suggested that any Green Infrastructure that could be retained would not be sufficient to justify the loss of current green space.

Objections relating to retail were less numerous. 7 people objected to the proposal on the basis that the development would harm Kettering Town Centre, the Town Centre would not be able to cope with the additional pressure or that the Urban Extension requires its own supermarket.

39 objectors believe this development will have a detrimental impact upon the environment, leading to increased air and noise pollution, additional greenhouse gas emissions and contamination related to development of the site and its use

thereafter.

Very few people objected to the development on the basis of its proposed cultural provision or its effect upon existing cultural assets within Kettering, but 9 people did express concerns about the lack of school facilities, the impact the new schools will have on existing schools, the proposed phasing of the development of any new schools and the increased traffic generated by schools that are likely to be dispersed across the Borough.

By far and away the most contentious issue relating to this development is that of transport. 148 people objected to this development on the basis that both the existing and proposed highway network will not be able to cope with the amount of traffic generated. The proposal to close Junction 10 of the A14 was not particularly well supported. Most objectors were concerned with losing this junction and some also expressed their worries about the closure of smaller roads or the creation of new roundabouts and access points near their properties.

5.0 PLANNING POLICY

National Policies

PPS1: Delivering Sustainable Development.

PPS1: Supplement: Planning and Climate Change

PPS3: Housing

PPG4: Industrial, Commercial Development and Small Firms

Draft PPS4: Planning for Prosperous Economies

PPS6 Planning for Town Centres

PPS7: Sustainable Development in the Countryside

PPS9: Biodiversity and Geological Conservation

PPG13. Transport

PPG15. Planning and the Historic Environment

PPG16. Archaeology and Planning

Draft PPS15. Planning for the Historic Environment

PPG17: Planning for Open Space, Sport and Recreation

PPS22. Renewable Energy

PPS23. Planning and Pollution Control

PPG24. Planning and Noise

PPS25. Development and Flood Risk

Development Plan Policies

East Midlands Regional Plan (EM Regional Plan) - March 2009

Policy 1: Regional Core Objectives

Policy 2: Promoting better design

Policy 3: Distribution of New Development

Policy 11: Development in the Southern Sub-area

Policy 13b: Regional Housing Provision (Northamptonshire)

Policy 14: Regional Priorities for Affordable Housing

Policy 17: Regional Priorities for Managing the Release of Land for Housing

Policy 20: Regional Priorities for Employment Land

Policy 25: Regional Priorities for ICT

Policy 26: Protecting and Enhancing the Region's Natural and Cultural Heritage
Policy 27: Regional Priorities for the Historic Environment.
Policy 28: Regional Priorities for Environmental and Green Infrastructure
Policy 29: Regional Priorities for Enhancing the Region's Biodiversity
Policy 30: Regional Priorities for Managing and Increasing Woodland Cover
Policy 31: Priorities for the Management and Enhancement of the Region's Landscape
Policy 32: A Regional Approach to Water Resources and Water Quality
Policy 33: Regional Priorities for Strategic River Corridors
Policy 35: A Regional Approach to Managing Flood Risk
Policy 36: Regional Priorities for Air Quality
Policy 38: Regional Priorities for Waste Management
Policy 39: Regional Priorities for Energy Reduction and Efficiency
Policy 43: Regional Transport Objectives
Policy 44: Sub-area Transport Objectives
Policy 45: A Regional Approach to Traffic Growth Reduction
Policy 46: A Regional Approach to Behavioural Change
Policy 48: Regional Car Parking Standards

Milton Keynes-South Midlands Sub-Regional Strategy (MKSM)

MKSM Strategic Policy 1: The Spatial Framework – Locations for Growth
MKSM Strategic Policy 3: Sustainable Communities
MKSM SRS Northamptonshire 1: The Spatial Framework
MKSM SRS Northamptonshire 4: Corby, Kettering and Wellingborough

North Northamptonshire Core Spatial Strategy (CSS) – Adopted June 2008.

Policy 1: Strengthening the Network of Settlements
Policy 3: Connecting the Urban Core
Policy 5: Green Infrastructure (GI)
Policy 6: Infrastructure Delivery and Developer Contributions
Policy 7: Delivering Housing
Policy 8: Delivering Economic Prosperity
Policy 9: Distribution and Location of Development
Policy 10: Distribution of Housing
Policy 11: Distribution of Jobs
Policy 12: Distribution of Retail Development
Policy 13: General Sustainable Development Principles
Policy 14: Energy Efficiency and Sustainable Construction
Policy 15: Sustainable Housing Provision
Policy 16: Sustainable Urban Extensions

Saved Local Plan Policies

Policy 35: Housing within towns
Policy 39: Housing: Affordable Housing
Policy K3: Kettering: the valley
Policy K14: Kettering: Affordable Housing

Supplementary Planning Document

East Kettering Strategic Design SPD

Policy Principle 1,2,3,4,5,6,7,8,9,10,11,12,13,14,15,16,17,18

6.0 USE OF RESOURCES

A Section 106 Agreement is being negotiated with the applicant to ensure that the impacts of the development are appropriately mitigated. The obligations include provision of significant infrastructure including affordable housing, contributions to town centre regeneration, primary and secondary schools, highway improvements, leisure and recreation provision, enhancements to biodiversity, health facility provision, and contributions to fire and rescue and police facilities.

Monitoring of the development will be needed including compliance with the S106 agreement and conditions.

Consideration will be needed of the further information requested, the discharge of conditions, reserved matters applications and the design coding process.

7.0 PLANNING CONSIDERATIONS

The key issues for consideration in this application are:-

- A. Relevant Planning Policy
- B. Access, Movement & Connectivity
- C. Housing
- D. Employment
- E. Sustainable Construction & Design
- F. Hydrology & Drainage
- G. Green Infrastructure
- H. Heritage Assets
- I. Community Facilities
- J. Retails & Town Centre Uses
- K. Noise Air Quality & Contamination
- L. S106

A Relevant Planning Policy

- A1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires proposals to be determined in accordance with the Development Plan unless material considerations indicate otherwise. For Kettering Borough the Development Plan consists of the East Midlands Regional Plan, adopted March 2009 and the North Northamptonshire Core Spatial Strategy, adopted June 2008, and the relevant saved policies of the Local Plan for Kettering Borough and the Northamptonshire Structure Plan. Saved policies from the Minerals Local Plan and the Waste Local Plan are also relevant.
- A2 In addition to the Development Plan, national planning policy statements/guidance notes (PPS/PPG's), Supplementary Planning Documents and relevant appeal decisions are material considerations that need to be taken into account in the determination of this application. The East Kettering Strategic Design Supplementary Planning Document was adopted by Kettering Borough Council on

29 April 2009

National Planning Policy

- A3 PPS1. Delivering Sustainable Development.
PPS1 sets out the overarching planning policies on the delivery of sustainable development through the planning system.
- A4 PPS1 Supplement: Planning and Climate Change
This Planning Policy Statement (PPS) sets out how planning, in providing for the new homes, jobs and infrastructure needed by communities, should help shape places which have lower carbon emissions and are resilient to climate change.
- A5 PPS3: Housing
Planning Policy Statement 3 underpins the delivery of the Government's strategic housing policy objectives and the government's goal of ensuring that everyone has the opportunity to live in a decent home, which they can afford in a community where they want to live.
- A6 PPG4: Industrial, Commercial Development and Small Firms.
PPG4 takes a positive approach to the location of new business developments and assisting small firms through the planning system, emphasising that economic growth and a high-quality environment have to be pursued together.
- A7 Draft PPS4 'Planning for Prosperous Economies'
This document is an amalgamation of PPG4, PPG5, PPG6 and parts of PPS7 and PPG 13 and reflects the consultation responses on a previous draft and is the most recent Government thinking, it is therefore considered relevant to this application. The 2009 draft relates to wider economic development, including town centre uses and other development which provides employment opportunity, generates wealth or produces or generates an economic output or product. In summary the objectives of the Draft PPS are sustainable economic growth, improving economic performance, sustainable patterns of development and responding to climate change, improve accessibility by a choice of means of transport including reducing the need to travel and providing alternatives to car use, promote the vitality and viability of town and other centres, focusing economic growth and development in existing centres.
- A8 PPS6 Planning for Town Centres
PPS6 sets out the Government's policy on planning for the future of town centres and the main uses that relate to them. It seeks to create vital and vibrant town centres with a mix of uses. (also see Draft PPS4)
- A9 PPS7: Sustainable Development in the Countryside
PPS7 sets out the Government's planning policies for rural areas, including country towns and villages and the wider, largely undeveloped countryside up to the fringes of larger urban areas. (also see Draft PPS4)
- A10 PPS9: Biodiversity and Geological Conservation
PPS9 sets out planning policies on protection of biodiversity and geological conservation through the planning system.

- A11 PPG13. Transport
PPG13 sets out the objectives to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices for carrying people and moving freight. (also see Draft PPS4)
- A12 PPG15. Planning and the Historic Environment
PPG15 sets out Government policies for the identification and protection of historic buildings, conservation areas, and other elements of the historic environment. It explains the role played by the planning system in their protection.
- A13 PPG16. Archaeology and Planning
PPG16 sets out government policy on archaeological remains, and how they should be preserved or recorded both in an urban setting and in the countryside. It gives advice on the handling of archaeological remains and discoveries under the development plan and control systems, including the weight to be given to them in planning decisions and the use of planning conditions.
- A14 Draft PPS15. Planning for the Historic Environment
A draft PPS15 was published in July this year, proposed to replace PPG15 (Planning and the Historic Environment) and PPG16 (Archaeology and Planning). Consultation ends 30th October 2009. The draft moves from individual designations (which still remain) to a holistic view of what constitutes the Historic Environment and how this can be assessed. The document covers designated heritage assets (i.e. listed buildings, scheduled ancient monuments etc) but also those not covered by the existing regime which are of demonstrable historic, archaeological, architectural or artistic interest.
- A15 Objectives include the application of sustainable development principles to development involving the historic environment, taking into account the positive benefits of conserving and where appropriate enhancing the historic environment.
- A16 PPG17: Planning for Open Space, Sport and Recreation
PPG17 sets out the government's policies for Open Space, Sport and Recreation. It recognises that Open Spaces etc. play a vital role in the creation of sustainable communities and gives guidance on this should be taken into account in the determination of planning applications.
- A17 PPS22. Renewable Energy
PPS22 sets out the Government's policies for renewable energy, which planning authorities should take into account when preparing local development documents and taking planning decisions.
- A18 PPS23. Planning and Pollution Control
PPS23 sets out Government policy on development and pollution control. It details the factors that can be taken into account when determining planning applications on contaminated land and outlines the steps that the planning process should take to ensure the risk to the population from pollution is acceptable.

- A19 PPG24. Planning and Noise
PPG24 provides guidance for local authorities on the use of their planning powers to reduce the adverse impact of noise. It outlines the considerations to be taken into account in determining planning applications both for noise-sensitive developments and for those activities which generate noise.
- A20 PPS25. Development and Flood Risk
PPS25 sets out Government policy on development and flood risk. Its aims are to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas of highest risk. Where new development is, exceptionally, necessary in such areas, policy aims to make it safe, without increasing flood risk elsewhere, and, where possible, reducing flood risk overall.
- A21 **East Midlands Regional Plan (EM Regional Plan) - March 2009**
The EM Regional Plan was adopted March 2009. It replaces the East Midlands Regional Strategy and provides the regional policy framework for the provision of new job opportunities, the region's housing needs, major transport and waste and environmental issues in the East Midlands. It also deals with other key areas including climate change, flood risk, and protecting the region's natural and historic environment.
- A22 The EM Regional Plan continues to provide for significant levels of development for Kettering as a growth town and North Northamptonshire as a whole (Policies 3 and 11). Details such as the general location, type and amount of development are set out in the North Northamptonshire Core Spatial Strategy and will be further considered through the Core Spatial Strategy Review.
- A23 A Partial Review of the EM Regional Plan began in Oct 2008 initial consultation on an Options Paper is currently taking place with the deadline for consultation responses being 6 October. As a result this review document is of limited relevance to the determination of the application.
- EM Regional Plan policies relevant to the East Kettering SUE are detailed below.
- A24 Policy 1: Regional Core Objectives
To secure the delivery of sustainable development though out the region, the following core objectives should be met: i) ensure that existing and new housing addresses need and extends choice in all communities; ii) reduce social exclusion; iii) protect and enhance the environmental quality of all settlement; iv) improve health and mental, physical and spiritual well being of residents; v) improve economic prosperity, employment opportunities and regional competitiveness; vi) improve accessibility to jobs, homes and services; vii) protect and enhance the environment; viii) achieve a 'step change' increase in the level of the Region's biodiversity; viii) reduce the causes and impacts of climate change and; ix) minimise adverse impacts of new developments and promote optimum social and economic benefits.
- A25 Policy 2: Promoting better design
This policy seeks to continuously improve development to ensure well designed

safe development which is resilient to climate change, responds well to local context, reduces energy and water use and CO² emissions, makes efficient use of land, with easy access to local facilities, the GI network and open space, enhance biodiversity and landscape quality. The policy also states that 'all urban extensions that require an EIA (the application falls into this category) achieve the highest viable levels of building sustainability'.

A26 Policy 3: Distribution of New Development

This policy identifies the Region's five main towns as the focal centres for development and economic growth, and confirms the position of Kettering, Corby, and Wellingborough as growth towns at which significant levels of new development should be located. Development in other settlements should respond to the development needs of those settlements. The natural and cultural heritage of the area should be protected and enhanced.

A27 Policy 11: Development in the Southern Sub-area

This policy identifies that Kettering is located within the Southern-sub area. The policy confirms that development should be concentrated in urban areas or in planned extensions to the urban areas. It highlights Kettering's role as a growth town stating that it should be significantly strengthened.

A28 Policy 13b: Regional Housing Provision (Northamptonshire)

This policy sets the North Northamptonshire housing figure for 2001 – 2026 as 66,075 dwellings. It should be noted that the Core Spatial Strategy responds to the former Regional Spatial Strategy requiring 52,100 dwellings to be provided from 2001 to 2021. The latest Regional Plan extends the housing requirements a further five years adding 13,975 dwellings to the overall total. The policy allows Local Planning Authorities to set higher housing numbers through Development Plan Document's provided these figures are consistent with the principles of Sustainable Development set out in PPS1 and tested through sustainability appraisal.

A29 Policy 14: Regional Priorities for Affordable Housing

This policy sets an indicative Affordable housing target for 2006 - 2026 of 14,300 dwellings for North Northants. The target is not a maximum figure. The policy states that Local Authorities should, taking existing local housing stock into account, seek a mix of affordable housing in terms of size, type, affordability and location, to create inclusive communities which have a wider housing opportunity and choice.

A30 Policy 17: Regional Priorities for Managing the Release of Land for Housing

This policy requires Local Authorities, developers and relevant public bodies to work across boundaries to make sure that the release of sites is managed to ensure a sustainable pattern of development. The policy confirms that joint Development Plan Documents will be required for the North Northants Housing Market Area, which is the area covered by the North Northamptonshire Core Spatial Strategy.

A31 Policy 20: Regional Priorities for Employment Land

The policy seeks to ensure that a range of employment sites at sustainable locations are allocated for development. These sites should be responsive to

market needs, encourage the development of priority sectors (transport equipment, food and drink, healthcare and construction), improve the regeneration of urban areas, meet the needs of high-technology and knowledge based industry and be of a scale consistent with the policy of urban concentration (as in Policy 3).

A32 Policy 25: Regional Priorities for ICT

This policy seeks to ensure that ICT provision for new development is considered at an early stage in the design stage of the development process.

A33 Policy 26: Protecting and Enhancing the Region's Natural and Cultural Heritage

This policy states that the regions natural and cultural heritage should be protected, enhanced and managed appropriately setting out various principles, including that damage to natural and historic assets should be avoided, unavoidable damage should be compensated for, minimised and clearly justified by the need for the development in that location which outweighs the damage, and the best and most versatile agricultural land should not be lost.

A34 Policy 27: Regional Priorities for the Historic Environment.

This policy states that Local Authorities should understand, conserve and enhance the historic environment and that in the growth areas development should promote sensitive change of the historic environment. To achieve this Local Authorities should identify and assess the significance of historic assets and their settings, use characterisation to understand the past's contribution to the landscape in areas of change and promote the use of local building materials.

A35 Policy 28: Regional Priorities for Environmental and Green Infrastructure

This policy seeks the delivery, protection and enhancement of Environmental Infrastructure. The policy requires Local Authorities to assess the capacity of existing EI to accommodate change and ensure that the provision and design of new EI is considered and its delivery planned at the same time as other infrastructure requirements. Local Authorities should increase access to green space that can be used for formal and informal recreation, protect sensitive sites and identify delivery and funding mechanisms including the planning system, for the creation and future management of Green Infrastructure.

A36 Policy 29: Regional Priorities for Enhancing the Region's Biodiversity

This policy seeks a 'major step change in the level of Biodiversity across the East Midlands' through large scale habitat creation projects in the biodiversity conservation areas, which include Rockingham Forest. This should comprise the creation, protection and enhancement of networks of semi-natural green spaces in urban areas and the creation, protection and enhancement of features of the landscape which act as corridors and 'stepping stones' for wildlife.

A37 Policy 30: Regional Priorities for Managing and Increasing Woodland Cover

This policy seeks a significant increase in woodland cover in the East Midlands. Opportunities should be taken to increase woodland cover as part of new development focussing on identified priority areas, one of which is Rockingham Forest. Woodland creation and linkage should feature as a significant component of new green Infrastructure within the Northamptonshire Growth Areas.

- A38 Policy 31: Priorities for the Management and Enhancement of the Region's Landscape
This policy states that natural and heritage landscapes should be protected and enhanced, with particular reference to Rockingham Forest (within which the entire application site falls) and landscape character in the urban and rural fringe. LDF's should identify landscape and biodiversity protection and enhancement objectives through the integration of landscape character assessments with historical and ecological assessment.
- A39 Policy 32: A Regional Approach to Water Resources and Water Quality
This policy requires Local Authorities and other relevant groups to take water related issues into account in the phasing and implementation of development, to ensure an adequate infrastructure for water supply, wastewater and sewerage treatment, to promote improvements in water efficiency in new development and regeneration schemes and use sustainable drainage techniques wherever possible.
- A40 Policy 33. Regional Priorities for Strategic River Corridors
This policy requires a Strategic River Corridors, along with their tributaries should be protected and enhanced as part of the Regions Green Infrastructure. The River Nene is named as a Strategic River Corridor, Alledge Brook and the River Ise are its tributary.
- A41 Policy 35: A Regional Approach to Managing Flood Risk
This policy requires sustainable drainage in all new developments where practical. Development which will alone, or cumulatively have an adverse risk of flooding, or creating flooding, capacity of the flood plain, impede the flow of flood water or impede the infiltration of rain water to ground water storage should not be permitted unless the risk can be mitigated in an acceptable manner.
- A42 Policy 36: Regional Priorities for Air Quality
This policy places a duty on Local Planning Authority's to consider the potential effects of new development and increased traffic levels on air quality.
- A43 Policy 38 Regional Priorities for Waste Management
This policy requires that in managing waste, there should be a centralised pattern based around the expanding urban centres.
- A44 Policy 39: Regional Priorities for Energy Reduction and Efficiency
Local Authorities should develop policies and proposals to secure a reduction in the need for energy through the location of development, site layout and building design.
- A45 Policy 43: Regional Transport Objectives
Transport infrastructure and services should support sustainable development in the growth towns, improve safety, reduce congestion and traffic growth, improve air quality and reduce carbon emissions from traffic.
- A46 Policy 44: Sub-area Transport Objectives

To develop transport infrastructure and public transport to accommodate the housing and employment growth planned for the MKSM area in a sustainable manner.

- A47 Policy 45: A Regional Approach to Traffic Growth Reduction
Local Planning Authorities should work to reduce traffic growth through various measures including reducing the need to travel, improved public transport and encouraging walking and cycling.
- A48 Policy 46: A Regional Approach to Behavioural Change
Local Planning Authority's should work to achieve a behavioural change which reduces the need to travel by altering attitudes towards the private car, public transport and walking and cycling. Measures include Travel Plans for new development sites, safe routes for pedestrians and cyclists, and secure cycle storage in new developments.
- A49 Policy 48: Regional Car Parking Standards
Local Planning Authority's should apply the maximum car parking figures set out in PPG13, but in growth towns should seek more challenging standards based on emerging public transport accessibility work. In the growth towns net increases in public car parking not associated with development should only be allowed in exceptional circumstances.
- A50 **Milton Keynes-South Midlands Sub-Regional Strategy (MKSM)**
The MKSM was adopted March 2005 and provides more detail to the RSS. It covers the whole of Northamptonshire and three regions, including the East Midlands, South East and East of England. The approach has allowed cross border influences to be taken into account.
- A51 MKSM Strategic Policy 1: The Spatial Framework – Locations for Growth
This policy directs the majority of development in the Sub-Region to the growth towns. Provision is to be concentrated in urban areas including sustainable urban extensions. The policy directs 34,100 new homes towards the growth towns of Kettering, Corby and Wellingborough. These figures are new dwellings for the towns only, not the Boroughs.
- A52 MKSM Strategic Policy 3: Sustainable Communities
This policy states that Sustainable Communities will be achieved within the Sub-Region by the implementation of development in accordance with the following principles; designing attractive settlements and public places; the highest standards of environmental performance; good accessibility by all means of transport; protect, enhance and increase the Sub-regions stock of strategic environmental and cultural assets; providing access to Green Infrastructure for all communities; urban extensions are designed to fit sensitively into the open countryside and accommodate links into/from the countryside; improve skills ensure a choice of good quality housing; providing the social and educational infrastructure in accordance with current deficits and additional demands, managing and if possible reducing demand; take advantage of opportunities to develop renewable energy; provide high quality employment land and premises; maximise development on brownfield sites; promote/facilitate community development through voluntary and

community sectors and; ensure improved community safety.

A53 MKSM SRS Northamptonshire 1: The Spatial Framework

This policy gives housing figures from areas within Northamptonshire. It directs a total of 13,100 dwellings to Kettering Borough between 2001 – 2021.

A54 MKSM SRS Northamptonshire 4: Corby, Kettering and Wellingborough

This policy sets out the requirement for the production of a Core Spatial Strategy for North Northamptonshire and directs that proposals for sustainable urban extensions at the three growth towns will be investigated, the areas of search for Kettering are to the east, west and south of the town. All new SUE's will require a masterplan approach and should be designed to continue the physical separation between the towns and prevent coalescence with smaller settlements. Existing environmental assets should be improved and new GI created. New development should take planned transport improvements into account to increase the use of public transport. High quality transport links between the three towns should be provided. An increase in employment of 43,000 jobs across North Northants, this is a value not a target. The focus of development in Kettering will be to maintain and develop the role of the town centre with the protection and enhancement of the existing basic comparison shopping, development of a regionally important niche market and development of a range of cultural attractions. The town centre's role as a focus for services and facilities to serve the town and wider area should be developed through the enhancement of social infrastructure. Educational and Health care provision at all levels should be developed to meet the needs of the existing and new populations.

A55 **North Northamptonshire Core Spatial Strategy (CSS) – Adopted June 2008.**

The North Northamptonshire Core Spatial Strategy was adopted (12th June 2008) and provides the strategic level planning policy for Kettering Borough. The Joint Core Spatial Strategy is the development framework for North Northamptonshire, building upon and adding detail to the issues outlined in the East Midlands Regional Plan and MKSM. It co-ordinates growth for the area, setting out where development should go and the standards that development should seek to achieve. A key aim is to ensure that new homes are accompanied by jobs, infrastructure, services and environmental improvements.

A56 A review of the North Northamptonshire Core Spatial Strategy has begun, with consultation on a range of issues including infrastructure delivery, employment and housing including the potential for further Sustainable Urban Extension's beyond 2021. Consultation on the scope of the proposed replacement CSS began in February 2009, so this review document is likely to be of little relevance to this application.

CSS policies relevant to the East Kettering SUE are detailed below.

A57 Policy 1: Strengthening the Network of Settlements

Development will be principally directed towards the urban core of the growth towns, which includes Kettering. There will be an emphasis on the regeneration of the town centres through environmental improvements and mixed use developments to provide jobs and services, deliver economic prosperity and

support the self sufficiency of the centres. New sustainable urban extensions to the growth towns will provide major locations for housing and employment growth and reinforce the roles of these settlements.

A58 Policy 3: Connecting the Urban Core

Roads infrastructure required for development should where possible, strengthen connectivity and relieve existing communities from traffic. The SUE at East Kettering should safeguard the potential for an eastern distributor road linking the A43 bypass and a new junction on the A14.

A59 Policy 5: Green Infrastructure (GI)

A net gain in GI will be sought through the protection, appropriate management and enhancement of assets and the creation of new multi-functional areas of green space. Sub-Regional GI corridors will connect locations of environmental and historic interest. These GI corridors will be safeguarded through various measures, including the use of developer contributions to facilitate improvements. Development will also contribute towards the establishment, enhancement or on-going management of local corridors which will link with sub-regional GI corridors. The Wicksteed Park to Thrapston local corridor passes through the site.

A60 Policy 6: Infrastructure Delivery and Developer Contributions

New development will be supported by the timely delivery of the infrastructure, services and facilities required. Development will be phased in relation to the delivery of infrastructure. Developers will either make direct provision or will contribute towards the provision of local and strategic infrastructure required by the development either alone or cumulatively with other developments.

A61 Policy 7: Delivering Housing

This policy states the annual housing provision rates for 2001 –2021 that Local Planning Authorities should allow for. It is important to note that the policy **does not** state that these are minimum targets. The Sustainable Urban Extensions should make provision for 4,000 – 6,000 dwellings. Figure 13 of the CSS shows the broad phasing of the SUE's. East Kettering SUE is phased for a 2011 – 2012 start with an indicative requirement for 4,200 dwellings to be provided by 2021. Detailed phasing of the SUE's in relation to infrastructure provision should be considered in district development plan documents.

A62 Policy 8: Delivering Economic Prosperity

An overall net increase of 47,400 jobs will be sought over the plan period, to maintain a broad balance between homes and jobs and create a more diverse economic base.

A63 Policy 9: Distribution and Location of Development

Development will be distributed to strengthen the network of settlements, with new development in the open countryside outside the SUE's being strictly controlled. The SUE's will comprise a mix of uses and the initial SUE at Kettering will take place to the East of Kettering.

A64 Policy 10: Distribution of Housing

New development will be focused at the Growth Towns, with modest growth at the

Smaller Towns and Rural Service Centres, limited development in the villages and restricted development in the open countryside.

A65 Policy 11: Distribution of Jobs

New sites for employment generating development should be allocated within or adjoining the main urban areas, the SUE's, areas that have low jobs/workers balance and be locations capable of being accessed by a variety of transport.

A66 Policy 12: Distribution of Retail Development

The role of the town centre will be strengthened and regenerated as the focus of a sustainable community. A minimum net increase of 20,500 sq m of comparison floorspace within Kettering by 2021 is required. If there is an identified need for retail development which cannot take place within the town centres, a sequential approach to its location will be required. The scale of retail development should be appropriate to the role and function of the centre where it is to be located.

A67 Policy 13: General Sustainable Development Principles

Development should meet today's needs without compromising the ability of future generations to enjoy the same quality of life. Development should meet needs by designing buildings and spaces adaptable to future needs; designing out crime and the fear of crime, maintain/improve access to facilities, focus uses which attract visitors in town centres; have satisfactory access, parking, servicing and manoeuvring, take into account the transport-user hierarchy (pedestrian-cyclist-public transport- private vehicle) contribute to a 20% modal shift, and not lead to a loss of community facilities or open space/recreation facilities.

A68 Development should raise standards be of a high quality, respecting the character of the area, strengthen historic and cultural qualities/townscape through design, landscaping & public art, promote healthier lifestyles, allow for travel to work, home, school and facilities by means other than private transport.

A69 Development should not have an adverse impact on residential amenity (in the immediate or wider vicinity), use the minimum amount of non-renewable resources; have no adverse impact on the highway network, not prejudice highway safety, conserve and enhance the natural and historic environment, Not sterilise known mineral reserves or degrade soil quality; protect and improve water quality, not increase and where possible reduce flood risk – and provide sustainable drainage systems, where possible.

A70 Policy 14: Energy Efficiency and Sustainable Construction

Dwellings within the SUE should meet the appropriate Code for Sustainable Homes, non -residential development to meet the 'very good' BREEAM/Eco-building assessment and 30% of the demand for energy to be met on site and renewably and/or from a decentralised renewable or low-carbon energy supply.

A71 Policy 15: Sustainable Housing Provision

Development should deliver a balanced mix of housing types and tenures. To meet local need and to ensure that a percentage of all new development is genuinely affordable, an affordable housing target of 30% is set for Kettering. All new dwellings must be designed to 'lifetime homes' standard. Higher densities of

development will be sought in the most accessible locations, but should not detract from traditional streetscape and built form where this is worthy of safeguarding.

A72 Policy 16: Sustainable Urban Extensions

This policy states that SUE's should be Master Planned and should provide for a broad balance and range of market and affordable housing types, with a minimum net density of 35 dwellings to the hectare. The SUE should provide a wide range of local employment opportunities and training prospects, meet educational needs and include a level of services (retail, leisure, social, etc) to meet day to day needs of residents but will not compete with the town centre. The SUE should have well-designed and overlooked cycleways and walking routes to serve facilities, all housing should be located within a maximum walking distance of 300m of a bus service, have a design led approach to the provision of car-parking with the overall aim of reducing dependency on the private car and include measures to deliver a target of 20% modal shift away from car use over the plan period. The SUE should include a network of green spaces linking it to the wider GI framework, development that respects the environmental character of its rural surroundings and existing townscape character, which creates a well designed edge to development and a sensitive transition to the countryside, proposals will need to include plans for long term use/management of these areas. The proposal should also allow for local and neighbourhood waste management facilities for the separation, storage and collection of waste to increase the efficiency of its subsequent re-use, recycling and treatment.

A73 The location of the growth towns and the settlement hierarchy, the broad locations of the Initial Sustainable Urban Extensions and Direction of further Sustainable Urban Extensions, plus Green Infrastructure Corridors and Strategic Transport Corridors are shown on Figure 10: Key Diagram.

Saved Local Plan Policies

A74 Policy 35: Housing within towns

This policy states that housing development will normally be granted within the defined town boundaries.

A75 Policy 39 Housing: Affordable Housing

This policy seeks the provision of affordable housing and states the LPA will seek to ensure that the housing remains affordable for future occupants.

A76 Policy K3 Kettering: the valley

This policy relates to the protection of the existing open space in the Ise Valley. The policy seeks to protect open spaces and allotments, ensure access and make provision for wildlife habitats.

A77 Policy K14 Kettering: Affordable Housing

This policy relates to the provision of affordable housing in Kettering Town.

East Kettering Strategic Design SPD

A78 The East Kettering Strategic Design Supplementary Planning Document (SPD) was adopted by Kettering Borough Council on 29 April 2009. The SPD and its

Companion Guide, the Taylor Young Kettering Urban Extension Strategic Design Guidance (January 2007) are material considerations in the determination of this planning application. The SPD provides encouraging and clear guidance on strategic design for the development of a sustainable urban extension at East Kettering, expanding upon Policy 16 *Sustainable Urban Extensions* of the Core Spatial Strategy.

- A79 Policy Principle 2
This policy principle requires the developer to produce a detailed Sustainable Design Statement explaining how it proposes to achieve high environmental standards.
- A80 Policy Principle 3
This requires that green design features be considered throughout the new residential areas and the promotion of exemplar demonstrator projects
- A81 Policy Principle 4
Developers must adhere to a series of transport requirements covering use of the private car, public transport, cycling and walking to encourage modal shift
- A82 Policy Principle 5
This policy principle requires that the developer respect the environmental and historical characteristics and sensitivities of the area and the rural edge.
- A83 Policy Principles 6, 7, 8, 9 and 10
This series of policy principles guide the developers in defining of district centres and other development character areas.
- A84 Policy Principle 11
Developers will be required to meet affordable housing targets and meet high quality design standards.
- A85 Policy Principle 12
This policy principle requires the developers provide adequate employment premises of high quality design standards.
- A86 Policy Principle 13
This requires that the developer produce a Public Realm Strategy and provide for management and maintenance considerations.
- A87 Policy Principle 14
Developers will be required to demonstrate the strategic integration of existing landscape features within the development.
- A88 Policy Principle 15
This policy principle requires co-ordination between managing flood risk and Sustainable Urban Design systems (SUDs) and providing green pedestrian/ cycle routes and open space/ recreation.
- A89 Policy Principle 16

Developers will be required to demonstrate connectivity across the site and good links with the existing edge of Kettering and the wider countryside.

- A90 Policy Principle 17
Design proposals will need to demonstrate strategic Green Infrastructure initiatives.
- A91 Policy Principle 18
This policy principle requires viable and integrated approaches to managing open space and drainage systems.
- A92 **Principle of development**
The Government's Sustainable Communities Plan (February 2003) identified the Milton Keynes South Midlands (MKSM) area as a growth area. A Sub-Regional Strategy for the area (Northamptonshire, Milton Keynes, Bedfordshire and Aylesbury Vale) was adopted March 2005, and identified Kettering, Corby and Wellingborough as growth towns and one of the focus areas for increased levels of new growth within the region.
- A93 The Milton Keynes South Midlands Sub-Regional Strategy (MKSM SRS) was incorporated into the then Regional Spatial Strategy (RSS8) also adopted March 2005. The then Regional Spatial Strategy was reviewed and a new RSS8, more commonly referred to as the East Midlands Regional Plan was adopted on 12th March 2009. The relevant parts of the Sub-regional strategy were also updated.
- A94 Policy 3 (Distribution of Development) of the Regional Plan states that 'significant levels of new development should also be located in the three growth towns of Corby, Kettering and Wellingborough'. This development should include houses, infrastructure, new facilities and essential services and new employment opportunities. (paragraph 2.2.7). Policy 11 (Development in the Southern sub-area) of the Regional Plan states that 'development should be concentrated in, or in planned extensions to, existing urban areas' and that 'the roles of Kettering and Wellingborough as Growth Towns ... should also be significantly strengthened'.
- A95 Policy 13b (Housing Provision – Northamptonshire) gives a figure of 66,075 dwellings for North Northamptonshire from 2001 to 2026. The policy states that 'local planning authorities can test higher numbers through their development plan documents provided that they are consistent with the principles of sustainable development set out in PPS1 and tested through sustainability appraisal'.
- A96 The Sub-Regional Strategy concentrated growth in various towns across the Sub-region including Corby, Kettering and Wellingborough (Strategic Policy 1) with a requirement for 34,100 dwellings in the three towns (not the total administrative areas covered by the three local authorities) from 2001 to 2021.
- A97 The North Northamptonshire Core Spatial Strategy gives greater detail to the broad outline provided by the Regional Plan. Policy 1: Strengthening the Network of Settlements, directs the majority of development towards the growth towns of Kettering, Corby and Wellingborough. Additional detail includes the major expansion of town centres, redevelopment of other sites within urban areas and requirement for carefully planned sustainable urban extensions.

- A98 Policy 7 of the CSS sets out the housing provision to be made in the period 2001-21. For Kettering Borough this equates to a total of 13,100 dwellings, with between 4,000 – 6,000 to be provided in the Sustainable Urban Extension to the East of Kettering, 4,200 of these by 2021.
- A99 Of the remaining 8,900 dwellings needed in Kettering Borough to 2021, Kettering town should accommodate 3,300 dwellings, 700 should be provided within Burton Latimer, 1,940 at Desborough, 1,320 at Rothwell and 1,640 within the rural areas. (see CSS Policy 10: Distribution of Housing).
- A100 The CSS recognises that government policy is for at least 60% of development to take place on previously developed land and buildings (also known as brownfield land) within the urban areas. Brownfield land within North Northamptonshire is in limited supply (Core Spatial Strategy Public Examination Background Paper 3 Housing); and can only accommodate 20 – 30% of the development required within the borough (See Policy 9: Distribution and Location of Development). It is therefore necessary for the remainder of development within Kettering Borough to take place on greenfield sites. The policy of grouping development in large scale extensions at the three growth towns rather than spreading it over a number of smaller sites was chosen in the CSS because the scale of the urban extensions will ensure early delivery of infrastructure, minimise disruption, and allow for the mix of housing, employment, leisure and other uses required to deliver a successful community.
- A101 Having established the need and justification for the use of Sustainable Urban Extensions the CSS gives an indication of the location for this form of development within Policy 9 (Distribution and Location of Development) and Figure 10: Key Diagram (see appendix D). The Key Diagram gives the broad location of the proposed SUE at Kettering as being the area to the east of the town, roughly following the line of the A14. The application complies with this, proposing a site to the east of Kettering, following the A14. The application site is therefore considered to be generally compliant with the broad locational requirements set out in Policy 9 and the Key Diagram of the CSS.
- A102 Policy 7 of the CSS indicates that the initial sustainable urban extension at East Kettering should make provision for between 4-6,000 dwellings, the application, 5,500 dwellings falls within these parameters. Indicative phasing shown in Figure 13 of the CSS shows that East Kettering is expected to deliver up to 4,200 dwellings by 2021, the revised annual trajectory (received July 09) which accompanies the application proposes a total of 5,500 dwellings with 3,750 being provided in the period to 2021. The shortfall being due to the slower rate of annual house building that is anticipated as a result of the recession. The CSS highlights the important role the sustainable urban extensions, including East Kettering will have in providing a supply of housing land beyond the plan period of 2021. It allows for phasing of growth beyond 2021 provided that this is limited in comparison to the scale of growth planned prior to 2021 (major expansion is to be considered through a review of the CSS).
- A103 The provision of 5,500 dwellings and additional development in a Sustainable

Urban Extension to the east of Kettering complies with policies 3, 11 and 13b of the East Midlands Regional Plan and policies 1, 7, 9 and 10 of the North Northamptonshire Core Spatial Strategy and reflects the focus in the CSS on the Sustainable Urban Extensions being the key building blocks for growth in North Northamptonshire.

A104 The East Kettering Strategic Design SPD policy principles are substantially being met through a range of mechanisms including the submission of relevant information from the applicants; conditions imposed through any planning permission (eg. Design Code); masterplanning; and clauses within the proposed Section 106 Agreement.

A105 **Conclusion**

Given that the regional context is one of substantial growth not only within the CSS plan period but also beyond that horizon to 2026 it is considered that the principle of the development of a sustainable urban extension at East Kettering comprising a mix of residential, industrial and commercial uses, plus associated infrastructure on this site is satisfactory, subject to the development according with specific planning policy and other material considerations as discussed in the following sections of this report.

B Access, Movement & Connectivity

B1 PPG 13 is the overarching national guidance relating to transport. This seeks to integrate planning and transport in order to promote more sustainable transport choices, improve accessibility by public transport, cycling and walking and to reduce the need to travel by car. The East Midlands Regional Plan reflects the overall vision set by the Regional Assembly in which Kettering is identified as a town which should accommodate significant levels of new development. Reference is made to sustainable development needing to reduce congestion and achieving a modal shift away from the private car. These objectives have filtered down through the hierarchy of planning policy and are part of the MKSM Sub-Regional Strategy and the adopted Core Spatial Strategy.

B2 The planning application was supported by a Transport Assessment (TA) and Environmental Statement (ES) in April 2007. Following discussions between the applicant and the Highway Authority, Northamptonshire County Council, further submissions were made in the form of an 'Access Supplement to TA' (ASTA) in April 2008, a 'Post-Submission Supplement to TA' (PSSTA) in January 2009 and a Travel Plan in August 2009. Following these submissions, further discussions have taken place resulting in agreements between the applicant and the Highway Authority, which are referenced in the Highway Authority Response.

B3 The issues considered in the applicant's submissions and subsequent discussions with the Highway Authority included the level of contribution towards strategic highways infrastructure and sustainable transport measures; the access strategy and improvements required to local highways infrastructure and their phasing; the delivery of improved public transport services; modal shift targets, walking, cycling, parking and internal street layout.

B4 Strategic Highway Network and Vehicular Access

Seven vehicular accesses are proposed for the development. These are shown on the plan at appendix B and are:

- A43 / Weekley Warkton Avenue (WeWaA) (Access A);
- Stamford Road / WeWaA (Access B);
- eastern end of Elizabeth Road (Access C);
- Warkton Lane / Deeble Road (Access D);
- Barton Road / Warkton Lane (Access E);
- Barton Road for access to A14 Jct 10 and A6 (Access F); and
- A14 Jct 10a and new link to A6 (Access G)

B5 A table summarising the performance of these accesses is given at appendix E

B6 A14 Junction 10 and Junction 10a

A new Junction 10a on the A14 is proposed as a replacement for the existing Junction 10. Currently, there are periods when vehicle queues occur on the approaches to the roundabout at Junction 10. In the main these are slow moving queues of vehicles rather than stationery queues. Improvements, such as the use of traffic signals, could be made to the existing roundabout at Junction 10 to increase capacity. However, these improvements would not provide sufficient capacity to adequately serve the whole development. Capacity could also be improved by enlarging the junction, primarily towards the east. However, it is understood that the applicant is concerned about the impact on existing properties together with the cost. The solution promoted to provide sufficient capacity to serve the development is therefore a new Junction 10a to the east of the existing Junction 10 with a link road to the A6 to the south and development to the north. Under the proposals the roundabout at Junction 10 would remain but the slip roads onto and off the A14 would be removed. This is required by the Highway Agency on operational and safety grounds.

B7 Junction 10a is not part of the submitted planning application. The Highways Agency has directed that a condition be attached that no development should take place until full layout design and construction details have been submitted and approved by the planning authority in consultation with the Highways Agency. The Highways Agency has also directed that a condition be attached to prevent occupation of Phase 2 of the development until Junction 10a is complete, this being the point at which it is estimated that capacity at an improved Junction 10 has been reached or exceeded. The Highways Agency is satisfied with the scheme proposed by the applicant for Junction 10a but has also accepted that this may not be the only solution. It should also be noted that the Highway Authority has not fully agreed to the links between the new Junction 10a and the A6 and the development. The Highways Agency and the Highway Authority have directed and recommended that a condition be attached that requires the applicant to investigate other highway options before submitting a planning application. The applicant is required to demonstrate that all highway safety, highway capacity, environmental and local accessibility issues have been considered in coming to a preferred layout. As previously stated this design and assessment work is required to be completed and agreed with the planning authority before commencement of any part of the

development. This requirement is detailed in condition 17.

B8 Junction 10 is currently subject to periods of vehicle queuing. The consented development at Polwell Lane is conditioned to implement part signalisation of the roundabout to mitigate the impact of their development. A condition 77 is attached that requires the applicant for East Kettering to investigate capacity improvements before the commencement of any development. The requirement for any improvements would reflect the status and progress of both the Polwell Lane mitigation works and the new Junction 10a at that time. The applicant will be required to implement any improvements to Junction 10 before the occupation of the first 450 dwellings. The approach outlined for dealing with Junction 10 gives sufficient flexibility to deal with the circumstances at the time of assessment.

B9 **Weekley Warkton Avenue (WeWaA)**

Weekley Warkton Avenue (WeWaA) is a proposed new local distributor road linking the A43 to the new Central Avenue in the development. **WeWaA is not part of the submitted planning application.** WeWaA will bypass the villages of Weekley and Warkton and connect with Stamford Road. Warkton Lane will be closed in conjunction with WeWaA to prevent future movement of vehicles between Warkton Lane, Pipe Lane and the development. The link and junction capacity assessments for 2021 (at the end of Phase 3) in the PSSTA all assume WeWaA is in place. The PSSTA did not include an assessment in 2021 without WeWaA and so it is not possible to determine the quantitative impact of WeWaA. Certainly WeWaA will reduce development related traffic flows in Weekley and on Elizabeth Road and Stamford Road. The benefits of WeWaA for Warkton could be more marginal as the Elizabeth Road link will also provide an alternative to the route through Warkton for traffic travelling to and from the A43. The Highway Authority have recommended a condition be imposed on the applicant requiring that WeWaA be completed before commencement of Phase 2.

B10 However, in the absence of clear evidence of the benefits of the WeWaA and the presence of an objection from English Heritage in respect of its impact on the landscape (discussed in the Cultural Assets section of the report), further information is needed before the impacts of this element of the proposal can be considered. The applicant has therefore been asked to demonstrate the benefit of WeWaA as proposed and to investigate other highway options for a north western access to the development before these applications are determined and before submitting a planning application. These options shall include WeWaA as proposed but with the Elizabeth Road link between existing housing and new development (across the River Ise) being for buses, cyclists and pedestrians only. The applicant is required to demonstrate that all highway safety, highway capacity, environmental and local accessibility issues have been considered in coming to a preferred option. The applicant is required to complete this design and assessment work before commencement of any part of the development.

B11 **Access A – A43 / WeWaA**

This access comprises a new priority junction between the A43 and WeWaA with priority being given to WeWaA. This design approach was agreed with the Highway Authority as a means of encouraging traffic to use the Corby Southern Link Road rather than the A43 through Geddington. The junction capacity assessment in the

PSSTA shows that this junction operates well over capacity in the AM peak with significant queuing on the A43 arm. It is unlikely that these queues would occur in reality as vehicles would divert onto the Corby Southern Link Road before reaching this junction. The Highway Authority has recommended a Section 278 agreement and associated condition are imposed on the applicant to enforce the delivery of an appropriate junction before the commencement of Phase 2.

B12 Access B – Stamford Road / WeWaA

This access comprises two new roundabouts on Stamford Road to link with the new WeWaA and the existing junctions Stamford Road shares with Pipe Lane and Weekley Glebe Road. The Highway Authority state that their assessment shows that the operation of Weekley Glebe Road junction will be worse with the mitigation and Pipe Lane junction will be over capacity. The Highway Authority has recommended a Section 278 agreement and associated condition are imposed on the applicant to enforce the delivery of junctions that performs within capacity by the commencement of Phase 2. The Highway Authority is satisfied that the applicant has sufficient control over land to implement junctions that will operate within acceptable capacity limits.

B13 Access C – eastern end of Elizabeth Road

This access is an extension of the existing Elizabeth Road to the new site access road and will be delivered before the commencement of Phase 2. In the PSSTA, its capacity has been assessed at the junction of Elizabeth Road and Stamford Road and this showed that it would perform within acceptable limits.

B14 Access D – Warkton Lane / Deeble Road

This access comprises replacement of the existing priority junction with a roundabout. The Highway Authority states that their assessment shows that the junction operation would be worse with the mitigation proposed. The Highway Authority has recommended a Section 278 agreement and associated condition are imposed on the applicant to enforce the delivery of a junction that performs within capacity by the commencement of Phase 1. The Highway Authority is satisfied that the applicant has sufficient control over land to implement a junction that would operate within acceptable capacity limits.

B15 Access E – Barton Road / Warkton Lane

This access comprises replacement of the existing priority junction with a roundabout. The Highway Authority states that their assessment shows that the junction would operate over capacity although the effects of the development would be mitigated. The Highway Authority has recommended a Section 278 agreement and associated condition are imposed on the applicant to enforce the delivery of a junction that would perform within capacity by the commencement of Phase 1.

B16 Access F – Barton Road for access to A14 Junction 10

This access comprises a new roundabout on Barton Road to provide access to Junction 10 and the A6 beyond. The Highway Authority states that their assessment shows that the junction would operate within capacity. The Highway Authority has recommended a Section 278 agreement and associated condition are imposed on the applicant to enforce the delivery of the junction by the commencement of Phase 1.

B17 Access G – A14 Junction 10a and link to A6

This access comprises the new Junction 10a and the associated links to the development to the north and A6 to the south. As described in paragraph D6 a condition is attached that requires the applicant to investigate other highway options before submitting a planning application. The applicant is required to demonstrate that all highway safety, highway capacity, environmental and local accessibility issues have been considered in coming to a preferred layout.

B18 A14 Junction 9

In addition to the improvements at junction 10 and the new Junction 10a, improvements are also required at Junction 9. These comprise an increase in capacity on the A509 Kettering Road approach and slight realignment of the Isham Road to accommodate this. The Highways Agency has directed that a condition be attached requiring completion of these or alternative improvements before any part of the development is occupied.

B19 A14 Junction 7 to 9 Widening

The Highways Agency is committed to widening of the A14 between Junctions 7 and 9. In the peak hour this would create capacity for a further 1400 vehicles in each direction with the result that with the development in 2021 the A14 would operate demand below capacity. This would not be the case if the widening had not taken place. The Highways Agency has directed that a condition be attached preventing occupation of dwellings in Phase 2 until widening of the A14 between junctions 7 to 9 has been completed.

B20 Local Highways Improvements

The PSSTA also considered six other local junctions and the impact that development traffic would have on these. These are shown on the plan at appendix B and are:

- Stamford Road / Windmill Avenue (Junction a);
- Windmill Avenue / St Mary's Road (Junction b);
- Windmill Avenue / Deeble Road (Junction c);
- London Road / Barton Road (Junction d);
- Windmill Avenue / Barton Road (Junction e); and
- Cranford Road / Barton Road (Junction g).

B21 The performance of these junctions is summarised at table in appendix B.

With the exception of junction g, all the junctions were found to be significantly over capacity in 2021 without the development and as such would be in need of improvement works in any case. Consequently the applicant has proposed improvements to all of these junctions, including junction g. The result of these improvements is that all these junctions would experience improved performance in 2021 with the proposed development. However, again with the exception of junction g, all the improved junctions still operate over acceptable capacity limits. The Highway Authority is content with the proposals on the basis that the mitigation works do make major improvements to performance and as all these are existing junctions surrounded by residential development there is limited scope to achieve

further capacity improvements. The Highway Authority has recommended a Section 278 agreement and associated condition are imposed on the applicant to enforce the delivery of the proposed junction improvements.

- B22 Junctions a, b, c, d and g together with a bus priority corridor on Barton Road/London Road (f) are required to be delivered prior to the occupation of Phase 1. Junction e is required to be delivered prior to commencement of Phase 2.
- B23 The PSSTA did not include a capacity assessment at the end of Phase 2 (2016) although this was submitted subsequently by the applicant. This assessment showed that five of the eleven junctions modelled would be over acceptable capacity limits with the mitigation proposed. This would still be an improvement compared to the situation without the development in 2016 and on this basis the Highway Authority is content with the future situation.
- B24 The applicant has undertaken capacity assessments at site accesses and other key local junctions. Some information has been provided regarding flows with and without the development in the town centre. Information has been provided about the impact of development traffic on connecting routes to the town centre including Elizabeth Road, Barton Road and Deeble Road. The impact of development traffic on these roads has been assessed through Air Quality and Noise and Assessments within the Environmental Statement. It should be noted that the impact on Elizabeth Road is particularly significant as this is not a through route currently. Predicted average daily flows in 2021 without the development are less than 150 vehicles but over 8000 vehicles with the development. The Highway Authority has recommended a Section 278 agreement and associated condition requiring the applicant to submit further information on the noise and air quality impact from development traffic on Elizabeth Road properties. Following submission of this information the applicant will be required to propose a package of physical measures to mitigate the impact of development related traffic on Elizabeth Road. The package of measures would include but not be limited to traffic management features, traffic calming features, facilities for pedestrians, facilities for cyclists, on street parking, the structural integrity of the trafficked carriageway and public realm improvements. The assessment and package of measures are required prior to commencement of the development. Improvements to Elizabeth Road are required to be complete before the occupation of the first dwelling.
- B25 Development Contributions**
The proposed development would have an impact on transport infrastructure in the town centre across all modes. The Highway Authority is of the view that these town centre impacts could be mitigated if the development contributed proportionate sums to highways improvement works and sustainable transport initiatives identified in the Kettering Town Strategy and Kettering Town Centre Area Action Plan. This is known as the Pooled Developer Contribution (PDC).
- B26 The current PDC rate for Kettering is £3,741.00 per medium density dwelling. Conversion factors exist to convert non-residential floorspace into an equivalent number of medium density dwellings. Based on 5,500 residential units and 53,950m² commercial B1 use, the total PDC for East Kettering is £27,959,710.82. It has been assumed that other proposed land uses will only generate internal trips.

- B27 The Highway Authority acknowledges that the applicant is proposing highways infrastructure works that are part of the PDC Scheme List. These schemes are:
- London Road / Barton Road roundabout;
 - Windmill Avenue / St Mary's Road roundabout;
 - Windmill Avenue / Deeble Road roundabout;
 - Barton Road / Warkton Lane roundabout;
 - Elements of the Kettering East Public Transport Services;
 - Barton Road and London Road bus priority scheme; and
 - Windmill Avenue / Barton Road signal improvements.
- B28 Since the applicant is proposing to fund these works themselves, the Highway Authority has discounted the PDC based on the expected costs of these works. Therefore the final PDC for East Kettering is £18,042,817.82.
- B29 The Highway Authority has agreed with the applicant that the PDC is liable to change if the expected costs of works change. The terms of the Section 106 agreement should allow reviews of the PDC. The phasing of payment of the PDC should also be set out in the Section 106 agreement
- B30 Public Transport**
- The applicant is proposing a bus priority scheme along the Barton Road/London Road corridor, which gives buses priority as they approach signalised junctions. It would have been preferable for a separate bus lane to be provided along the full length of this route, but it is acknowledged that there are pinch points where to provide a separate lane would create unsafe conditions. To overcome this, the applicant is proposing to provide pre-signals to allow buses to gain priority over other traffic.
- B31 The provision of bus priority measures would have an effect on general traffic, with an increase in congestion due to the reduction in road space. Whilst this is not ideal, there is a balance to be achieved between promoting sustainable transport and keeping traffic moving and the inconvenience of the small increase in congestion is outweighed by the benefits of enhancing the bus network. In time, if measures such as the bus priority are successful, congestion would naturally reduce as more people switch to using public transport.
- B32 The applicant is required by the Highway Authority to deliver the bus priority corridor prior to the commencement of Phase 1. The phasing is crucial to the success of this scheme and it is necessary for the bus priority to be in place at the start to ensure that site users have access to high quality bus services immediately and are encouraged to use bus services for town centre trips.
- B33 Whilst the applicant has proposed a new bus service with a 10 minute daytime frequency, no evidence was provided to demonstrate that this service level would adequately meet demand from the development. To ensure that any new service will be sufficient, the Highway Authority require that the applicant enters into a 'Public Transport Service Level Agreement' (PTSLA) to contribute towards modal shift

targets. The PTSLA sets out the frequencies and timings of bus services that the applicant is expected to provide between the development and key destinations. The PTSLA is commercially tendered and the developer is invoiced on a monthly basis the costs of providing the agreed level of service. The PTSLA would be secured by via the Section 106 agreement. Bus services agreed for each phase are required to be provided prior to the occupation of the first dwelling in each phase.

B34 The PTSLA is tendered every five years and would be required for the buildout period plus two years. If however the service becomes commercially viable within one tender period, the developer is not required to make contributions towards the next tender period.

B35 The Core Spatial Strategy requires that all residents of new developments are within a 300m walking distance of a bus stop. The masterplan does not currently achieve this and a condition 77 is attached that required the applicant to demonstrate this is achieved.

B36 The Highway Authority requires the applicant to provide all necessary buses and infrastructure including real time information, high quality shelters, poles and raised bus boarders. This would be secured via condition 77.

B37 Travel Plan and Modal Shift Targets

The Highway Authority requires that all new developments in Northamptonshire achieve a 20% reduction in single occupancy car trips at peak hours. To help achieve this target the Highway Authority issued the Applicant with a list of the initiatives that they expected to be included in the development Travel Plan and the associated phasing and capital and annual contributions required to achieve this. Under this scheme, the Travel Plan would be managed entirely by the Highway Authority, with the applicant funding all costs.

B38 The applicant has accepted the initiatives that the Highway Authority have set out but there remains a disagreement regarding the costs and timing of implementing the Travel Plan. If the Highway Authority were to manage the Travel Plan it would require all measures and initiatives to be funded. If the applicant accepts the costs then the Highway Authority will take on responsibility for implementing the Travel Plan and achieving the mode targets. Alternatively, the applicant can be obligated to fund and deliver agreed initiatives and is monitored against agreed targets with associated consequences and actions in the event of failure to meet a target.

B39 The Travel Plan will be secured via a condition. The Highway Authority has recommended a condition 77 be attached that in the event of the applicant not accepting the costs and therefore being responsible for the Travel Plan there is a requirement to meet mode shift targets for each phase.

Walking & Cycling

B40 The information submitted by the applicant details how pedestrians and cyclists would be catered for within the development, but does not provide details as to how the development would link with existing walking and cycling networks. The Highway Authority has recommended a condition 77 be attached that requires the applicant to undertake a Walking & Cycling Audit, which will review key routes to, through and

from the site and identify potential barriers or disincentives. The Audit will also propose how facilities can be improved to encourage walking and cycling and these will be provided by the developer at the appropriate phase. To ensure integration between the development and existing facilities, the applicant is required to complete the Audit before commencement of the development.

Internal Layout & Parking

- B41 The applicant does not provide details of internal street layouts or parking provision, other than stating that parking will accord with Highway Authority standards. It is acknowledged that it is difficult to provide precise parking figures when the street layout has not been determined. However it is also noted that the parking levels will be a crucial factor in the success or otherwise of achieving modal shift targets and as such details of the parking provision should be provided before the commencement of development. The Highway Authority has recommended that a condition be attached requiring the applicant to provide further details in terms of the streets and the treatment of parking in the form of a design code. This can be part of an overall Design Code for all aspects of the development. The internal street layouts and parking provision would subsequently be considered as Reserved Matters.

Construction Traffic

- B42 The development is of a significant scale with construction spread over a lengthy period. The Applicant has not provided any details as to how construction traffic will be managed to minimise its impact. It is important that this is set out prior to any development taking place. The Highway Authority has recommended a condition be attached requiring the applicant to secure the approval of a Construction Management Plan prior to the commencement of any development (condition 76)

Conclusions

- B43 The Highway Authority and Highways Agency both view the planning application positively subject to the imposition of a number of Conditions and substantial Section 106 Obligations. Mitigation works are required to ensure that the highways network is not adversely affected and the principles of these have been agreed between the applicant, the Highways Agency and the Highway Authority. Included in the proposals are initiatives to promote sustainable transport modes and achieve the 20% modal shift target and as such, the development accords with the objectives of PPG 13, the MKSM Sub-Regional Strategy and the Core Spatial Strategy.
- B44 Junction 10a and WeWaA are not included in the current planning application. In relation to Junction 10a, other solutions to the one currently proposed may exist. In terms of WeWaA, the applicant has not provided evidence to enable the benefits to be precisely quantified. In addition other alternatives for a north western access to the development may exist including WeWaA as proposed but with the Elizabeth Road link being for buses, cyclists and pedestrians only. Further information is needed from the applicant to inform consideration of these issues by committee.
- B45 The impact of the development on the existing Elizabeth Road is significant. The applicant is required to provide further noise and air quality assessments to demonstrate the impact of development traffic on Elizabeth Road properties. The

applicant is also required to propose a package of physical measures to mitigate the impact should the Elizabeth Road link be open to all traffic.

C Housing (inc Affordable Housing)

C1 Relevant Policy

There are various policy documents that relate to housing. They are discussed briefly below and in greater depth in relation to each issue. The Development Plan comprises the East Midlands Regional Plan, the Milton Keynes and South Midlands Sub-Regional Strategy, the North Northamptonshire Core Spatial Strategy and saved Local Plan and Structure Plan policies. Also relevant material considerations are Supplement Planning Documents and Guidance and national policy.

C2 National Policy: PPS3

National policy on housing is contained in PPS3 (Nov 2006). The PPS stresses the importance of design quality, delivering a mix of housing, providing housing in suitable locations, ensuring a supply of housing land and using that land effectively and efficiently. The goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live.

C3 Regional Plan Policy

The East Midlands Regional Plan (RSS8 March 2009) identifies Kettering Borough in the southern sub-area of the region, and part of the Milton Keynes and South Midlands growth area. The EMRP provides the overall housing targets for the region (including targets for affordable housing) and the housing target for the Corby/Kettering/Wellingborough Growth Area.

C4 North Northamptonshire CSS

The CSS provides the detailed housing targets for the Borough and allocates East Kettering as the location for housing development to 2021. Targets for affordable housing and the sustainability of homes are also covered. New housing development is directed towards the growth towns of Kettering, Corby and Wellingborough, each of which has been identified with a Sustainable Urban Extension. The Kettering Urban Extension Strategic Design Guide SPD, which was adopted in April 2009, builds upon policy 16 of the CSS providing strategic design guidance for the urban extension. The document is a tool by which a well designed development is secured and opportunities maximised. The SPD will assist in facilitating the delivery of growth and ensure that a sustainable community is created.

C5 East Kettering AAP

Kettering Borough Council began work on an East Kettering Area Action Plan (EK AAP) in September 2006 when it published an issues and options consultation paper. The results of this consultation were reported to Planning Policy Committee on 29th March 2007. 492 responses to the AAP were received. In relation to housing, there was a strong preference for mixed densities to reflect the setting and character of different parts of the development and also a variety of type of property. It was stated that affordable housing should be a mix of densities and types distributed across the site, with the majority on site rather than off site. It was

agreed at the Planning Policy Committee of 20th November 2007 that following the submission of the East Kettering planning application, work should focus on the East Kettering SPD and then aim to progress the EK AAP. Work on the EK AAP has been suspended pending the determination of this planning application.

C6 Saved Local Plan Policies

There are ‘saved’ Local Plan policies that are relevant to the housing element of this development. These policies cover the issue of affordable housing provision. There is also an Affordable Housing SPG, which was adopted in 2003.

C7 Housing Supply

The East Midlands Regional Plan (EMRP March 2009) identifies Kettering Borough in the southern sub-area of the region, and part of the Milton Keynes and South Midlands growth area. Policy 13b of the EMRP states that local planning authorities should plan for 66,075 new houses in North Northamptonshire from 2001 to 2026. EMRP Policy 14 sets an indicative affordable housing target of at least 14,300 for the North Northamptonshire Housing Market Area from 2006 to 2026.

C8 The EMRP contains specific housing policies relating to the Milton Keynes and South Midlands growth area, updated from the original MKSM Sub-Regional Strategy published in 2005. Policy MKSM SRS Northamptonshire 1 states annual average housing provision rates for Kettering Borough 2001-21 and North Northamptonshire 2021-26. These rates have been taken into account in the CSS and the current review of the CSS to cover the period to 2026.

C9 Part A of the MKSM Sub-Regional Strategy (2005) was not updated by the EMRP and its policies remain relevant. Kettering, Corby and Wellingborough are identified within the Strategy as one of 6 major locations for growth in the sub region. Strategic Policy 1 states that Corby, Kettering and Wellingborough towns (this does not include the wider administrative areas in which the towns are located) should provide 34,100 new homes. The policy clearly states that provision should be made at the urban areas, including sustainable urban extensions well served by public transport. Strategic Policy 3 states development should ensure a supply of housing of the right types, sizes, and tenure and provide a step change in both quantity and quality of affordable housing to meet the needs of the sub region.

C10 The North Northamptonshire Core Spatial Strategy (CSS June 2008) Key Diagram identifies the area to the east of Kettering as an Initial Sustainable Urban Extension (SUE). Policy 7 of the CSS relates to housing. This policy states that annual housing provision rates should be as follows:

	2001-6	2006-11	2011-16	2016-21	TOTAL
Kettering Borough	471	642	774	733	13,100

C11 The housing provision rates increase over the 20 years as the rate of house building is projected to increase later in the plan period. The plan does not state that these provision rates should be regarded as minimum targets. The policy states that the East of Kettering SUE will be broadly phased to deliver 4,200 dwellings from 2008/09 to 2020/21. The policy also states that the SUE should provide for between

4-6,000 dwellings.

- C12 CSS Policy 10 sets out how the 13,100 total housing provision should be distributed across the Borough. This is as follows:

Kettering Borough	Settlement/area	Indicative housing requirement (net additional dwellings 2001-21)	Of which housing completions 2001-06
Growth town	Kettering	7,500	1,023
Smaller Towns	Burton Latimer	700	161
	Desborough	1,940	407
	Rothwell	1,320	126
Rural Areas	Kettering rural	1,640	636
TOTAL		13,100	2,353

- C13 The following table shows the latest position in relation to these targets, updating completions to cover the period 2001/02 to 2008/09, showing the outstanding commitments and therefore the outstanding requirement for the remaining plan period 2009/10 to 2020/21.

Settlement/area	Indicative housing requirement (net additional dwellings 01/02-20/21)	Total housing completions 2001/02 to 2008/09	Commitments at end July 09	Outstanding requirement 2009/10 to 2020/21
Kettering	7,500	1,814	650 (1,666)	5,036 (4,020)
Burton Latimer	700	264	540 (589)	-104 (-153)
Desborough	1,940	874	321	745
Rothwell	1,320	346	269	705
Kettering rural	1,640	1,241	92	307
TOTAL	13,100	4,539	1,872 (2,937)	6,689 (5,624)

* Note - numbers in brackets include planning applications which have a resolution to grant planning permission but are awaiting completion of Section 106 agreements

- C14 It can be seen from the table above that there remains a large number of housing units yet to be secured in Kettering. The delivery of East Kettering is critical to future housing land supply in Kettering and the delivery of the housing requirement for the Borough as a whole in the plan period.

- C15 This application is for 5,500 dwellings. As mentioned above, the CSS states that East of Kettering SUE will be broadly phased to deliver 4,200 dwellings from 2008/09 to 2020/21 but overall it should provide for between 4-6,000 dwellings. Subject to in the region of 4,200 dwellings being completed by the end of March 2021, the application for 5,500 dwellings is considered to be in line with the CSS policy.

C16 Phasing

Phasing Plans for three phases have been submitted with the application (see appendix N). The application proposes the following:

	Dwellings (units) in residential areas	Dwellings (units) in the Local/District Centres
Phase 1	1,632	118 (District Centre)
Phase 2	903	47 (District Centre)
Phase 3	2,635	165 (Local and District Centres)
TOTAL	5,170	330
TOTAL	5,500	

(Land use schedule 21 August 09)

C17 The applicant has submitted a trajectory for the housing development, which shows housing delivery in the period 2011-24 and phased as follows.

Phase	Year and number of dwellings	Total dwellings
Phase 1	2011/12 – 50	1,750
	2012/13 – 150	
	2013/14 – 300	
	2014/15 – 400	
	2015/16 – 400	
	2016/17 – 450	
Phase 2	2017/18 – 450	950
	2018/19 – 500	
Phase 3	2019/20 – 500	2,800
	2020/21 – 550	
	2021/22 – 550	
	2022/23 – 600	
	2023/24 – 600	

C18 The proposed phasing is shown in the housing trajectory below. The yellow line shows the CSS requirement for 13,100 dwellings in the period 2001-21. The green bars show the housing completions up to the end of March 2009. The blue bars show the projected housing completions from April 2009 to the end of March 2021. These bars show that with current housing commitments (housing sites with planning permission but not yet built), the CSS requirement will not be met. The red bars show the same information as the blue bars, but also take account of the projected completions on East Kettering, as anticipated by the applicant.

C19 The proposed phasing of the housing development at East Kettering will ensure the continued supply of housing in the town and the Borough and ensure the Council meet the CSS housing requirement.

C20 Sustainable Housing Provision**Affordable Housing**

PPS3 states that affordable housing is housing that includes social rented and intermediate housing and is provided to specified eligible households whose needs are not met by the market. Social rented housing is rented housing owned and managed by local authorities and registered social landlords, for which guideline

target rents are determined through the national rent regime. Intermediate affordable housing is housing at prices and rents above those of social rent, but below market price or rents. These can include shared equity products (e.g. HomeBuy), other low cost homes for sale and intermediate rent.

- C21 PPS3 clearly states that Local Planning Authorities should aim to ensure that provision of affordable housing meets the needs of both current and future occupiers, taking into account information from the Strategic Housing Market Assessment (para 29).
- C22 The Government has also published guidance called 'Delivering Affordable Housing' (2006). This states 'the Government strongly encourages the best possible use of planning obligations and other tools to improve delivery' (para 9). The guidance also advocates the use of cascade agreements, reflecting site viability and ambitious but realistic affordable housing targets (para 10).
- C23 The EMRP affordable housing target is set out in Policy 14, which states that local planning authorities should adopt affordable housing targets in line with the conclusions of the most up to date Housing Market Area Assessments for their area. For the period 2006-26 the North Northants target is 14,300 affordable homes. It is also clearly stated in the policy that this is not a maximum figure.
- C24 The latest target for affordable housing in the Borough is set out in CSS Policy 15. This target is 30% for the years 2008-11. The target was derived from the North Northamptonshire Strategic Housing Market Assessment (NN SHMA) published in August 2007 by Fordham Research. As part of the evidence base for the NN SHMA study, a Kettering Borough Housing Need Assessment (KHNA) was also produced. The KHNA shows there is a gap between the costs of different tenures, making it difficult to move between tenures. For example, for 2 bed homes the costs are; social rented housing (£63 per week), market rented housing (£102 per week) and market housing for purchase (£141 or £204 per week second hand/new build respectively).
- C25 The KHNA recommends that housing sites should provide all of the 30% affordable housing as social rented (no intermediate housing). However, the KHNA concludes that on larger developments, it could be more sustainable to provide a lower proportion of social rented affordable housing and a higher proportion of intermediate and low cost market housing so that the development is sustainable as an entity.
- C26 The Borough Council have also commissioned a specific housing study on East Kettering; the East Kettering Housing Market Assessment (Housing Vision, August 2008). The study concludes that 32% of new homes built in the next 10 years (2008/09 to 2018/19) should be affordable housing. The tenure split recommended is 33% intermediate and 67% social rented housing. It recommends that financially accessible housing is provided across all tenures; including low cost starter homes, affordable shared ownership and shared equity schemes to sub-market and social rental properties. The study also concludes that a mixed tenure retirement community (with a full range of housing and care options) should be provided to meet the needs of the ageing population.

- C27 The conclusions of both of these studies are material considerations in the determination of this application.
- C28 The Kettering Urban Extension Strategic Design Guide Supplementary Planning Document (SPD) provides further detail to CSS Policy 16. Principle 11 relates to housing. Principle 11 states 30% affordable housing will be sought at East Kettering and the East Kettering Housing Market Assessment will determine the exact type and tenure required to meet housing need. Finally, affordable housing should be pepper potted to create a mix of types and choice of locations. Small clusters will be supported to enable effective maintenance.
- C29 From the latest available data, in the period 2001/02 to 2008/09, there have been 4,539 housing completions in the Borough; 614 of these completions (13.5%) have been affordable housing. It is clear that the delivery of 30% affordable housing on East Kettering (1,650 units) will greatly increase the supply of affordable housing.
- C30 There are 'Saved' Local Plan policies relating to affordable housing, namely Policy 39 and Policy K14. These policies are considered out of date and not relevant of this application. Policy K14 is based upon a housing needs study undertaken in 1993. Since that time, the housing boom has caused many changes in the housing market and the affordability of housing in the Borough has been re-assessed. This has led to the new affordable housing policy and target in the CSS.
- C31 Saved Local Plan Policies RA5 'Housing in the open countryside' and RA6 'Rural Area Affordable housing' are not considered relevant as the CSS is more up to date and specifically identifies East Kettering as a development location.
- C32 Supplementary Planning Guidance (SPG) 'Affordable Housing' was produced in 2003 to add detail to policies 39 and K14 (and others). The SPG is based upon a housing needs survey that was undertaken in 2001. The SPG states that:
- housing need in Kettering Borough is 547 per year
 - the precise mix and tenure of affordable housing (shared ownership, key worker, social rented) will be determined on a site by site basis
 - the SPG applies to both allocated sites and windfall sites
 - affordable housing should be provided on site
 - affordable housing should be distributed and integrated across the development
 - delivery of affordable housing will be phased throughout the development
 - off site provision will be possible in exceptional circumstances and will need to be justified and offer practical benefits to the alternative on-site provision
- C33 This document is relevant to the application in so far as it provides the general approach to affordable housing provision (on site delivery, distribution across the site etc). The SPG housing need figures are not relevant however as although they update the 1993 study, they are still not as up to date as the CSS target and evidence behind that target.
- C34 The applicant included in the original application provision for 20% affordable housing, 10% on site and 10% off site. The Council has negotiated with the applicant on this issue and an agreement has been reached that a minimum of 20%

on site provision will be made (1100 units). To increase the amount towards the 30% affordable housing target set out in the CSS, the Council has negotiated that the remaining 10% provision (550 units) will be delivered through on site provision or a financial contribution towards off site delivery. These additional units will be subject to an increase in land sale values across the site and secured by overage provisions in the S106 Agreement (see section L).

C35 The tenure is to be split 30/70 between intermediate and social rented as per the recommendations of the East Kettering Housing Market Assessment 2008. The affordable housing is to be delivered on an increasing percentage throughout the life of the development. Affordable units are to be pepper-potted with the market housing units to ensure a mix of housing in each phase. Details of the affordable housing provision that has been negotiated are set out in the Heads of Terms of the Section 106 Agreement.

C36 The level of affordable housing to be provided through the Section 106 agreement is considered to satisfy Policy 14 of the EMRP and Policies 7, 15 and 16 of the CSS.

Housing Mix

C37 Policy 15 of the CSS relates to sustainable housing provision. The policy states that housing developments should deliver a balanced mix of housing types and tenure. Policy 16 of the CSS relates specifically to what should be included in the Masterplan for the SUE. Criterion (a) of the policy states that the SUE should provide a broad balance and range of housing choice, including both market and affordable.

C38 The application proposes a mix of housing as follows:

- 5% 1 bed (all of which will be apartments), 30% 2 bed (25-35% of the 2 beds will be apartments), 30% 3 bed, 30% 4 bed, 5% 5+ bed
- mix of detached, attached, terrace, town houses, bungalows and apartments

C39 The Housing Vision study (Aug 08) concluded that the supply of two bed smaller homes should be increased in all sectors/tenures. The KHNA concluded that for the open market housing, the size mix should be relatively even between 2/3/4 bed types (para E3.52). The proposed mix of the development reflects this conclusion and shall be secured by condition 7.

C40 The application states that the size mix of the affordable provision is likely to be the same as that proposed for the market housing. This does not reflect the needs in Kettering. Based upon the mix of current social housing, the Council's Housing Strategy Team advise that the following mix of affordable housing should be secured from East Kettering:

- 5% 1 bed units, 47.5% 2 bed units (no more than 25% to be apartments) 30% 3 bed units, 15% 4 bed units and 2.5% 5 bed units.
- mix of detached, attached, terrace, town houses, bungalows and apartments

C41 There is not a need for affordable housing of over 5 bedrooms. The above is based upon analysis of the housing waiting list which clearly shows the greatest need is for 2 bed properties of all types. It also advises against the over provision of 1 bed units as this is the least flexible housing option. The above is considered appropriate for

the East Kettering site and can be secured by condition 8. This is considered to meet the needs of residents, as advocated in Policy 13 of the CSS and provide a balance and range of housing as per Policies 13 and 15 of the CSS.

Lifetime Homes

- C42 Policy 15 of the CSS relates to sustainable housing provision. The policy states that new dwellings will be capable of being adapted to meet the needs of all people in line with the 'lifetime homes' standard. This issue is covered in the Renewables/Sustainability section of this report. The lifetime home provisions of CSS Policy 16 will be met.

Residential Design Principles and Parameters

- C43 The Kettering Urban Extension Strategic Design Guide Supplementary Planning Document (SPD) provides further detail to CSS Policy 16. Principle 5 relates to density, layout, character and materials. The Principle states that the built form needs to reflect the surrounding character and the urban context, with a layering approach to the development edge to ensure there is no abrupt transition. Principle 11 relates to housing. Principle 11 states that the design of affordable housing will be required to meet the Housing Corporation's three core performance standards of internal environment, sustainability and external environment. This can be secured through the S106 agreement.

Residential Character Areas

- C44 There are five Character Areas proposed for the urban extension; Avenues, Poplars, Alledge Brook, District Centre and Barton (see Appendix F). The applicant states that the aim is to provide a meaningful extension to Kettering and not a free-standing new settlement. The character areas proposed are discussed in general terms in the application document 'Design of Character Areas Supplementary Report September 2008', and are summarised below:

C45 Avenues

This is the area to the north of the District Centre, to the east and north of the existing Ise Lodge. The area is mainly housing, but also includes two primary schools and a Local Centre. The area includes the Central Avenue, complemented by a formal regular grid pattern of streets. The Central Avenue will reflect the garden suburb character of the Grange, with three and four storey development along its edges.

C46 Poplars

This area is to the east of the Avenues, and includes formal and informal open space, housing, a Local Centre and existing properties around Poplars Farm and The Grange. The area will consist of less formal streets and spaces alongside the Central Brook Park. Buildings will overlook the recreation ground and cricket square.

C47 Alledge Brook

This area is the eastern edge to the development and includes housing, a primary school, Local Centre and woodland planting. The area is of lower density, with relaxed layout of buildings and spaces. The main routes will have continuous frontages but staggered to avoid monotony.

C48 District Centre

This is the heart of the development, where retail and the secondary school are located, and access roads converge and meet the Central Park. Development blocks will be terraces to the street and create a series of symmetrical frontages. Taller buildings will define the terrace ends and indicate street junctions. A tower is proposed to mark the main intersection between Central Avenue and Barton Approach.

C49 Barton

This area is to the south of the site and includes housing, formal open space, the employment areas and the hotel. This area also surrounds the existing properties on Cranford Road and abuts the A14 to the south. The area will have a more formal network of streets and spaces with large gateway business buildings at the entrances. There will be less formal edges alongside existing development.

The 'Design of Character Areas Supplementary Report September 2008' refers to building heights, but this is discussed later in this section.

C50 The character areas proposed in the Design of Character Areas Supplementary Report September 2008 will form the basis of the Design Codes, but will also need to be in line with the Schedule of Building Dimensions (21 August 09). This can be secured by condition 31.

Parking

C51 The level of parking across the development is not to be determined at this stage. Parking standards are contained in the County Council's Place and Movement Guide of December 2008. This document states that parking levels should be reduced in the most accessible locations. Residential parking levels are expected to vary across the site, depending upon detailed design and transport accessibility considerations. The level of parking will be agreed as part of the Design Code, see condition 31.

Density

C52 Policy 15 of the CSS relates to sustainable housing provision. The policy states that higher density development will be sought particularly in locations most accessible on foot, cycle and public transport. Policy 16 of the CSS relates specifically to what should be included in the Masterplan for the SUE. Criteria (b) of the policy states that density should vary, but the site should have an overall minimum net density of 35 dwellings per hectare.

C53 The Masterplan proposes housing development in 42 parcels, as well as housing at the District and Local Centres. The parcels are at various densities ranging from an average net density of 24 dwellings per hectare to 50 dwellings per hectare. The highest densities (40 dwellings per hectare and above) are proposed mainly adjacent to the existing edge of Ise Lodge/Barton Seagrave and around the proposed District Centre and the Central Avenue. The existing dwellings in these areas range from approximately 22 dwellings per hectare to 8 dwellings per hectare. Many of the existing dwellings are on large plots and have long rear gardens which will abut the new development. The design and layout of the new housing in these locations will need to take account of this change in density to ensure the character of the existing urban form is respected. This will be thoroughly considered in the

Design Code, which is secured by condition 31.

- C54 The applicant states that the overall density of the housing parcels is 36 dwellings per hectare. This has been calculated using the PPS3 definition of net dwelling density and is therefore accepted as meeting the density requirement in Policy 16 of the CSS.

Building Heights

- C55 The applicant has submitted a Building Heights Plan (email of 22 July 09) which shows the heights of buildings ranging from 3 to 15 metres above ground level. The Topography Plan in the ES shows that the site falls away from the existing eastern edge of Kettering/Barton Seagrave to the centre of the site (Grange Farm). The highest part of the site is located north of housing parcel R3 (see the Strategic Masterplan). The building heights plan reflects the topography of the site, showing that regardless of topography, the residential areas will be a maximum of 12 metres high (to ridge level, point features may be higher). Other land uses (employment, mixed use, schools etc) will be higher, up to a maximum of 15 metres above ground level.
- C56 A detailed heights plan for the whole site will be part of the Design Code and will need to be adhered to in each phase of the development. This can be secured by condition 31.

C57 Conclusion

East Kettering is identified in the CSS for 4-6,000 dwellings. The proposed development will secure housing development in this location and ensure a continued supply of housing in the medium to long term. The phasing of the housing delivery assists the Borough in maintaining a rolling five year supply of deliverable housing sites. A minimum of 20% affordable housing will be delivered on site, with a further 10% provision possible under the terms of the overage agreement in the Section 106 Heads of Terms. A target of 30% affordable housing, as advocated in CSS Policy 15 and the East Kettering Housing Market Assessment could therefore be secured. The mix of housing proposed is considered appropriate for the market housing and an appropriate mix of affordable units, reflecting the housing waiting list and the needs of the Borough can be secured by condition. The residential character areas proposed by the application will form the basis of the Design Code for the site, and will also be secured by condition. The housing density of the development meets the CSS requirement of 35 dwellings per hectare. Parking levels will vary across the site and be considered in the Design Code to ensure appropriate provision.

D Employment

- D1 PPG4 'Industrial, Commercial Development and Small Firms' (1992) is the national policy on employment development. The document states that the aim should be to 'ensure that there is sufficient land available which is readily capable of development and well served by infrastructure' (paragraph 6). The locational factors that should be considered are;

- encourage new development in locations which minimise the length and number of trips, especially by motor vehicles
- encourage new development in locations that can be served by more energy efficient modes of transport (this is particularly important in the case of offices, light industrial and campus style developments)
- discourage new development where it would be likely to add unacceptably to congestion
- locate development requiring access mainly to local roads away from trunk roads, to avoid unnecessary congestion on roads designed for longer distance movement

D2 The Government intends to replace PPG4 with PPS4 and published a Draft PPS4 'Planning for Prosperous Economies' in May 2009. The May 2009 draft reflects the most recent Government thinking. The 2009 draft is broader than just employment uses and relates more widely to economic development, including town centre uses and other development which provides employment opportunity, generates wealth or produces or generates an economic output or product. Objectives of the Draft PPS can be summarised as;

- sustainable economic growth
- improving economic performance
- sustainable patterns of development and respond to climate change
- improve accessibility by a choice of means of transport including reducing the need to travel and providing alternatives to car use
- promote the vitality and viability of town and other centres, focusing economic growth and development in existing centres.

D3 Offices are town centre uses, and in selecting sites for town centre uses, the Draft PPS4 states that LPAs should:

- base their approach on the identified need for development
- identify the appropriate scale of development
- apply the sequential approach to the site selection
- assess the impact of development on existing centres
- ensure that locations are accessible and well serviced by a choice of means of transport
- also consider the degree to which other considerations (physical regeneration of previously developed land, employment opportunities, increased investment in an area, social inclusion and other specific local circumstances) may be material to the choice of location

D4 Policy 1 of the East Midlands Regional Plan (EMRP March 09) states that 'economic prosperity, employment opportunities and regional competitiveness' is a regional core objective, and should be achieved through improving the availability of sufficient good quality land and premises. Policy 3 states that significant levels of development and economic activity should be located at Kettering (and Corby and Wellingborough). Policy 18 states that all local authorities should encourage and foster the regional economy through implementing the Regional Economic Strategy. Policy 20 refers to employment land reviews as the way to inform the choice of sites at sustainable locations. The text of the plan also refers to the need to ensure that in areas identified for growth (such as Kettering) there are adequate employment sites to match the needs arising from increased levels of population. Policy 44 refers to

the need to develop transport infrastructure and public transport services to accommodate the employment (and housing) growth in a sustainable manner, with the particular encouragement of walking and cycling.

D5 Policy MKSM SRS Northamptonshire 4 states that in North Northamptonshire an increase of 43,800 jobs is sought by 2021. It is made clear in the policy that the jobs figure is a reference value for monitoring purposes, and not a target. Strategic Policy 3 of the MKSM SRS states that sustainable communities will be achieved in accordance with the principle of providing high quality employment land and premises which meets the growing industries.

D6 The CSS has an objective which states ‘build a more diverse, dynamic and self reliant economy, which is not overly dependent on in or out commuting to make it reach its potential, through providing the workplaces, jobs, skills and sites to bring this about.’ Policy 1 states that the urban extensions at the growth towns (of which this site is one) will provide major locations for housing and employment growth. Policy 8 relates to delivering economic prosperity and states that an additional 47,400 new jobs will be sought in North Northamptonshire by 2021. This is higher than the RSS figure of 43,800, as it has been refined by specific local studies. The aim of policy 8 is to maintain a broad balance over time between homes and jobs and create a more diverse economic base. The 47,400 jobs is a step change in job provision for the area. Policy 11 breaks the 47,400 jobs into specific job creation targets for each Borough. The targets for Kettering Borough are set out below:

Sector	Jobs Kettering Borough
B1 ‘Offices’	3,260
B2 ‘General industrial’	1,120
B8 ‘Storage or distribution’	1,870
Other sectors (retail, leisure, professional and public services)	9,950
TOTAL	16,200

D7 Policy 11 states that new employment sites will be allocated to meet identified shortfall in supply, within or adjoining the main urban areas, the urban extensions (such as East Kettering) or areas with a low jobs/workers balance accessible by a choice of means of transport. The policy states that the preferred locations for new office development will be the town centre and other areas with good public transport connections.

D8 There are no ‘saved’ policies of the Local Plan or Structure Plan that are relevant to employment provision. However, there are emerging policies that are relevant and these are discussed later in this section.

D9 **Amount of employment land and jobs**

The latest employment land figures for the Borough were published in July 2008; the Kettering Borough Employment Land Requirements Update. The figures take account of both losses of employment land and new developments since 2001. The figures allow for a 5 year margin of over-allocation (equivalent to 5 years worth of jobs) to allow for development time lags as well as choice and uncertainty. The figures have been produced using the CSS methodology, tested successfully at

examination. The resultant land requirement is:

Employment Land Area required in Kettering Borough in the period April 2008 – March 2021	
Use Class	Land Required
B1	12.66 ha
B2	12.83 ha
B8	-14.77 ha

Source: Table 10 Kettering Borough Employment Land Requirements Quantity Update July 2008.

- D10 Through the use of the CSS methodology Kettering Borough, requires additional B1 and B2 land but does not require B8 development to meet the CSS job creation targets to 2021.
- D11 To address this identified shortfall of B1 and B2 land, the Council are preparing new planning policy documents which will allocate land for employment uses. These are discussed below.
- D12 The emerging Kettering Town Centre AAP (Preferred Options August 2008) includes an objective to create 38,000 sqm of office (B1 and A2) employment space. This translates into approximately 2,111 jobs.
- D13 The emerging Rothwell and Desborough AAP (Position Statement February 2009) proposes that land be allocated at Rothwell for 4 hectares of employment land (B1 and B2). This translates into approximately 656 jobs.
- D14 To summarise, the employment land supply position in relation to B uses (at end March 08) is as follows:

	<i>CSS target (jobs)</i>	<i>Land requirement 08/09-20/21 (as per July 2008 update)</i>	<i>Kettering Town Centre AAP proposed allocations</i>	<i>Rothwell and Desborough AAP proposed allocations</i>
<i>B1</i>	3,260	12.66 ha 2,813 jobs	38,000sqm (B1 and A2) 2,111 jobs	4 ha B1/B2 656 jobs
<i>B2</i>	1,120	12.83 ha 1,466 jobs		
<i>B8</i>	1,870	-14.77 ha		
<i>TOTAL jobs</i>	6,250	4,279 jobs	2,111	656

- D15 As the above table demonstrates, the proposed allocations do not meet the B use class jobs requirement (4,279) for the remaining plan period by a shortfall of approximately 1,512 B1/B2 jobs (assuming all 2,111 Kettering Town Centre AAP jobs are B1, which they will not be). There were also 1,833 other jobs (outside the B use class) created by Sept 2007, going some way to meet the target of 9,950 by 2021.

D16 The application assumes a new population of 12,500 people, of which 9,125 are assumed to be economically active. At a 71% employment rate (the employment rate for the Borough in the 2001 Census) this equates to 6,479 employees. Using the CSS methodology for B1 uses, this equates to a land requirement of 11.25 ha for B1 use, assuming out commuting levels of 40%.

D17 The East Kettering application seeks to provide employment to meet (and exceed) the jobs requirement estimated at approximately 1,512 jobs and the land requirement for the new population of 11.25ha. The land use schedule (21 August 09) states the following B1 employment provision is proposed:

Table: B1 employment proposed at East Kettering

Location	Size Proposed in land Use Schedule	Jobs created (using CSS methodology)	Phase
E1 (Gateway site off A14 junction 10a)	8.2 hectares 24,660 sqm	1,370 jobs	2 (30%) 2.46 h 3 (70%) 5.74 h
E2 (Gateway site off A14 junction 10a)	2.8 hectares 8,420sqm	468 jobs	3 (100%) 2.8 h
E3 (Business Village off A14 junction 10)	3.1 hectares 9,320 sqm	518 jobs	1 (85%) 2.635 h 2 (15%) 0.465 h
TOTAL	14.1 hectares 42,400sqm	2,356 jobs	All phases
District Centre	11,550sqm B1(a) (2.89ha using CSS methodology)	642 jobs	All phases (split 26%, 17.3%, 56.7%)
Overall TOTAL	53,950sqm B1	2,998 jobs	All phases

D18 The applicant has assumed 30% site coverage by buildings on the three employment parcels. The 42,400sqm stated in the application equates to 2,356 jobs. The 11,550sqm at the District Centre equates to a further 642 jobs, using the CSS methodology. However, using the CSS methodology (which assumes a 40% site coverage) the 14.1 hectares that is proposed in the application could accommodate 56,400sqm and 3,133 jobs. However, this has not been tested in the ES in terms of transport impact or effect on the town centre office proposals and therefore a maximum limit of 42,400sqm on the employment parcels and 11,550sqm at the District Centre will be secured by condition 9.

D19 In addition to the B1 jobs, the application states that 650 construction workers will be employed at the site during each construction year. The applicant expects 80% of these to be from North Northamptonshire. Upon completion of the development, the applicant predicts the site will generate a total of 3,600 new jobs in B1 employment, retail and hotels.

- D20 As mentioned above, the outstanding jobs requirement to 2021 is approximately 1,512 jobs. The provision of 3,600 jobs is above the requirement. As Kettering is a growth town and the focus for future development and the urban extension is seeking to secure a sustainable development with a mix of jobs, homes and community uses, this over-provision is not considered to be detrimental to Kettering Borough.
- D21 The Land Use Schedule states that all the B1 at the District Centre will be B1a (offices). Of the other B1 proposed, at land parcels E1, 2 and 3, up to 50% would be B1a. The Council are content with this approach and do not wish to restrict the development to B1a, b or c. This approach provides an element of flexibility on the site which may increase the viability of the employment element.
- D22 The applicant has not included provision for B2 and B8 (general industry and storage/distribution) as they state that this would be detrimental to a high quality development. As mentioned above, further B8 provision is not required in the Borough. The applicant also considers that there is no need for B2 employment land due to recent downward trends in demand for B2 land and more realistic assumptions in the growth of the manufacturing sector. The B1 use class includes light industry, so industrial uses are proposed on site in this regard.

Phasing

- D23 The proposed phasing of the employment development is shown in the 'Amount of employment land and jobs' section above. It shows that 10,922sqm will be delivered in phase 1, 10,796sqm in phase 2 and 32,232sqm in phase 3. This roughly equates to 20%, 20% then 60% over the three phases. The Council is keen to ensure that new employment opportunities are secured early in the development. As such, the Council believes that more employment development should be encouraged in Phase 1. The District Centre is to be developed in Phase 1 and the applicant has applied for 11,550sqm of B1a development within in. The Council propose that all the B1 land at the District Centre (in addition to the 2.635ha at site E3) should be made available in Phase 1, rather than split between the 3 phases. This can be secured by condition 12. This would amend the delivery of B1 employment to 36%, 16% and 48% across the 3 phases. This more closely reflects the delivery of housing across the 3 phases, which is to be split 32%, 17% and 51%. This ensures a correlation between housing and jobs in the development. This is considered to be in accordance with the aspirations of the East Midlands Regional Plan, which seeks adequate provision of employment land to match the needs arising from an increase in population.
- D24 Elsewhere in the Borough proposals for office development within Kettering town centre are focussed on the Station Quarter (StQ) and anticipate delivery to be split between the short/medium (2008 – 2016) and medium/long-term (2012 – 2021). Development in the short/medium term will focus on the area adjacent to the station including sites StQ 1 and 2 to the west comprising commercial and academic institutions. The phasing of delivery of B1 land at East Kettering is consistent with the anticipated delivery of commercial development within the Kettering town centre and as such is unlikely to affect the viability of either development.

Location of employment land

- D25 The B1 development is to be located in the District Centre, a business village (off A14 junction 10) and the gateway site (off the proposed replacement junction 10A). The largest proportion of the office development (61.3%) will be located at the Gateway site off the replacement A14 junction 10A. Of the remaining 38.7%, this is proposed to be located 21.4% at the District Centre and 17.3% at the business village off the A14 junction 10.
- D26 The applicant has undertaken a sequential test to demonstrate that these locations are the most appropriate for the B1 office uses proposed. This is recommended in Draft PPS4 to ensure that the most suitable, available and viable sites are used for town centre uses. The sequential test demonstrated that there are currently no suitable, available and viable office sites in or on the edge of Kettering or Burton Latimer town centres. The sequential test considered the Station Quarter location, but considered this site to not be available for development at present. Only two sites were identified out of centre, namely Weekley Wood Business Park and Kettering Venture Park. As the two sites are both out of centre (like the proposed East Kettering sites) they are not considered to be more sequentially preferable than the East Kettering sites. As such, the location of the employment is considered to satisfy the sequential test in PPS6 and Draft PPS4.

Accessibility

- D27 The District Centre, business village and gateway site are all located on the proposed primary street network. These locations are therefore accessible by car, cycle and on foot. The bus routes in the development are to be finalised in the Travel Plan, which is to be secured through by condition 77. As part of that condition, the Travel Plan will ensure that all the new employment locations have good public transport connections, as required by Policy 11 of the CSS.
- D28 Overall, the provision of solely B1 use class employment on site is considered to be in line with CSS Policy 11 which states that new office development should be located in areas with goods public transport connections.

Consultation responses

- D29 The emerging Kettering Urban Extension AAP (Issues and Options September 2006) related to the East Kettering site. The document posed the question of how self-sufficient East Kettering should be in terms of employment provision. It stated that to meet its own employment needs, and minimise commuting, the site would need around 28 hectares of employment land (5 hectares B1, 5 hectares B2 and 19 hectares B8). Consultation responses to the document were collated and showed that almost 79% of respondents wished for the site to meet less than its own employment needs in order to spread employment opportunities into other parts of the Borough. The responses showed a 48%/52% split between whether smaller companies should be provided for or not. The responses clearly showed (65%) there should be no segregation of different types of employment uses on site.
- D30 The Kettering Urban Extension AAP has not been progressed any further to date. As such the employment figures used are out of date and do not take account of the adoption of the CSS and do not use the CSS methodology. The consultation responses are valid however. This application seeks to meet the employment needs of the new residents and the remaining need in the Borough to 2021 (taking into

account proposed employment at Kettering town centre and at Rothwell). The size of companies is not an issue considered in this application, but can be considered at Design Coding and Reserved Matters. All employment proposed is B1 (offices, research and development and light industry) and as such there will be no segregation of B1/2/8 uses on site.

Conclusion

- D31 National and Development Plan policy places great emphasis on encouraging economic development. The amount of employment land and jobs proposed is considered in line with the objectives of the CSS in providing for employment growth. The B1 employment proposed reflects the need in the Borough for an increase in B1 jobs. The phasing of the employment provision will be secured by condition to ensure it correlates with the provision of housing and the increase in population. The employment land and jobs are to be located on sites which are accessible by energy efficient modes of transport. The sequential approach has demonstrated that alternative sites have been sought and no sequentially preferable sites have been found to be available at this time. Employment development at East Kettering is consistent with the anticipated delivery of commercial development within the Kettering town centre and as such is unlikely to affect the viability of either development. Overall, the employment proposals for the site are in accordance with PPG4, Draft PPS4, EMRP Policies 3, 18, 20 and 44, MKSM SRS Northamptonshire Policy 4 and Strategy Policy 3 and CSS Policies 1, 8 and 11.

E Sustainable Construction & Design

E1 Relevant Policy

PPS 1 establishes sustainable development as the core principle underpinning planning. Sustainable Development is defined by the World Commission on Environment and Development in 1987 as: “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”

- E2 The Planning and Climate Change Supplement to PPS 1 confirms the key role planning has in tackling climate change. It sets out how planning should contribute to reducing emissions, help to stabilise climate change and take into account the unavoidable consequences of climate change.

- E3 PPS 22 Renewable Energy sets out the government’s objectives regarding renewable energy; the key aim in the United Kingdom is a reduction in CO² emissions by 60% by 2050. PPS22 is clear that new development can make a significant contribution to tackling climate change, for example ensuring through a developments layout, and the scale and design of buildings use is made of passive solar energy. New buildings can be designed to make it easier to fit new renewable energy technologies in the future.

- E4 These general policies are given greater detail by the East Midlands Regional Plan. Policy 2 seeks development which reduces CO² emissions, and is resilient to climate change, reduces energy and water use, makes use of decentralised, renewable energy and low-carbon technologies and uses building design and construction to

reduce energy use and loss. The policy also requires all urban extensions that are accompanied by an Environmental Statement (the application falls into this category) to achieve the highest viable levels of building sustainability.

- E5 Policy 39 states local authorities should develop policies and proposals to secure a reduction in the need for energy through the location of development, site layout and building design.
- E6 Milton Keynes Sub-regional Strategy Strategic Policy 3: Sustainable Communities, lists a number of principles that development should be used in new development to create Sustainable Communities. These include safe and convenient footpaths and cycleways, managing and reducing demand where appropriate (e.g. energy and water); and taking advantage of development opportunities for different scales of renewable energy in the Sub-Region.
- E7 These requirements filter down into Policies 13, 14, 15 and 16 of the Core Spatial Strategy and the Sustainable Design Supplementary Planning Document (SPD), which detail the levels of energy efficiency and sustainable construction developments in North Northamptonshire should meet.
- E8 Policy 13 sets out the general principles of sustainable development discussed above, plus requirements such as the need for developments to apply the principles of the “Secured by Design” scheme, for developments of over 200 dwellings to incorporate measures to contribute to an overall target of 20% modal shift, and be designed to promote healthier lifestyles and for people to be active outside their homes and places of work.
- E9 Policy 14 sets out the levels of energy efficiency and sustainable construction that the Sustainable Urban Extensions should meet. Dwellings completed between 2008 – 2012 will meet the Code for Sustainable Homes (CSH) level 3 as a minimum; those completed between 2013 – 2015 will meet CSHcode level 4 as a minimum; and those delivered from 2016 onwards will meet CSHcode level 6 as a minimum. Non-residential development (i.e. Industrial buildings, schools, community facilities) will be compliant with a BREEAM/Eco-building assessment rating of at least ‘very good’.
- E10 Policy 14 also sets the target that at least 30% of the developments energy needs will be met from on site renewable energy sources (the actual figure will depend on technical and economic viability), and/or from a decentralised renewable or low-carbon energy supply.
- E11 Policy 15 states that residential developments should deliver of a balanced mix of housing types and tenure and requires all new dwellings to meet the ‘lifetime homes’ standard.
- E12 Policy 16 is an all encompassing policy guiding the development of the Sustainable Urban Extensions. Specific requirements include a broad balance and range of housing choice; a wide range of local employment opportunities; appropriate level of facilities which meet local needs but do not compete with the town centre; access to cycleways, walking routes and bus services; measures to deliver a target of 20%

modal shift away from car use over the Plan period; a network of green spaces linking to the wider Green Infrastructure framework and provision for local and neighbourhood waste management facilities.

E13 Discussion

The applicants have submitted a Sustainability Strategy to detail how the development will meet and in some cases exceed relevant policy requirements, for example for public buildings, particularly schools, a target of BREEAM 'Excellent' will be encouraged across the site, while the CSS Policy 14 requires BREEAM 'very good'. It is likely that improvements in energy efficiency, careful consideration of building orientation and design, plus more sustainable patterns of travel will play in a key role in reducing climate change.

E14 The sustainability strategy submitted with the application contains a number of recommendations to ensure that the eventual development meets the targets laid out in planning policy. These include the need for a further feasibility study to consider the most appropriate options for renewable and low emission energy supply to the proposal and details of how the Masterplanning and design phases of the scheme can ensure that the final development makes the best use of natural light and heat.

E15 Sustainability issues are dealt with by the proposal in a number of key ways. The design process, including the Masterplan and Design Coding will, by taking into account the landform, layout, building orientation, massing and landscaping ensure that the final built development scheme will reduce energy use. For example buildings should be designed and oriented to optimise passive solar gain with natural ventilation systems being preferred for all buildings.

E16 The design coding process will allow the principles of sustainable design, as set out in the SPD, to be incorporated into the scheme. In addition to this condition 39 will be imposed requiring the submission of a Low Zero Carbon (LZC) Feasibility Study prior to the commencement of development. The study will establish the most appropriate LZC energy source for the development in order achieve a target of at least 30% of the demand for energy. Reserved Matters applications will have to accord with the LZC Feasibility Study. A condition number 35 relating to the BREEAM standards to be secured has been included.

Code for Sustainable Homes

E17 Policy 14 sets out Code for Sustainable Homes (CSH) levels that are to be applied to new dwellings constructed after 2008. CSH was introduced to guide the design and construction of sustainable homes. It includes standards for key parts of the design and construction which affect the sustainability of a new home, such as Energy/CO₂ use, Water use, Surface water run-off management and waste management.

E18 The Code uses a sustainability rating system to show the overall sustainability performance of a home. A home can achieve a sustainability rating from 1 (the lowest) to 6 (the highest).

E19 To ensure that CSH requirements will be met it is recommended that condition 34 be

imposed requiring dwellings that are completed 2009 – 2012 to meet as a minimum CSH level 3; those completed between 2013 – 2015 to meet CSHcode level 4 as a minimum; and those completed from 2016 onwards to meet CSHcode level 6 as a minimum.

E20 Lifetime Homes

Policy 15 of the CSS requires that all new dwellings within North Northamptonshire meet Lifetime Homes standards. The Lifetime Homes standard was developed as a response to concerns that new residential development was inaccessible and inappropriate for many people, in particular those with disabilities, the elderly and young families.

E21 The Lifetime Homes standard introduces 16 design features which make sure new homes can be altered to meet resident's needs over time. For example; the approach to all entrances should be level or gently sloping, adequate and appropriate circulation space for wheelchair users and those with mobility difficulties must be provided, bathrooms should have easy access to the bath, WC and washbasin; Windows, switches, sockets, ventilation and service controls should be at a height usable by all (i.e. not too low) and in houses of two or more storeys, there should be a space on the entrance level that can be used as a convenient bed space. Condition 34 will ensure the delivery of lifetime homes.

E22 The proposal recognises that improvements in energy efficiency alone will not be enough to ensure a sustainable development. More sustainable patterns of travel will also be needed. The development tackles this issue in a number of ways. A condition will be imposed requiring the production of a Travel Plan for the entire site, which will set a 20% modal shift target away from car use. This will guide the creation of a more detailed travel plan when further details of the development are received.

E23 The employment uses, community facilities, district centre and extensive open spaces will allow residents of the Sustainable Urban Extension to live, work, shop for day to day needs and be at leisure within the development, thus reducing the daily need to travel, whilst improvements to the local bus service and linkages into surrounding residential areas and the town centre will ensure that the development has regeneration benefits for Kettering. These aspects of the application are dealt with in more detail in the Transport section of this report.

E24 The sustainability of the development is enhanced by the provision of a Sustainable Urban Drainage system, which is covered in more detail in the Hydrology section of this report.

E25 Waste Management Facilities

In line with requirements of policy 38 (Regional Priorities for Waste Management) of the EMRP and the Waste Local Plan the application proposes a waste management facility with the District Centre, as shown on the Masterplan. The exact details of this facility will be subject of Reserved Matters application. A Waste Management and Facilities Strategy and details of a scheme to provide recycling facilities to residents are required by conditions 41 and 42. The existing doorstep recycling collection

service already operated by Kettering Borough Council will cover the Urban Extension and it is considered that this, plus the additional detail required by conditions will provide sufficient Waste Management Facilities for residents of the SUE.

E26 **Conclusion**

It is considered that the proposed development demonstrates it will be able to meet the East Midlands Regional Plan and CSS standards for energy efficiency, use of renewable energy sources and sustainable design and construction and will enhance sustainable travel patterns. The detailed design stages will be key to achieving a sustainable development, but the use of conditions and S106 will ensure that the proposal meets current standards and keeps pace with future standards that are required whilst the development is being built out. This approach is in accordance with the principles of sustainable development set out in policies 2 and 39 of the East Midlands Regional Plan, policies 13, 14, 15 and 16 of the CSS, MKSM strategic policy 3 and the overall objectives of PPS1, the Supplement to PPS 1 and PPS 22.

F **Hydrology and drainage**

F1 This section concentrates on issues of flooding, sewerage (the pipe work system that will remove domestic and non-domestic waste from the site) and surface water run off. Issues of water efficiency are dealt with in the Sustainability section of this report.

F2 PPS 23 Planning and Pollution Control states that the provision of sewerage and sewage treatment and the availability of existing sewerage infrastructure should be considered when determining individual planning applications.

F3 PPS25 Development and Flood Risk sets out Government policy on development and flood risk. Flooding can come from rivers, rainfall (also known as surface water) rising groundwater, and inundated sewers and drainage systems. It is a material consideration in the determination of planning applications. Development should not occur in areas which are at the highest risk of flooding, other than in the most exceptional circumstances. Development which takes place within the flood plain must involve mitigation measures which will make the development safe, without increasing the risk of flooding elsewhere. Where possible these mitigation measures should reduce flood risk overall.

F4 **East Midlands Regional Plan – March 2009**

Policy 1: Regional Core Objectives.

Regional objectives include reducing the impact of climate change particularly the risk to life and property caused from flooding plus the decline in water quality and resources. This is to be achieved through the location, design and construction of new development which includes Sustainable Urban Drainage System's (SUD's) and manages flood water.

F5 Policy 2: Promoting better design

This policy states that the layout, design and construction of new development should, amongst other requirements, provide for SUD's and manage flood water.

- F6 Policy 32: A Regional Approach to Water Resources and Water Quality
Under this policy water related issues must be taken into account in the phasing and implementation of development. There should be adequate infrastructure for the water supply, wastewater and sewerage treatment generated as a result of the proposal, which must incorporate water efficiency measures.
- F7 Policy 35: A Regional Approach to Managing Flood Risk
This policy requires sustainable drainage in all new developments where practical. Development which will alone, or cumulatively have an adverse risk of flooding, or creating flooding, reduce the capacity of the flood plain, impede the flow of flood water or impede the infiltration of rain water to ground water storage should not be permitted unless the risk can be mitigated in an acceptable manner.
- F8 MKSM Strategic Policy 3: Sustainable Communities
This policy states that development should provide for social (e.g. primary, secondary, further and higher education, health and social care) and environmental (e.g. water supply and treatment) infrastructure in accordance with current deficits and additional demands.
- F9 **North Northamptonshire Core Spatial Strategy**
Policy 6: Infrastructure Delivery and Developer Contributions
New development must be accompanied by timely delivery of infrastructure, services and facilities. Planning permission will be granted for development in accordance with phasing in the Core Spatial Strategy, provided any infrastructure constraints can be resolved, either by interim measures or phasing conditions where appropriate. Developers will either make direct provision or will contribute towards the provision of local and strategic infrastructure required by the development either alone or cumulatively with other developments.
- F10 Policy 13: General Sustainable Development Principles
Development must not cause a risk to (and where possible should enhance) the quality of the underlying groundwater or surface water. Development should not increase the risk of flooding on the site or elsewhere, and where possible should incorporate Sustainable Drainage Systems (SuDS) and lead to a reduction in flood risk.
- F11 **Flooding**
The majority of the application site lies in flood zone 1 (areas with a less than 1 in 1000 annual probability of river flooding in any year). The River Ise flows through the north-western part of the site, with a proposed bridge providing one of the essential access points into the site passing over it. The Alledge Brook and tributaries cut across the main body of the site.
- F12 The River Ise and Alledge Brook are classed as 'Main Rivers' and are included on the Environment Agency Flood Zone maps. Land around these rivers lies within Flood Zone 2 (land having between a 1 in 100 and 1 in 1000 annual probability of river flooding) and 3 (land as having a 1 in 100 or greater annual probability of river flooding). Parts of the remaining tributaries have been included with the Flood Risk maps and again show that they lie within Flood Zone 2 and 3. The responsibility to

map the Flood Zones of the remaining section of the watercourse which passes through the site lies with the applicant /landowner. In order to progress the application the Environment Agency have agreed to a 'green buffer zone' around the tributary. Built development will not be able to occur within the buffer zone. Modeling of the Flood Zones for the remaining tributary will required prior to the submission of the first Reserved matters application. The new Flood zones will then feed into the more detailed development of the site. Condition 55 has been imposed to ensure that the necessary Flood Mapping is carried out prior to the receipt of the first Reserved Matters application.

- F13 As parts of the site are located within Flood Zones 2 and 3 the application was submitted with a Flood Risk Assessment (FRA). After a number of amendments to the FRA the Environment Agency have confirmed that the FRA and the mitigation measures suggested within it are proportionate to the scale, nature and location of development. The Environment Agency's agreement to the FRA is based upon all built development occurring outside Flood Zones 2 and 3, i.e. in Flood Zone 1. The masterplan locates all built development (except for the bridge over the River Ise) within Flood Zone 1. A condition has been imposed to ensure that development, with the exception of the bridge, takes place within Flood Zone 1 only.
- F14 A more detailed Stage 2 FRA will be required prior to the submission of reserved matters. The EA have no objection to the application on FRA grounds subject to the imposition of a condition requiring the submission and approval of a Stage 2 FRA for the entire site prior to commencement of development. The results of the Flood Zone mapping referred to above will feed into the Stage 2 FRA. Condition 55 has been imposed to ensure this takes place
- F15 The bridge over the River Ise, which will take the access route running from Elizabeth Road is the only built development that will take place within Flood Zone 2 and 3. The bridge has been subject to the Sequential Test and Exceptions Test as outlined in PPS25. The purpose of these tests is to ensure that development is located outside flood zones. The only exception to this requirement is development that is considered to be essential infrastructure.
- F16 The Sequential Test has confirmed that it is not possible to build the bridge on land which lies outside the Flood Zones. Moving the bridge to the north or south of the current location was also considered, but moving the access point to the north would not be acceptable as the Flood Zone is wider here. To the south of Elizabeth Road there are a number of places which could potentially take an access route, however these are all within the flood zone and in addition they are all closer to an existing route (Deeble Road) over the river than that proposed in the application. A second access close to the Deeble Road bridge reduces connectivity for the northern part of the application site and would therefore be less desirable.
- F17 The only alternative is for there to be no access to the development from the north of Kettering. This is unacceptable as traffic (pedestrian, cycles and vehicular) coming to the site from surrounding settlements and the north of Kettering would have to pass through the town and enter the site via either of the accesses proposed off Barton Road. These routes would be longer and consequently less likely to encourage the 20% modal shift from car use required by Policy 16 of the North

Northamptonshire Core Spatial Strategy. In addition the lack of access at this point would result in a development with less connectivity to the surrounding area, resulting in poorer integration of the urban extension into the existing town and a significantly inferior development from an urban design viewpoint.

- F18 The Elizabeth Road access point is part of the primary street network and will be designed to accommodate pedestrians and cyclists as well as vehicles. The indicative bus routes show that buses will use the bridge on a route which loops from the site to the town centre and back. This proposed bus route is a key component of the proposed package of the sustainable transport measures.
- F19 In order to minimise flood risk, the footprint of the bridge that lies within the floodplain will be as small as possible and, in line with the FRA (July 07) will be designed to create no afflux (increase in water level, or afflux, arising from bridges) or result in changes to flood routing. The ES (July 07) also states that loss of flood plain as a result of crossing the watercourse will be compensated for by volume for volume at level for level flood compensation earthworks, which will be 'incorporated as close as practically possible to the original flood area to prevent any significant effects upon watercourse or flood plain'. The detailed form, size and design of the bridge will be the subject of a Reserved Matters application.
- F20 **Sewerage**
The application site will feed into existing foul mains and connections to the Broadholme Sewage Treatment Works (STW) which serves Kettering, Wellingborough and parts of East Northamptonshire, will be phased.
- F21 The North Northamptonshire Outline Water Cycle Strategy Technical Report (January 2007) concluded that Broadholme STW had sufficient spare headroom to accommodate the construction of an additional 5,000 dwellings within its catchment area. At the time the report was published the total number of dwellings able to be built (based on extant planning permissions and existing local plan allocations) exceeded 5,000. As a result, even if no new applications for residential development were granted, the headroom capacity at Broadholme was judged to be exceeded.
- F22 To address this strategic issue Anglian Water carried out a Wastewater Capacity Study of the Broadholme STW catchment (September 2007). These findings propose a number of phased solutions to the existing strategic sewerage and sewage treatment infrastructure deficiencies.
- F23 The Environment Agency has advised that occupation of the development should be phased in line with the delivery of the required water infrastructure capacity. They recommend that the phasing should follow a proposed scheme for the provision of new and upgraded on and off-site infrastructure indicated within the Wastewater Capacity Study or as otherwise agreed with the local planning authority. In order to resolve their concerns the Environment Agency have requested a condition be imposed preventing development on the site until details of a scheme (which should include phasing) showing how wastewater and sewage from the site will be accommodated within the public sewerage system are approved by the Local Planning Authority.

- F24 The proposed condition (condition 50) will give the Local Planning Authority (in consultation with the Environment Agency) control over the measures used to remove sewerage from the site. A number of 3rd party responses have objected to the use of tankers to remove sewage from the site. This option is not proposed nor is it likely to be, it is not desirable
- F25 In their response to the application Anglian Water has indicated that Broadholme STW will be subject to major upgrades after 2010. They have requested a similar condition to that proposed by the Environment Agency and have no objection to the application provided such a condition is imposed.
- F26 **Surface water run-off**
Surface water from the site will be dealt with by Sustainable Urban Drainage Systems (SUDS) which comprise a series of basins. SUD's aim to replicate natural drainage processes and should ensure that the rate of surface water run-off from the built up site will be no greater than the rate of surface water run-off from the undeveloped site. The SUD's scheme will also include systems and treatments which will remove impurities in the water before it drains into the River Ise or the Alledge Brook. The treatment will safeguard the water quality of these rivers.
- F27 The SUD's scheme is included within the FRA for the application and as such has been assessed by the Environment Agency, who considers that it is acceptable subject to condition 56 and the inclusion in the S106 agreement of a maintenance schedule, details of the responsibilities of any private maintenance company, (this should include finance arrangements) and details of responsibilities to cover the emergency response to the SUD's/asset failure.
- F28 If these issues are adequately covered in a s106 heads of terms to accompany the application, the Environment Agency would have no objection to the maintenance and operation of the surface water management scheme proposed.
- F29 **Conclusion**
Regional Plan Policy 32, MKSM Strategic Policy 3 and CSS Policy 6 state that infrastructure must be provided alongside new development and that where necessary development should be phased in relation to the delivery of infrastructure. As strategic solutions have been identified to overcome drainage and sewage infrastructure capacity issues it is considered that a recommendation for refusal on the grounds of inadequate drainage and sewage infrastructure could not be sustained.
- F30 In accordance with Policy 1, 2 and 35 of the East Midlands Regional Plan and Policy 13 of the Core Spatial Strategy the application provides a Sustainable Drainage System and measures to mitigate against flooding. It is therefore, considered to be acceptable in relation to these issues.
- F31 Various conditions, as set out by the Environment Agency and Anglian Water are recommended.

G Green Infrastructure

G1 Policy Outline

Green Infrastructure (GI) is a key requirement of building sustainable communities and delivering the growth agenda. GI includes recreational and sports facilities, pathways and routes, natural and historic sites, canals and water spaces, as well as accessible countryside. A key aspect of GI is connectivity through the creation or enhancement of linkages including green corridors or cycleway/pedestrian links. It is essential that a network of multi-functional green spaces with connectivity is firmly established to ensure the needs of growth are met. GI also has an important role in contributing towards health, quality of life and overall well-being and in enhancing an area's uniqueness and attractiveness for example in terms of inward investment. Protection, enhancement or extension of existing resources or the provision of new or replacement facilities are all important aspects of GI delivery. New developments should demonstrate a specific contribution towards producing a net gain in GI.

G2 The role of GI is underpinned by all levels of planning policy. PPG17 provides the national level of policy in relation to open space, sport and recreation and recognises that these facilities play a vital role in the creation of sustainable communities. East Midlands Regional Plan Policy 28 seeks the delivery, protection and enhancement of environmental infrastructure which will contribute to a high quality natural and built environment and build sustainable communities. MKSM Strategic Policy 3 reinforces the regional approach by enshrining in sub-regional policy the provision of GI as a key principle in creating sustainable communities. Policies 26 (Protecting and Enhancing the Region's Natural and Cultural Heritage), 27 (Regional Priorities for the Historic Environment), 29 (Priorities for Enhancing the Region's Biodiversity), 30 (Regional Priorities for Managing and Increasing Woodland Cover) and 33 (Regional Priorities for Strategic River Corridors) also relate to GI provision and delivery.

G3 Policies 5 (Green Infrastructure), 13 (General Sustainable Development Principles) and 16 (Sustainable Urban Extensions) of the North Northants Core Spatial Strategy (CSS) also emphasise its critical importance to building sustainable communities.

G4 CSS Policy 5 is a specific policy concerning the delivery of GI. This seeks a net gain in GI through the protection, enhancement and creation of multi-functional green spaces which promote recreation and tourism, public access, green education, biodiversity, water management, protection and enhancement of the local landscape and historic assets and mitigation of climate change, along with green economic uses and sustainable land management. The CSS identifies a number of sub-regional GI corridors and local corridors which together comprise the GI network for North Northants. The sub-regional corridors, which broadly follow the principal river valleys or their tributaries, should be safeguarded through a number of measures identified by Policy 5. These areas are priorities for investment and enhancement. Development should also contribute towards the establishment, enhancement or ongoing management of local corridors which link up to the sub-regional corridors.

G5 Policy 13 of the CSS is also relevant to the delivery of GI through the planning application process. Policy 13, criterion (g) states that developments should not lead to the loss of open space or recreation facilities unless a site to equivalent quality

and accessibility can be provided, serviced and made available to the community. Policy 13, criterion (o) states that development should conserve and enhance the landscape character, historic landscape designated built environmental assets and their settings, and biodiversity of the environment making reference to the Environmental Character Assessment and Green Infrastructure Strategy.

- G6 Policy 16 of the CSS relates specifically to the Sustainable Urban Extensions and states the elements Masterplans should make provision for. Criterion (j) relates to GI.
- G7 CSS Policy 16, Criterion (j):
“A network of green spaces linking the area to the wider green infrastructure framework that provides for large-scale landscape enhancement, the conservation of important environmental assets and natural resources, biodiversity and formal and informal recreation areas.”
- G8 Kettering East Strategic Design SPD (April 2009). This document is not part of the statutory Development Plan. It does however form part of the Local Development Framework (LDF) for the Borough and is a material consideration in the determination of planning applications. Key objectives (3), (4), (6) and (7) relate to the delivery of GI (provision of open space and community facilities, connectivity, public realm design, and protection and enhancement of biodiversity).

Other Guidance

- G9 Planning Sustainable Communities – A Green Infrastructure Guide for Milton Keynes and the South Midlands (Milton Keynes and South Midlands Environment and Quality of Life Sub Group, April 2005).
This piece of guidance, although not a statement of government policy or part of planning policy, is derived from the MKSM Sub-Regional Strategy in 2004 which called for a joint statement on the need for GI. It sets out what GI comprises, the benefits of its delivery and core principles to guide GI development in growth areas.

GI Strategies

- G10 Green Infrastructure for the East Midlands – A Public Benefit Mapping Project, (East Midlands Regional Assembly, July 2006).
This sets out a methodology for prioritising GI investment in the region; it provides a strategic view of where it is important to prioritise the delivery of GI in those areas, looking specifically at where it is needed and where it will bring the most public benefit in terms of GI delivery.
- G11 Green Infrastructure Guide for the East Midlands (East Midlands Regional Assembly, November 2008).
The purpose of this document is to assist those around the region including local delivery vehicles, local authorities and community based initiatives at the local and sub-regional level. It provides a checklist of GI planning and delivery principles, relevant best practice case studies from around the region and signposts to further resources.
- G12 Green Infrastructure – Making the Connection (River Nene Regional Park, November 2006) (Launched as part of the Environmental Character Assessment

Again this is not government policy or a part of planning policy. It is however a sub-regional document that was developed by the River Nene Regional Park (see below for more detail). It provides a vital resource outlining the national and regional context for GI provision, and presents a GI vision and masterplan for the county and guidance on delivery. A study of North Northants is also included within this document. This study looks at the environmental resources within the area, analysing the existing resources and identifying opportunities for development. This study has fed into the main GI strategy for the county. The document represents a fully integrated GI strategy for the county. The strategy's overarching message is that GI lies at the heart of planning and underpins decision making at all scales and across all disciplines

G13 The River Nene Regional Park (RNRP) is not a 'park' in the traditional sense. It is an initiative which drives the environmental and GI agenda in Northamptonshire bringing together public and private stakeholders and investment. Essentially it is a GI delivery vehicle, bringing about social, environmental and economic benefit through supporting strategic work and delivery of projects on the ground.

G14 Planning policy and other relevant guidance outlined above demand a strong commitment to GI delivery in the pursuit of creating sustainable development and communities. Consequently high quality Green Infrastructure (GI) should be delivered by developments of this scale with a strong commitment to this demonstrated at the outline stage.

G15 **Loss of Open Countryside**

The loss of open countryside is an inevitable consequence of the growth agenda. The North Northants approach towards accommodating such growth is through a small number of Sustainable Urban Extensions (SUEs); the CSS identifies the East of Kettering as the location for a SUE. The approach set out in the CSS has been through government inspection and was found to be sound. The CSS is adopted and forms part of the Development Plan for the Borough of Kettering.

G16 **Links and Integration with Sub-Regional GI Corridors/Local Corridors**

As discussed above the CSS identifies a number of sub-regional and local GI corridors which form the GI network for North Northants. The Ise Valley Sub-Regional Corridor runs north-south and is positioned to the west of the site. The North West tip of the site, which crosses the River Ise and links up to Elizabeth Road, is located within this sub-regional corridor. This area comprises a primary street linking the site to Elizabeth Road, informal open space and two residential parcels (R1 and R2, a total of 11.1 ha). The link, which will cross the Ise by way of a bridge, is considered to be essential infrastructure.

G17 The access from Elizabeth Road is one of two new access points proposed in the northern part of the application site and the only one which is included within the current planning application. The Elizabeth Road access point is proposed prior to the commencement of Phase 2 (1750 dwellings). It is part of the primary street network and will be designed to accommodate pedestrians and cyclists as well as vehicles. The indicative bus route illustrates that buses will use the bridge on a route

which loops from the site to the town centre and back. The second northern access is the Weekley/Warkton Avenue (WeWaA) which may be subject of another application at a later date as detailed in the Access, Movement and Connectivity section of the report).

- G18 The Local Planning Authority considers that the access point from Elizabeth Road is essential infrastructure. It is required in this location to ensure connectivity between the northern part of the application site and the rest of Kettering. The lack of an access point in this location would result in traffic (pedestrian, cycles and vehicular), from this part of Kettering and surrounding settlements which wished to access the site, having to pass through Kettering town via the accesses proposed off Barton Road. These routes are longer and consequently would be less likely to stimulate the 20% modal shift from car use required by Policy 16 of the North Northants CSS. In addition to this the local planning authority considers that no access at this point would also result in a development with less connectivity to the surrounding area, resulting in poorer integration of the urban extension into the existing town and a significantly inferior development from an urban design viewpoint.
- G19 A partial loss of the Ise Valley Sub-Regional GI Corridor is therefore considered to be unavoidable as the linkage to be formed is an essential element of the scheme. The physical loss will need to be minimised and the structure crossing the Ise will have to be carefully designed, considering the effects on this corridor and all other potential impacts.
- G20 The Wicksteed Park-Thrapston local corridor runs along the southern edge of the site and includes part of the site within this. Employment land, residential parcels, formal open space and hotel and leisure land are included within the corridor. Woodland planting is also proposed within the area; woodland will be developed along the site boundary adjacent to the A14 and Barton Road, between the employment and residential areas and between residential parcels within the area. Retained structural woodland planting is also found in this location.
- G21 It should be noted that the location and routes of the GI corridors are broadly mapped within the CSS and are not precise entities.
- G22 No other GI corridors identified by the CSS are located within the site. It is however important to appreciate the surrounding network to put the application site into context. The Nene Valley sub-regional corridors which runs from Northampton-Wansford, is found further to east of the site. Other local GI corridors are also found further to the north and south of the site.
- G23 **GI Strategy and Character Corridors**
The GI strategy for this development comprises:
- 5 major GI character corridors
 - 7 minor GI linkages
 - 8 off-site GI linkages
 - 3 character corridors
 - Formal and informal open space – including sports/play facilities
 - New and retained woodland
 - Parkland system including the Central Park, with a ‘central bowl’ located at the

- G24 The major and minor GI corridors identified within the site complement the GI framework identified by the CSS and the RNRP. The major GI corridors will each have an individual character identified by the types of GI included within it and the uses this will encourage. Open space will be focused within this framework. Three character corridors are therefore proposed:
- Alledge Brook
 - Woodland
 - Parkland
- G25 Measures, including the creation of green spaces and facilities and habitat creation and enhancement, are proposed for each of these to achieve a net gain in GI. The development will have an extensive park system and open space within the site has different uses and offers a variety of opportunities for people to interact with the environment. The GI Parameters Plan (2 February 2009) submitted as part of the application is included at Appendix G.
- G26 **Parkland System**
The parkland across the site is part of the overall GI strategy. Components of this include the Central Park (including Central Bowl and Valley Park), East Park Edge and the Barton Approach. A Landscape Framework Plan, which forms part of supplementary information submitted by the applicant, illustrates the broad framework for the site. This is included at Appendix H.
- G27 Central Park
This area, which provides a green spine through the site, contains a mix of both formal and informal spaces. The Central Bowl, located adjacent to the District Centre, will be a more formal area and will promote high levels of activity. Multi-functional spaces will offer opportunities for play, relaxation, water features, and event/performance. The Valley Park comprises two green fingers which link the Central Bowl to the northern and eastern fringes of the site. This part of the park extends northwards and eastwards along watercourses. Northwards it runs through and provides a focus to housing areas whilst to the east it provides a setting for the secondary school and employment uses. Overall the Valley Park will be more informal and natural in character. The nature of the space will change as you move through the Central Park. This therefore offers people the opportunity to experience the space in different ways.
- G28 Barton Approach
This area will connect the Central Park to the link on Barton Road. This corridor will act as a gateway to the development and to the town.
- G29 East Park Edge
This runs along eastern edge of the site and extends beyond the site boundary, providing some off-site GI provision. This area provides a transition from the development to the open countryside.
- G30 **On-Site Open Space and Sport Facilities**
PPG 17 Planning for Open Space, Sports and Recreation sets out policies that need

to be taken account of by the regions and local authorities in the preparation of Development Plans. It also provides guidance that is material to decisions on individual planning applications; PPG 17 states that local authorities should undertake robust assessments of existing and future needs of communities. These assessments will allow local authorities to identify specific needs and deficits or surpluses of open space, sports and recreational facilities. PPG 17 also sets out important principles and policies for planning for new open space, sport and recreational facilities and when considering planning applications for such facilities.

- G31 Policy 16 of the CSS states the elements that SUEs should provide for within their Masterplans. Criterion (d) requires that an appropriate level of leisure, social and community facilities are provided for with the development, whilst ensuring that they do not detract from the viability or vitality of uses and facilities of the town centre. Criterion (k) also requires that a network of green spaces be provided linking into the wider GI network. The adopted Kettering Strategic Design SPD supports these policy requirements within its objectives (particularly 3 and 7) and policy principles (specifically 15).
- G32 The Open Space SPD (developed based on the findings and recommendations of the PPG 17 assessment) was adopted in September 2008. This sets out the authority's approach to securing open space within new residential developments and the mechanisms for securing financial contributions for improving and maintaining open space. Its purpose is to ensure that adequate open space, sports pitches and facilities are provided to serve all residential development. The SPD also includes a 'calculator' to quantify the open space requirements for new developments. The 10 types of open space normally required are set out in the SPD. The document only provides quantity standards for the first 7 of the typologies outlined below. No quantity standards are given for green corridors, cemeteries, disused churchyards, other burial grounds and civic spaces.
- G33 A total of 107.2 hectares of open space are proposed as part of the development. Formal open space accounts for 21.3 hectares of this whilst 85.9 hectares are allocated as informal open space. The difficulty with a site of the scale proposed is that the areas of proposed green space are not precisely subdivided into the SPD typologies. The Central Park area which is a key part of the scheme for example comprises a number of the typologies within that one particular area. Paragraph 5.3 of the SPD states itself that it may be possible to combine types of open space without adversely affecting their individual functions. Dual use will be acceptable provided that the quality of the open space function is not harmed.
- G34 Therefore although the SPD provides helpful guidance and a starting point for assessing the development's requirements, it is not considered to be sufficient to consider this application in such an isolated way. Paragraph 1.10 of the SPD states that:

"This SPD sets minimum quantity standards for open space across the Borough. Development Plan Documents, masterplans or development briefs for key sites may contain specific policies on open space that vary from these standards, and will supersede the borough wide policy."

- G35 The scale and complexity of the site and its components means that a pragmatic approach should be taken; tools such as the Open Space SPD calculator, consultee advice and policies and guidance should all be considered and utilised to come to an informed decision. The wider context and GI proposals should also be taken into account along with the scale and complexity of the proposals as discussed above. The definitions of each typology are taken from PPG 17 Planning for Open Space, Sport and Recreation.
- G36 Parks and Gardens
This includes urban parks, country parks and formal gardens. The SPD calculator states that 3.88 hectares of this typology is required. This appears to be a relatively low amount and illustrates why the SPD should in some cases only be used as a 'guide' and not considered in isolation. It is considered that the proposed Central Park fulfils the 'need' for parks and gardens; the Central Park is focused at the heart of the site traversing across the site in an east to west direction linking up to the north eastern part of the site. This park is a key element of the scheme providing a framework for GI within the site, linking green spaces and sports facilities within the site area and potentially beyond its confines.
- G37 Natural/Semi-Natural Greenspace
This includes woodlands, urban forestry, scrub, grasslands, wetlands, open and running water, wastelands and derelict open land and rock areas. The SPD calculator states that 11.63 hectares of natural/semi-natural green space is required on site. The application proposes that 26 hectares of new woodland will be created. Other elements of this typology, particularly areas of open/running water by way of SUDS, will also be designed into the fabric of the Central Park. The requirements of the SPD are considered to be exceeded.
- G38 Amenity Greenspace
This is mostly commonly, but not exclusively, within housing areas and includes informal recreation areas, green spaces in and around housing, domestic gardens and village greens. The SPD requires 10.34 hectares of this open space typology. As mentioned previously due to the scale and complexity of the application the types of open space to be provided on site are not subdivided into the same typologies as the SPD.
- G39 A high level of informal open space is to be created including the Central Park. Areas of amenity greenspace will also be provided throughout the parcels of residential land. At this outline stage it is extremely difficult to calculate the amount of amenity greenspace that will be provided as the layout and design of these areas is yet to be established. The applicant has however committed to providing 55 local areas of play (LAP) within these areas to serve the residential areas; a LAP is a small area of open space specifically designated and primarily laid out for very young children (generally up to 6 years) to play close to where they live. It is considered that the level of amenity greenspace that will be delivered across the site is commensurate with the scale and type of development proposed and is an acceptable amount.
- G40 Provision for Children
This typology includes play areas. The SPD calculator requests that 6 locally

equipped areas of play (LEAP) are provided across the site. The applicant is proposing 13 LEAPs; a LEAP is an area of open space specifically designated and laid out with features including equipment for children who are beginning to go out and play independently close to where they live (generally within 5 minutes walking time). This overprovision is not considered to be a reason for refusal of the scheme. Subject to an appropriate management strategy being established through the S106 agreement there is no objection to the over provision of this particular resource.

G41 Provision for Young People

This includes play areas, skateboard parks, outdoor basketball hoops and other more informal areas. 3 neighbourhood equipped areas of play (NEAP) are required by the SPD; a NEAP is an area of open space specifically designated, laid out and equipped mainly for older children (generally located within 15 minutes walking distance from home). 4 NEAPs will be provided on site. This exceeds the SPD requirement. The overprovision by 1 NEAP is considered to be acceptable given the current demand for such facilities within the Borough. There will be a balance of multi-use games areas (MUGA), BMX tracks and skate parks provided as NEAPs. The requirements of the Open Space SPD are met with regard to the provision for young people.

G42 It is also worth noting here that conditions securing the provision of LAPs, LEAPs and NEAPs will be worded to ensure that they are developed in accordance with standards and specifications current at the time each facility is delivered.

G43 Outdoor Sports Facilities

Outdoor sports facilities includes tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields and other outdoor sports areas (with naturally or artificial surfaces and either publicly or privately owned).

G44 The SPD asks for a total of 23.27 hectares. The application proposes 21.3 hectares across three parcels of formal open space (FOS1 near Poplars Farm, FOS2 on Cranford Road and FOS3 near to the primary school in the eastern part of the development). In addition to this playing fields will be located at the schools indicated on the masterplan. Pitches, tennis courts and bowling greens will be provided within the areas of formal open space. The requirements of the SPD are considered to be met. All facilities will need to meet the standards of Sport England.

G45 Allotments and Community Gardens

This typology includes the above and city (urban) farms. The SPD requires 5.2 hectares of allotments. The application currently proposes 3.1 hectares to be located within the areas of informal open space. Due to the high demand for allotment plots in the Borough it is considered that the full SPD requirement should be provided. Therefore it is considered that a condition should be imposed to ensure that 5.2 hectares is provided. As the exact positioning of the allotments is not yet established no change will be needed to the Strategic Masterplan to accommodate additional allotment space on site. See condition 28.

G46 Green Patch will need to be relocated as a result of the SUE at East Kettering coming forward. Green Patch is an innovative and imaginative project that is central

to the authority's commitment to improving the quality of its resident's lives. Green Patch started up in 2002 focusing on an underused allotment site in one of the council's priority areas of deprivation. Kettering Community Supported Agriculture Ltd ("The Green Patch") worked together with the council and created a project with visible successes; the land is now productive with produce sold locally, the project is used as an educational resource and it is also used in horticultural therapy for mental health patients. The Green Patch is located where the proposed link to Elizabeth Road will be formed. As discussed above in some detail, this is considered by the local planning authority to be essential infrastructure. It is required in this location as it will ensure connectivity between the northern part of the application site and the rest of Kettering. Green Patch is an important GI resource and will need to be relocated to a site as close as possible to its current location, will need to be of an equal quality, size and accessibility and will also need to be afforded equal amenities and standards. The relocation of Green Patch will be secured by condition (condition 29). There will need detailed discussions with a number of parties in order to achieve this. The requirements of CSS Policy 13 will be met i.e. a site of equivalent quality and accessibility will be provided, serviced and made available to the community.

G47 Green Corridors, Cemeteries, Disused Churchyards and other Burial Grounds and Civic Spaces

Civic space includes civic and market squares and other hard surfaces designed for pedestrians. The SPD is unable to quantify these typologies and provision should be on a case-by-case basis. Civic spaces and squares and green corridors will be provided within the site. As mentioned in the S106 Heads of Terms section of this report, financial contributions are to be made towards town centre regeneration projects. This may include public realm works.

G48 No provision has been made for burial grounds or cemeteries and no contribution is being sought in this case. It is considered that in light of the overall S106 package that has been negotiated a contribution towards this particular resource will not be progressed. Other items within the agreement required to mitigate the impacts of the development are considered to be of greater need and constitute higher priorities within the Borough.

G49 Overall the SPD requires that a total of 54.32 hectares of open space (Natural/Semi-Natural Greenspace, Amenity Greenspace, Outdoor Sports Facilities and Allotments and Community Gardens), 6 LEAPS and 4 NEAPS are provided. No specific quantum of green corridors, cemeteries, disused churchyards and other burial grounds and civic spaces has been determined. As detailed above a total of 107.2 hectares of open space is proposed; formal open space accounts for 21.3 hectares of the site whilst 85.9 hectares will be informal open space. This exceeds the level of open space required. It is considered however that the proposed informal green spaces and woodland areas are vital in creating a meaningful GI framework for the site and to ensure linkages are formed beyond this. The following matters also indicate that the provision of informal open space, with different characters, across the site is critically important:

- The positioning of this large-scale development to the east of Kettering and extending into what is currently open countryside;
- A significant extension to the urban boundary and eastern edge of the town;

- The assimilation and integration of the development into both the existing urban fabric to the west and open countryside to the east and north in particular is vital to building sustainable communities.

G50 Management of Open/Green Space

There are currently two options for the management of open space and green spaces within the development. The first is the use of a 'Trust' model whereby occupiers pay a charge towards an organisation which will continue to maintain the land. Alternatively the local authority planning could potentially take over maintenance, although they may be some elements for example the Sustainable Urban Drainage Systems where the local authority may lack some expertise. In the event that the local authority takes over maintenance, the developer will need to pay a commuted sum through the S106 agreement to enable this authority to maintain the land in perpetuity.

G51 Either option could be taken forward. The strategy can be agreed after a resolution at planning committee through the discussions regarding detailed wording of the S106. It is important to note that the local planning authority cannot force the developer to transfer land over to the authority for maintenance purposes and also cannot prevent them from progressing another option; the scheme could not be refused on the grounds that the developer would not transfer open space over the authority for maintenance. It is considered that the options can be taken forward and will result in the continual provision of good quality open space.

G52 Off-Site GI

Provision of biodiversity enhancements to the Southfield Farm Marsh Site of Special Scientific Interest (SSSI) Nature Reserve and to Twywell Hills and Dales Nature Reserve, incorporating the Twywell Gullet SSSI are recommended. The Wildlife Trust has identified a plan of work for each of these sites that would be required to enhance their biodiversity and increase their capacity to deal with increased visitor numbers. These two sites will ultimately connect with the Kettering East GI framework and therefore its enhancement to their biodiversity is important. As this involves works beyond the site and beyond the applicant's control a financial contribution towards such works is the best way of securing this and has been agreed by the applicant.

G53 The provision of the East Park Edge as described above contributes to off-site GI. A contribution will also be made towards the restoration of the Avenues (Patte d'Oie) associated with Boughton Park Registered Park and Garden.

G54 Works and contributions that are being secured by condition or S106 agreement are considered to meet the needs of this development in terms of off-site GI provision and will contribute to an overall net gain in GI.

G55 GI Linkages

Linkages are important elements of GI, providing connectivity and corridors of movement for people and a variety of species. Good connectivity has wider benefits for example in terms of promoting sustainable travel choices and modal shift and health related benefits. The layout of schemes can be designed to provide improved connectivity through the provision of footpaths and cycle routes that are part of a

strategic network. Although layout is not to be considered at this stage information has been provided with the application to illustrate the linkages across the site. All existing footpaths and bridleways which traverse the site are to be retained. Additional links are also proposed within the site.

G56 It is also important to consider potential linkages beyond the application site. A cycling and walking audit will be secured by condition (condition 77). This will consider linkages within and beyond the site confines; opportunities for enhancing and creating connectivity between the site and the existing urban fabric, open countryside and the wider GI network will be identified. This represents an opportunity to identify key gaps in the network, key destinations with sub-standards links and provides scope for improving these and developing other solutions. The scope of the audit should include for example investigation of links and routes to the Southfield Farm Marsh SSSI (also a Nature Reserve) and Twywell Hills and Dales Nature Reserve and Twywell Gullet SSSI, both key GI assets. Design coding will also ensure connectivity and permeability are built into the fabric of the site design.

G57 Trees/Hedgerows on Site

No trees within the site are currently protected by a Tree Preservation Order. Due to the outline nature and the size of the proposal it is difficult at this stage to be specific about the exact number of trees and length of hedgerow that will be lost due to the development. This will be required to accommodate the scheme, including the delivery of key access infrastructure. It is however proposed that some trees and hedgerows will be retained as part of the development, and will be incorporated into the on-site GI. A number of conditions are recommended in relation to trees and hedgerows (conditions 58- 63). The Habitat Creation Plan (received 10 September 2009) identifies that some hedgerows and trees will be retained as part of the GI network. The Ecological Management Plan to be developed will build upon this outline plan and will provide specific detail about how these habitats will be conserved and management of them.

G58 Phasing of GI Delivery

The on-site GI will be delivered on a phased basis (3 phases). This approach is considered to be acceptable. However, the detail of what is being delivered at what point during the development needs amendments and further detail. The Elizabeth Road link for example is due to come forward prior to phase 2 whilst the open space/habitats delivery at this location is currently proposed for phase 3. The GI should be in place prior to the link being created to help to minimise the environmental impact. It is therefore considered reasonable to impose a condition to secure GI phasing plans. Conditions or S106 obligations will also be used to formally secure the delivery of particular elements of GI for example pitches or play spaces to ensure that they meet the needs of the new population. As part of this GI delivery strategy it is proposed to deliver interim GI alongside final on-site GI components to ensure spaces are suitably prepared ahead of the phase in which they need to be fully delivered to complement and keep pace with built development.

G59 Biodiversity and Protected Species

PPS 9 'Biodiversity and Geological Conservation' requires that developments should maintain, enhance, restore or add to biodiversity interests; developments provide

opportunities for building in beneficial biodiversity as part of good design. Protected species should also be protected from the adverse effects of development. Policies of the Development Plan (EMRP Policy 29, and CSS Policies 5, 13(o) and 16 (j)), as outlined at the start of this report section, support this guidance.

G60 Wildlife Sites/Designations

The site and its immediate surrounds are predominantly under intensive arable cultivation and of low nature conservation value. There are no protected site designations within the site; there are no Special Areas of Conservation (SAC), no Special Protection Areas (SPA) and no Ramsar sites within or in close proximity to the site. A number of Sites of Special Scientific Interest are however found to the east and west of the application site. The Southfield Farm Marsh SSSI (also a Nature Reserve) is found to the west of the site whilst Twywell Hills and Dales Nature Reserve and Twywell Gullet SSSI are located to the east. A SSSI at Cranford St. John is found to east of the site, south of Cranford. The Upper Nene Gravel Pits SSSI, which is close to Thrapston, is also a proposed Special Protection Area (pSPA) and proposed Ramsar site. The proposed development is unlikely to have significant effect on the site due to the considerable distance between the pSPA and the proposed development. Two potential wildlife sites are found within the site. Overall no statutorily designated nature conservation sites will be impacted upon as a result of this development. The site also appears to be within the following Biodiversity Character Areas: Alledge Valley and Ise Valley Limestone Slopes and the River Ise and Alledge Brook Minor Floodplain.

G61 Ecological Surveys

Ecological surveys were carried out over a study area which is wider than the application site. These surveys therefore consider the wider ecological context. The mitigation strategies will be primarily focused on the application site. Habitats on site include hedgerows, field ditches, woodlands areas, watercourses and water bodies.

G62 The proposed highway works including works to junctions of the A14, which are not part of this planning application, will require some additional ecological survey work. The local planning authority considers that this work should be undertaken when formal planning applications for the highway works are submitted.

G63 Great Crested Newts

Surveys of water bodies within the site indicate the presence of great crested newts. They are present in three ponds within the application site. Hedgerows and ditches for example provide a good network around the site for migration and shelter whilst woodland areas provide suitable foraging habitats.

G64 Potential effects of the development include:

- Loss of one breeding pond which supports great crested newts.
- Loss, fragmentation and severance of hedgerows which provide habitat and corridors of movement for the species.
- Fragmentation and isolation of existing and new habitats.

G65 Mitigation measures include:

- Two newt reserves will be created on site one within the northern area of the site and one in a central location, within the Central Park. These will receive

- Habitat creation and enhancement suitable for the species.
- Exclusion fencing to minimise the risks to the species during construction.
- Provide greater terrestrial and aquatic habitats in the long-term.
- Amphibian tunnels, and associated fencing, will be created where needed along the street network and to facilitate crossing points.

G66 Badgers

The site provides sub-optimal habitats for badgers. It does provide some potential foraging opportunities but this is of limited value. Linear features such as hedgerow provide a network or movements across the site. Hedgerows and ditches provide the most value habitats. No main setts are positioned on site although some outlier setts are present.

G67 Potential effects of the development include:

- Disturbance to setts.
- Closure of outlier setts.
- Disturbance to foraging habitats.
- Potential isolation and fragmentation of clans due to new road infrastructure and loss of hedgerows.
- Increased mortality due to new street network and traffic.

G68 Mitigation measures include:

- Creation of habitats suitable for sett creation and foraging.
- Installation of badgers tunnels and associated fencing below roads where appropriate.

G69 Bats

Surveys have identified bats foraging and commuting over the site in a number of areas; hedgerows for example provide good foraging habitats and commuting habitats. Several buildings and trees within the site have been identified as potential roost habitats. The proposals will involve the loss of some fields, trees, hedgerows and a number of farm buildings. The development will therefore result in the loss of areas of habitat currently used as foraging and commuting routes.

G70 Potential effects of the development include:

- Breaching of foraging routes along linear features including hedgerows and ditches.
- Loss of bat roosts (actual and potential) due to demolition of buildings at Poplars Farm and felling of trees.

G71 Mitigation measures include:

- All new and retained hedgerows which will be breached by new roads will be designed to ensure bats are raised above the height of vehicular traffic through the building up of and management of hedgerows ends to an appropriate height through canopy and tree planting.
- Lighting will be kept to a minimum, will be designed to reduce spill, be of the lowest intensity as possible and will be downwardly in direction. Where lighting can be avoided it will be.
- Bat boxes will be erected to replace tree and building, potential and actual,

- New hedgerows are proposed to provide connectivity across the site reducing likelihood of bat populations becoming isolated.

G72 The proposed mitigation strategy will provide additional roosts, habitats and foraging opportunities. Both Natural England and the Wildlife Trust are satisfied that the mitigation strategy will successfully mitigate any impact on bat populations affected by the development.

G73 Other Species

Surveys have been carried out for birds, reptiles, water vole, otter, and brown hare. No mitigation strategies for these species are considered to be required. The development should however be carried out in accordance with the recommendations of the Ecological Chapter of the ES and this should be secured by condition (condition 43, 44 and 45). A method statement for reptiles is however required to ensure protection from construction activities. This will be secured by condition (condition 46). No mitigation is required for this species as they were recorded in areas where existing habitats are to be retained.

G74 Protected Species Summary

The mitigation strategies outlined for bats, badgers and great crested newts are sufficient to mitigate any potential impact on local populations of these species. Conditions are recommended to secure these strategies and identified measures.

G75 Habitat Creation

An Ecological Management Plan, required by condition 47 (recommended by both Natural England and the Wildlife Trust), will set out the detail of the appropriate conservation management of both the existing and the new habitats in perpetuity. This will include detailed management prescriptions for each part of the area and an explanation of the long-term monitoring programme. It must include what is to be done, when it is to be done, how frequently it will be done, what manpower will be needed, what tools and equipment will be needed and how much it cost. The Management Plans will be developed in accordance with the Habitat Creation Plan (received 10 September 2009) submitted as part of the planning application. The Habitat Creation Plan is included at Appendix I.

G76 The Habitat Creation Plan identifies the contributions the application will make to Northamptonshire Biodiversity Action Plan (BAP) targets. The BAP sets out the highest priorities for action, to conserve the Northamptonshire's threatened and declining habitats. BAP habitats are essential part of GI and contribution to these targets is vitally important. New development is an opportunity to integrate and enhance biodiversity, which plays an important role in developing a good environment and sustainable development. Specifically the Habitat Creation proposals will contribute to the habitat action plans including those for hedgerows, lowland calcareous grassland, lowland meadows, wet woodland, rivers and lowland mixed deciduous woodland and the species action plan for Water Voles. The Wildlife Trust has confirmed that the above proposals are acceptable.

G77 Recommended Conditions

Conditions are recommended to secure:

- Mitigations strategies for Protected Species (condition 43, 44 and 45);
- The production, implementation and monitoring of an Ecological Management Plan in accordance with the Green Infrastructure Framework Habitat Creation Plan (received 10 September 2009) (condition 47);
- The Green Infrastructure Environmental Statement Supplement proposals (August 2008) Proposals (condition 48).
- A Walking and Cycling Audit; and
- Design Coding for the site.

G78 Conclusions

GI is a key component in building sustainable communities and successfully delivering the growth agenda. The application proposals together with appropriate conditions and S106 obligations will ensure that a net gain in GI is delivered; the proposed on-site GI framework, including formal and informal open space, and off-site GI contributions and works will help to protect existing assets and will create an enhanced GI network, linking into the North Northants GI network as identified by Policy 5 of the CSS. Furthermore the habitat creation proposals will make a positive contribution to the overall biodiversity of the site. This together with mitigation strategies for protected species within the site will ensure a net gain in biodiversity is achieved. The development is therefore in accordance with PPS 9, East Midlands Regional Plan Policies 26, 27, 28, 29, 30 and 33 , MKSM Strategic Policy 3, Policies 5, 13 16 of the North Northants Core Spatial Strategy (CSS) and the Kettering East Strategic Design SPD.

H Heritage Assets

H1 National Planning Policy

PPG15. Planning and the Historic Environment

PPG15 states that the impacts of a development proposal on the setting of or views into or out of Conservation Area are a material consideration in the determination of the application. Similarly the effect of proposed development on a registered park or garden or its setting is a material consideration in the determination of a planning application.

H2 PPG16. Archaeology and Planning

PPG16 sets out government policy on archaeological remains, and how they should be preserved or recorded. The desirability of preserving an ancient monument and its setting (whether that monument is protected or not) is a material consideration in the determination of planning applications. Where nationally important archaeological remains, whether scheduled or not, and their settings, are affected by proposed development there should be a presumption in favour of their physical preservation. PPG16 states that Local Planning Authorities have a duty to be fully informed about the nature and importance of any archaeological remains and the setting of those remains, which lie within the application site before determining a planning application. Where consent is given for development that will destroy archaeological remains PPG16 makes provision for the excavation and recording of these sites.

H3 Draft PPS15 Planning for the Historic Environment

A draft PPS15 was published in July this year, proposed to replace PPG15 (Planning and the Historic Environment) and PPG16 (Archaeology and Planning). Consultation ends 30th October 2009. The draft moves from individual designations (which still remain) to a holistic view of what constitutes the Historic Environment and how this can be assessed. The document covers designated heritage assets (i.e. listed buildings, scheduled ancient monuments etc) but also those not covered by the existing regime which are of demonstrable historic, archaeological, architectural or artistic interest.

- H4 Objectives include the application of sustainable development principles to development involving the historic environment, taking into account the positive benefits of conserving and where appropriate enhancing the historic environment.
- H5 It also notes that any heritage assets should be conserved and where appropriate enhanced in a manner appropriate to their significance, ensuring that there is a full understanding of the heritage asset before decisions are made, they are put to a viable use which is consistent with their conservation, the positive contribution of the assets to local character and sense of place is recognised and historic assets are integrated into general planning policy and promoting place making.
- H6 **Regional Plan for the East Midlands**
Policy 2: Promoting better design
This policy states that the layout, design and construction of new development should be continuously improved including in terms of reducing CO² emissions and providing resilience to future climate change through various measures, the most relevant of which to this section of the report is the need for new development to have a design lead approach which takes account of local natural and historic character.
- H7 Policy 26: Protecting and Enhancing the Region's Natural and Cultural Heritage
This policy states sustainable development 'should ensure' that the regional's natural and cultural heritage is protected, enhanced and managed appropriately. It sets out various principles, the most relevant to this section being connected to the impact of development on historic assets, the definition of historic assets includes listed buildings, conservation areas and archaeological remains.
- H8 As historic assets are usually irreplaceable damage to them should be avoided wherever and as far as possible. If damage is unavoidable, it should be minimised and clearly justified by the need for the development in that location. The need for the development must outweigh the damage caused to the historic asset by the development. Unavoidable damage which cannot be mitigated should be compensated for, preferably in a relevant local context and where possible in ways which contribute to social and economic objectives.
- H9 Policy 27: Regional Priorities for the Historic Environment.
This policy states that Local Authorities should understand, conserve and enhance the historic environment in recognition of its intrinsic value and its contribution to the regions quality of life. In the growth areas development should promote sensitive change of the historic environment. To achieve this Local Authorities should identify and assess the significance of historic assets and their settings, use characterisation

to understand the past's contribution to the landscape in areas of change and promote the use of local building materials in new development.

H10 Policy 31: Priorities for the Management and Enhancement of the Region's Landscape

Natural and heritage landscapes should be protected and enhanced by the promotion of initiatives to protect and enhance the particular character of Rockingham Forest. Local Development Frameworks should contain policies which protect and enhance landscape character in development proposals in urban and rural fringe areas. The value of tranquillity and dark skies should be recognised. Local Development Frameworks should identify landscape and biodiversity protection and enhancement objectives through the integration of Landscape Character Assessments with historic and ecological assessments. Where not already in place, Local Authorities should prepare Landscape Character Assessments to inform the preparation of Local Development Frameworks.

H11 **Core Spatial Strategy**

Policy 13: General Sustainable Development Principles

This policy provides a list of criteria which development in North Northants should meet. The key aim of the policy is that today's development should meet the needs of residents and businesses without compromising the ability of future generations to enjoy the same quality of life that the present generation aspires to.

H12 Additional criteria from the policy of particular relevance to this section of the report are that development should raise standards by being of a high standard of design, with architecture and landscaping which respects and enhances the character of its surroundings and is in accordance with the Environmental Character of the area. Development should create a strong sense of place by strengthening the distinctive historic and cultural qualities and townscape of the towns and villages through its design, landscaping and use of public art; and should protect assets by conserving and enhancing landscape character, historic landscape designated built environmental assets and their settings, and biodiversity of the environment making reference to the Environmental Character Assessment and Green Infrastructure Strategy.

H13 Policy 16: Sustainable Urban Extensions

This policy has a list of criteria which any SUE in North Northants should meet. The relevant criteria to this section of the report states that Master Plans for the sustainable urban extensions should show development which respects the environmental character of its rural surroundings and existing townscape character. Particular attention should be given to the creation of a well designed and defined edge to development and a sensitive transition to adjoining areas in the wider countryside. Proposals will need to include plans for the long term use and management of these areas.

H14 **Consultation Responses**

NCC Archaeological advisor

The County Archaeological Adviser has objected to the application, as based upon the desk based assessment (DBA) contained within the ES there is not sufficient information or certainty for the archaeological potential of the application site to be

identified. This means that the impact of the development on the archaeological resource cannot be properly assessed and understood. It is considered essential that further field evaluation (such as geophysical survey work and trial trenching) is required and in line with PPG16 this work should be carried out prior to the determination of the application.

- H15 The results of the evaluation should provide sufficient information to determine the extent, character and significance of archaeological remains present and allow an informed assessment of the impact of the development on the heritage resource to take place. Any alterations to the masterplan that might be required as a result of the findings could then be made prior to the determination of the application.
- H16 English Heritage
English Heritage has objected to the proposal on the grounds that the indicative corridor route of the Weekley and Warkton Avenue (WeWaA) will have an unacceptable impact on Boughton Park Grade I Listed Park and Garden, which they consider to be of international importance. English Heritage considers that it would be premature to determine the application until full consideration has been given to all options for the new road. Although alternative arrangements for the road have been discussed English Heritage considers that these have no status in planning terms and cannot be taken into account in giving advice on the current proposal. Any proposals for the line of the road should be subject to public consultation as part of a full planning application.
- H17 English Heritage acknowledges that the application site lies within a growth area, that there is local support for measures to relieve the impact of traffic on the villages of Warkton and Weekly and the eastern part of Kettering and that 2,700 dwellings can be constructed before there is a need for the WeWaA.
- H18 As a result English Heritage recommends that the application is either refused or the decision deferred until the actual alignment and design of the WWA are known. If the Local planning Authority is minded to grant planning permission with conditions English Heritage recommend that a condition is imposed restricting development to 2,700 dwellings until planning permission for the WeWaA has been granted.
- H19 **Archaeology**
There are no scheduled ancient monuments within the application site. The Environmental Statement which accompanies the application contains a Desk based assessment (DBA) of the archaeological potential of the application site and surrounding area. The DBA shows that there is evidence of Iron Age, Bronze Age and Roman activity occurring across the application site.
- H20 As noted above the evidence provided with the DBA is not considered sufficient to allow a fully informed assessment of the impact of the proposal on archaeological remains to take place. The ES supports this view, noting that a large number of archaeological and historic sites have been identified within the study site and in its vicinity and that it is not currently possible to assess the potential impacts of development on these resources.

- H21 To progress this issue a brief (see appendix J) detailing the nature and extent of the work required has been agreed. The Archaeological Adviser has accepted that in this case the evaluation can take place after the application has been reported to the Planning Committee and before the signing of the S106 agreement and formal issue of the decision notice.
- H22 The necessary field evaluations and assessment of the results can take place along side work to finalise the S106 agreement and to provide further information in relation to noise, air quality and contamination and the WeWaA. It is considered that this approach will allow the impact of the development upon any archaeological resource to be properly and fully assessed in line with the requirements of PPG16.
- H23 **Historical Landscape**
There are no listed buildings or Conservation areas within the application site, however the western boundary of Cranford Conservation Area lies between 430 and 790m from the eastern boundary of the application site and the northern most point of the site is located approximately 290m from the patte d'oie (a point where straight walks radiate from a point) which forms part of the Grade 1 Listed Park and Garden associated with Boughton House, itself a Grade 1 Listed Building (see appendix K for the listing description).
- H24 The impact of the proposal on the historic landscape, the setting of the Conservation Area and on the setting of the Grade 1 listed Park and Garden and upon the Grade 1 Listed Boughton House are material considerations in the determination of the application.
- H25 The entire application site falls within Rockingham Forest, a title taken from the royal hunting forest that existed across the area from the 11th to 19th centuries. The area now known as modern Rockingham Forest extends beyond the historical boundaries and is defined by a combination of these former legal boundaries and its physical characteristics. Rockingham Forest runs from Kettering to Peterborough and covers over 200 square miles. The cohesiveness of the area is recognised by its designation as 'National Character Area 92' (NCA92) in English Nature's National Character Area Map of England (2006) (see Appendix L). This map subdivides England into 159 National Character Areas and provides a picture of the differences in landscape character at the national scale. These character descriptions of each NCA highlight the influences which determine the character of the landscape, for example land cover and buildings and settlement. Policy 31 of the Regional Plan states that initiatives should be developed to protect and enhance the character of natural and heritage landscape of Rockingham Forest.
- H26 Policy 13 of the Core Spatial Strategy requires new development to be of a high standard of design, with architecture and landscaping which respects and enhances the character of its surroundings and is in accordance with the Environmental Character of the area. Development should make reference to the Environmental Character Assessment and should protect assets by conserving and enhancing landscape character, historic landscape designated built environmental assets and their settings.
- H27 The Northamptonshire Environmental Character Assessment describes the physical

environment of Northamptonshire. It breaks down the broad brush landscape categorisation given in the English Nature Character Map, in which Northamptonshire is covered by five landscape designations, into 16 far more detailed Environmental Character Areas.

- H28 The Strategy includes guidelines for each of the 3 major landscape components, historical, ecological and modern. Each of these components has an individual character assessment and strategy; The Historic Landscape Character Assessment, The Current Landscape Character Assessment and The Biodiversity Character Assessment. This section of the report concentrates on the Historical Landscape Character Assessment. For each Landscape Character Area the assessment includes Key Historic Character Features and guidelines to help direct change within that area. These Key Features and guidelines should be taken into account when determining a planning application. (see Appendix M)
- H29 The application and surrounding areas are covered by two Historic Landscape Character Areas. The majority of the site (the area to the east of the Ise Valley) falls within the 'Reinstated Mineral Workings' Historic Landscape Character Area. These areas have been subjected to quarrying, often since the Roman period, with large scale quarrying and associated activity from the Victorian period onwards. As a result of this large scale extraction these areas are characterised by large irregular fields, with limited internal boundaries (hedgerows), limited upstanding earthworks (eg. ridge and furrow) and historic monuments. There are other examples of this type of landscape within Northamptonshire (see appendix M).
- H30 A much smaller part of the site, the area to the north of the Ise Valley, containing the access road from Elizabeth Road, residential development, a primary school and one of the Local centres, falls within the Fragmented Parliamentary Enclosure Historic Landscape Character Area.
- H31 These areas overlook the valleys of major rivers and tributary streams, in this case the Ise Valley and are characterised by blocks of parliamentary enclosure fields which are interspersed with large fields (created by the removal of hedgerows) and other modern features (e.g. disused airfields) as well as areas of pre-parliamentary enclosure. Fragmented Parliamentary Enclosure Historic Landscape Character Areas can be large and as a result often include archaeological and historical monuments or, as in this case, the major landscaped parkland of Boughton Park. There are other examples of this type of landscape within Northamptonshire (see appendix M).
- H32 As stated earlier the impact on the landscape in general, and on Cranford Conservation Area and Boughton Park Historic Park and Garden of this development will be irrevocable and cannot be understated. The application site is not however, covered by any national designation such as an Area of Outstanding Natural Beauty, National Park or Site of Special Scientific Interest. The application site lies on the edge of the Rockingham Forest character area, and is a very small part of it. It is bordered by the existing town of Kettering to the west and the A14 to the south, which reduces the contribution that the site makes to the understanding of Rockingham Forest as a whole. Examples of the landscape types detailed above do occur elsewhere within Northamptonshire, further reducing the overall value of this

area at a regional and national level.

H33 Weekley Warkton Avenue

As discussed in the Transport section of this report the WeWaA is not part of this application, and the need for it has not yet been proven. Until further information about this has been provided it is not possible to discuss this aspect of the proposal.

H34 Discussion

The development of this site will undoubtedly have an irrevocable impact upon the character of this landscape. Although measures can be taken to mitigate the visual and environmental impact of the development, it is obvious that a development of 5,500 dwellings, plus schools, employment site and the associated infrastructure cannot just 'disappear' into the landscape. The question is whether the need for the development in this location and the community benefits that it will bring outweigh the impact of the proposal upon the landscape and the archaeological and historical resources within that landscape. If this is considered to be the case, measures must be taken to, where possible, protect the heritage resource and to mitigate the visual impact of the development on existing communities.

H35 As has been previously discussed Kettering Borough has been allocated as a growth area in the East Midlands Regional Plan, with Policy 13b of that Plan having a requirement for North Northants to provide 66,075 dwellings between 2001 and 2026 and the Milton Keynes-South Midlands Sub Regional Plan having a requirement of 13, 100 dwellings from 2001 to 2021.

H36 The CSS method of accommodating the required growth is through the provision of Sustainable Urban Extensions at the three growth towns (Kettering, Corby and Wellingborough). This approach is supported by the RSS and MKSM, has been through government inspection at regional and local level and was found to be sound. The CSS is adopted policy which forms part of the Development Plan for Kettering Borough.

H37 Policy 10 and Table 5 of the CSS breaks the overall RSS figure of 66,075 dwellings down to Borough and then town level, although only to 2021. Kettering Borough as a whole must provide 13,100 dwellings between 2001 and 2021, and Kettering town 7,500 dwellings in the same period. Policy 9 of the CSS allocates a broad location of land to the east of Kettering for a Sustainable Urban Extension, with an indicative provision of 4,200 dwellings to 2021. The principal of; and need for a SUE in this broad location is therefore well established through the Development Plan process.

H38 It is not considered that a refusal of planning permission for the site on the grounds of the impact it will have on the heritage resource is justified, subject to a satisfactory resolution to previously expressed concerns about archaeology and the need for the WeWaA.

H39 Having established that the need for development outweighs the need to protect the landscape, it is imperative that the impact of the development is as positive as possible, whilst acknowledging that there still will be an impact. The masterplan shows mitigation in the form of open spaces towards those edges of the development that are against open countryside. The site contains large areas of

formal and informal space, which means that the land is not built over in its entirety, although the agricultural nature of the land will be lost to be replaced with a more formal domestic landscape.

- H40 Between the granting of planning permission and the submission of the first reserved matters application condition 31 requires the submission and approval of a Design Code. Condition 32 ensures that Reserved Matters applications must accord with the Design Code and must show how they accord with the Design Code. The Design Code process will allow the characteristics of each landscape area and the guidelines for development within these character areas to be taken into account for Reserved Matters applications.
- H41 The Design Code can show that the edges of the development warrant particular attention to ensure the creation of a well designed and defined edge to development and a sensitive transition to adjoining areas in the wider countryside, with particular reference to the need for differing treatments for the edges closest to Cranford and Boughton Park.
- H42 **Conclusion**
It is considered that the need for development in this area, as evidenced by Policies 3, 11 and 13b of the RSS, Policies SP1 and Northamptonshire 1 of MKSM and Policies 1, 7, 9 and 10 of the CSS outweighs the undoubted impact the proposal will have on the landscape. To comply with Policies 2. 26 and 27 of the RSS, Policies SP3 and Policy Northamptonshire 1 of the MKSM SRS and Policies 13 and 16 of the CSS, conditions have been put in place to ensure that the impact of the development on the heritage resource will be mitigated and that impact upon the historic resource is considered in all relevant Reserved Matters applications.

I Community Facilities

- I1 The wording 'Community facilities' in this report should be taken as referring to the widest sense of the word (community centres, meeting rooms, health facilities, sports facilities, schools, shops, emergency services etc).
- I2 **Relevant PPS**
PPS1. Delivering Sustainable Development.
PPS1 sets out the overarching planning policies on the delivery of sustainable development through the planning system.
- I3 Planning Policy Statement: Planning and Climate Change - Supplement to Planning Policy Statement 1
This Planning Policy Statement (PPS) sets out how planning, in providing for the new homes, jobs and infrastructure needed by communities, should help shape places which have lower carbon emissions and are resilient to climate change.
- I4 PPS3: Housing
Planning Policy Statement 3 underpins the delivery of the Government's strategic housing policy objectives and the government's goal of ensuring that everyone has the opportunity to live in a decent home, which they can afford in a community

where they want to live.

- 15 **PPG17: Planning for Open Space, Sport and Recreation**
PPG17 sets out the governments policies for Open Space, Sport and Recreation. It recognises that Open Spaces, sport and recreation play a vital role in the creation of sustainable communities and gives guidance on this should be taken into account in the determination of planning applications.
- 16 **East Midlands Regional Plan**
Policy 1: Regional Core Objectives
Of particular relevance to this section are the following Regional Core Objectives; reduce social exclusion; improve health and mental, physical and spiritual well being of residents; improve accessibility to jobs, homes and services; and minimise adverse impacts of new developments and promote optimum social and economic benefits.
- 17 **Policy 2: Promoting better design**
Of relevance to this section are the following; improve development to ensure well designed safe development which is resilient to climate change, responds well to local context, and makes efficient use of land, with easy access to local facilities. The policy also states that ‘all urban extensions that require an EIA (the application falls into this category) achieve the highest viable levels of building sustainability’.
- 18 **Policy 42: Regional Priorities for Culture, Sport and Recreation**
Local Authorities should work to ensure that there is adequate provision of sports and recreational facilities in the growth towns
- 19 **Policy 46: A Regional Approach to Behavioural Change**
Local Planning Authority’s should work to achieve a behavioural change which reduces the need to travel by altering attitudes towards the private car, public transport and walking and cycling. Measures include Travel Plans for new development sites, safe routes for pedestrians and cyclists, and secure cycle storage in new developments.
- 110 **Milton Keynes-South Midlands Sub-Regional Strategy**
MKSM Strategic Policy 3: Sustainable Communities
Of particular relevance to this policy is the recognition that Sustainable Communities will be achieved through the implementation of development in accordance with a number of principles. Those of particular relevance to this section are; providing the social infrastructure in accordance with current deficits and additional demands; ensuring good accessibility and better public transport, and safe and convenient movement on foot/by cycle.
- 111 **MKSM SRS Northamptonshire 4: Corby, Kettering and Wellingborough**
Social Infrastructure should be developed to meet the needs of the three growth towns and sustainable urban extensions. Particular mention is given to the need to improve and extend education from primary to higher education, and to expanding and modernising health care.
- 112 **North Northamptonshire Core Spatial Strategy**

Policy 6: Infrastructure Delivery and Developer Contributions

New development will be supported by the timely delivery of the infrastructure, services and facilities required to provide balanced, more self-sufficient communities. Development will be phased in relation to the delivery of infrastructure. Developers will either make direct provision or will contribute towards the provision of local and strategic infrastructure required by the development either alone or cumulatively with other developments.

I13 Policy 14: Energy Efficiency and Sustainable Construction

Non-residential development (such as community centres, sports halls and pavilions) should be constructed to meet the 'very good' BREEAM/Eco-building assessment.

I14 Policy 16: Sustainable Urban Extensions

This policy states that SUE's should be Master planned and include a level of services (retail, leisure, social, etc) that will meet the day to day needs of residents but will not compete with the town centre. The SUE should have well-designed and overlooked cycleways and walking routes to serve facilities, and all housing should be located within a maximum walking distance of 300m of a bus service. The proposal should also allow for local and neighbourhood waste management facilities for the separation, storage and collection of waste to increase the efficiency of its subsequent re-use, recycling and treatment.

I15 **Discussion**

The importance of Community facilities in the widest sense of the word (meeting rooms, sports facilities, schools, shops etc) cannot be underestimated. They are vital in building a community and play a major part in improving people's sense of well being in the place they live. As a focal point for community activities, they can bring together members of communities and provide opportunities for people for social interaction. Such facilities also promote healthy living, help to prevent illness, and assist the social development of children of all ages through play, sporting activities and interaction with others.

I16 The provision of these facilities close to each other and in locations accessible by different modes of transport will be help to ensure and build a sustainable community at East Kettering. It is just as important that these facilities are what the people who live in these new communities will want, rather than what we think they will want – a point that will be referred to later in this section.

The application proposes the following Community facilities.

I17 **District Centre**

The application details show that the District Centre will be a mixed use area located at the meeting point of the existing footpath network GF19, GF8 and VD11, and the four primary streets that are proposed to run through the development. The District Centre surrounds two thirds of the area known as the 'Central Park', a parkland area of public open space. The District Centre is located on south, south-easterly and east facing slopes, which will give this key public space a degree of passive solar heating. The District Centre will act as the public transport hub for the SUE. To the south of the District Centre is the secondary school (SS1) required to serve the

development and, on a separate but neighbouring site one (PS4) of the four primary schools. A separate private health clinic (HC1) is to be located to the east of the District Centre. A Waste Management Facility will also be located within the District Centre.

- I18 The District Centre will contain a mix of shops, services, businesses, community and leisure facilities, a primary and secondary school, open space, a health centre, and private nursery. The District Centre will comprise 50,620 sq m of floorspace, the proposed mix is:

Use Class	Floorspace (sq m)
Retail (A1): Convenience (Food, drink, newspapers, sweets etc)	2, 100
Retail (A1): Comparison (household and recreation items)	3, 000
Retail (A1): Specialist e.g.pharmacy, dry cleaners, launderettes, post office	250
Financial (A2):	2, 000
Restaurants A3, A4, A5	500
Business (B1)	11, 550
Residential (C3)	(265 units) 22, 620
Non-residential/institutions: Community Use (D1)	4,000
Health Centre (D1)	2,000
Children's Nursery (D1)	500
Assembly and Leisure (D2)	1,800

Figures based on 21st August 2009 Land Use Schedule

Condition 14 will be imposed, restricting the development to the split between use classes shown above.

I19 **Local Centre**

The application proposes three Local Centres, which aim to be smaller community hubs for the areas they serve. Local Centre 1 is located in the northern most part of the site, opposite one of the three primary schools proposed (LC1/PS1 on the Masterplan). Local Centre 2 is situated in the eastern half of the site, close to an existing wooded area which is to be retained as Structural landscaping (FOS 2). A primary school is proposed to the north-west of the Local Centre. The third Local Centre (LC3) is sited in the approximate location of Poplars Farm.

- I20 The Local Centres will be accessible by all modes of transport, and the primary schools have deliberately been located close by to allow for/encourage combined trips. The Local Centres are also close to formal or informal open space and it is possible that the larger play areas (Neighbourhood Equipped Areas for Play) will be located close to these areas, again to combine trips and help create a sense of community for residents and workers. The buildings within the Local Centres will be located and designed to have street frontages, giving them a visual presence within street scene which will heighten the sense of community and make catch passing trade.

- I21 The Local Centres will have a total of 8,600 sq m floorspace divided between them,

as shown in the tables below:

Local Centre	Size (ha)	Floorspace (sq m)
LC1	1.0	3,200
LC2	1.2	4,400
LC3	0.9	1,000

Figures based on 21st August 2009 Land Use Schedule

Use Class	Floorspace (sq m)
Retail (A1): Convenience (Food, drink, newspapers, sweets etc)	400
Restaurants A3, A4, A5	700
Residential (C3)	(65 units) 5,500
Non-residential/institutions (D1)	1,400
Assembly and Leisure (D2)	600

Figures based on 21st August 2009 Land Use Schedule

- l22 The above breakdown is for the three Local Centres, and could, potentially result in all of the A1 retail floorspace being located in one centre, with all the A3, A4 and A5 uses in another. It is vital that the Urban Extensions are sustainable; this means that day to day needs can be met on the site, and accessed by means other than the private car. The concentration of one particular use in any of the Local Centres is contrary to this aim, and may result in less mobile members of the community being unable to access key services without resource to the car. To avoid this occurring it is proposed to add conditions 19 and 20 which will require a minimum of 100 sq m of A1 floorspace and 450 sq m of Community use floorspace in each Local Centre.
- l23 **Education**
The application makes provision for four primary schools, all on 2 hectare sites with on-site playing fields. Primary School 1 (PS1) is situated in the northern most part of the site, and backs onto one of the main routes through the site. To the north of PS1 is Local Centre 1. Primary School 2 is to the north of the District Centre, separated from it by informal open space and an area of housing development (R14). Primary School 3 is located in the eastern half of the site, to the north-east of Local Centre 2. Primary School 4 is to the south of the District Centre and opposite the reserve site of the possible secondary school. The anticipated bus route will pass by, or close to, all four school sites, exact details of the route and bus stops will be included in the Travel plan required by the S106 agreement.
- l24 The developer can opt to provide the primary schools themselves or to pay a contribution to the County Council who will then provide the schools. The exact details are contained within the S106; the first primary school will be open within the first phase of development, after the occupation of the 300th dwelling. The second Primary school will be provided in the first half of Phase 2, with the third and fourth being provided in Phase 4. The Local Education Authority has no objection to this approach.
- l25 A 500 sq m private nursery is proposed within the District Centre. This will be operated by a private nursery provider rather than the County Council and will come forward in the first phase of the development. Condition 17 has been imposed to

secure this area of floorspace.

- I26 The application includes a reserve site for a secondary school. The proposed site covers 11 hectares (this area includes playing fields) and is located to the south of the Central Park area. The site is close to the District Centre and will be accessed by walking and cycling routes. The anticipated bus route will pass the school site, exact details of the route and bus stops will be included in the Travel Plan. The Local Education Authority will be reviewing secondary school needs in 2016, and should this review identify the need for a secondary school on site the land and additional financial contributions as detailed in the S106 agreement will be made available.
- I27 The Local Education Authority agrees with the number and sizes of the schools proposed, but are unhappy with the location of the possible secondary school. They are concerned that the school is too close to Latimer School and as a result could pull pupils from the Latimer School area. The comments of the County Council as the Local Education Authority have been carefully considered; however, as discussed above, it is vital that Kettering East is a sustainable extension to the town. To achieve this, the services likely to generate the most 'trips' have been located together, which should allow one trip to serve many purposes, for example the school drop off, shopping, work and leisure activities. The removal of the secondary school from this mix is likely to have an adverse impact upon efforts to achieve a sustainable community and for this reason the Secondary School site shown on the Masterplan is considered to be acceptable.
- I28 **Indoor Sports Facilities (D2 use class)**
The calculation for the amount of Indoor Sports facilities required as a result of the development is based on The Sport England calculator. The calculator shows that the application generates a need for;
- 62% of a swimming pool (£ 1,308,649)
 - One four-court sports hall (£ 2,462,638)
 - 76% of an indoor bowls rink (£ 190, 689)
- I29 A swimming pool is not required on site as it is unlikely that there would be sufficient demand for two swimming pools within the town. It is also considered that the existing pool, located in the town centre will be more accessible to more people than a pool located on Kettering East. Part of the £20 million contribution from the development to the town centre could be used to improve or extend the existing swimming pool.
- I30 The applicants propose 1,800 sq m of D2 (assembly and leisure) use within the District Centre. This is sufficient for a four-court sports hall, which is the need generated by the development. This is in addition to the 4,000 sq m of community floorspace also proposed in the District Centre, which could be designed to accommodate indoor sports.
- I31 The exact detail of indoor sports provision at Kettering East will be the subject Reserved matters application(s). As the development will be built out over 10 to 13 years it is considered that a degree of flexibility is required. This will prevent

decisions being made now about indoor sports provision which could result in facilities being built which do not meet the needs of future residents of the SUE. For example, community access to a four-court sports hall at one of the schools would go some way to meet the indoor sports provision requirement, as would shared multi-purpose facilities at the various Community Facilities proposed at the District Centre and Local Centres. This may be considered the best way to meet need now, but in some years time it may be felt the need for indoor sports facilities on site will best be met by a purpose built multi-sports facility.

- I32 This approach will also allow the facilities to take advantage of the most up to date renewable energy technologies, building design and so on. To give the Local Planning Authority certainty that the indoor sports facilities will be provided, but still give the degree of flexibility discussed above the provision of these facilities has been conditioned (Condition 19). The Condition also ensures that the eventual building will be suitable for a mix of uses and complies with the relevant standards that are in place when it is built. For the same reason the community use of the schools has also been conditioned. (Condition 20B).
- I33 A total of 600sq m of D2 Assembly and Leisure floorspace is also proposed between the three Local Centres. This is to be secured by condition 20A.
- I34 **Community Hall facilities (D1 use class)**
The application proposes 4,000 sq m of community floorspace upon which a multi-purpose community building will be constructed. This will be located within the District Centre and is in addition to the 1,800 sq m of Assembly and Leisure floorspace also proposed at the District Centre. The exact detail of the building and community floorspace will be the subject of a Reserved Matters application, but (for the reasons discussed in the Indoor Sports Facilities section above) the building will need to be designed to be suitable for a range of activities such as meetings (playgroups, WI, senior citizens groups, faith groups etc) children's groups (scouts and guides), sport (badminton, short mat bowls, gymnastics, keep fit, martial arts, five a side football etc), music, dance, drama, receptions, discos and so on. Generous storage is essential to support a full range of activities. As discussed in the Indoor Sports Facilities section above, the community building and sports hall could be joint facilities sharing common services, for example a cafe, reception desk etc or two separate buildings.
- I35 The S106 agreement requires the developer to provide the D1 community building at the District Centre prior to the occupation of 2,500 dwellings and Condition 15 has been imposed to ensure that the eventual building will be capable of accommodating various uses and complies with the relevant standards that are in place when it is built.
- I36 The application also makes provision for 1,400 sq m of D1 community use across the three Local Centres. The application also suggests that a community room will be attached to each primary school, for daytime and evening use by the community. It is not intended to condition the latter, as the requirements of the Community may alter over the long build out period of the development (some 10 – 13 years) and a separate community room may be more acceptable. To ensure that the community use is not lost, Condition 20 requires the provision of a minimum of 450 sq m of D1

community use floorspace within each Local Centre.

137 Community Worker

As discussed above the provision of suitable community facilities are key to the success of a community. The appointment of a Community Development worker will allow some work which will help in the development of the community to potentially begin prior to the construction of some of the Community facilities. Similar workers were provided at Mawsley and the Council considers they were valuable in building the community. The S106 agreement makes provision community development work via a Community Interest Company or Trust for the site. As a minimum this provision will be the employment of a full time Community Development Worker for 10 years from a date to be agreed by Kettering Borough Council and the developer. The Community Worker can be employed by the developer, or a contribution of £300,000 will be made to the Council for the employment of a Community Development Worker(s) for 10 years.

138 Health

The district centre contains 2,000 sq m of floorspace for the provision of primary health care facilities. Under the S106 agreement prior to occupation of 1500 dwellings, the developer will provide up to 0.25Ha of sufficient fully serviced land at the District Centre to the Primary Care Trust for the provision of primary health care facilities. A contribution of £500,000 towards capital costs and land will also be made.

139 A 3 hectare site to the north-east of the district centre has been allocated within the masterplan for 12,000 sq m private health clinic. The clinic is a separate and independent facility to the one proposed for the District Centre.

140 Libraries

The application will create additional demand for libraries. Initially a Library was proposed within the District Centre, but after discussion with Northamptonshire County Council it has been agreed that the expansion and/or improvement of existing libraries in Kettering Town Centre and Burton Latimer is the preferred way forward, with limited facilities (perhaps a place where books can be collected/dropped off) at the District Centre. A sum of £481,000 has been allocated for this in the S106 agreement.

141 Faith facilities

There will be the option for faith groups to share the facilities to be created within the 4,000 sq m of community floorspace provided within the district centre. Consultation with Community Services has shown that it is possible to design a room which can be used by many faiths, key to this is the flexibility of space, the sub-division of a large room into smaller rooms for example, and sufficient storage facilities for the different groups who may use it. Condition 15 has been imposed to ensure that the eventual building will be suitable for many uses and complies with the relevant standards that are in place when it is built.

**142 Emergency Services:
Police**

A development of this size will give rise to additional policing needs. As members

will be aware S106 monies can not be used for revenue cost, but can be used to provide infrastructure. A total of £500,000 will be given to the Police Service prior to the occupation of the 2,500 dwelling. This money will be used in the first phase of the development for a programme to improve the overall security of the site as an exemplar project.

I43 Fire

The existing fire station on The Headlands will not be able to reach the entire application site within the response time target for primary fires and other emergencies set by Northamptonshire Fire and Rescue Service. A new station is therefore required to serve the development, and additional growth allocated to Kettering Borough up to 2026. A total of £636,310 has been allocated in the S106 for Fire and Rescue Infrastructure.

I44 Ambulance

Ambulance services covering the site will be provided by East Midlands Ambulance Service, part of the PCT. The PCT have confirmed that the financial contribution requested takes into account the requirements of the Ambulance Service and that on-site provision of an Ambulance Station is not required.

I45 Conclusion

PPS17, Regional Plan policy 1, MKSM Strategic Policy 3 and CSS Policies 6, 13 and 16 state that community facilities must be provided alongside new development and that where necessary development should be phased in relation to the delivery of these facilities. It is considered that the recommended conditions and S106 agreement provide for community facilities which will allow the development to meet local needs. It is therefore considered that this aspect of the application is acceptable.

J Retail and other Town Centre Uses

J1 The CSS states (paragraph 3.100) that 'sustainable urban extensions will include local centres of an appropriate scale with convenience shops and facilities such as medical centres and schools to meet the day to day needs of residents, but will not provide significant convenience and comparison shopping provision or other facilities serving a wider area, that would be better located in the town centre'. Paragraph 3.103 states that major retail developments (1000sqm or more) will need to include an assessment of impacts on adjacent town centres.

J2 CSS Policy 12 states that Kettering needs to make provision in the period 2004-2021 for a minimum net increase of 20,500sqm comparison shopping floorspace. This should be located in the town centre as a preference, but where this is not possible a sequential approach to other locations should be adopted. The scale of the retail development should be appropriate to the role and function of the centre in which it is located. CSS Policy 16 states that an 'appropriate level' of retail facilities should be provided at the SUE to meet local needs, but not compete with the town centre.

J3 CSS Policy 14 states that the SUE should meet the highest possible standards of

efficiency and reduction of carbon emissions. Non-residential development should meet part a)i) of the policy; be compliant with a BREEAM/eco-building assessment of at least 'very good'. This is to be secured by condition 35.

J4 The East Midlands Regional Plan (EMRP March 2009) Policy 22 states that local authorities should bring forward retail development in town centres, based on identified need. Policy MKSM SRS Northamptonshire 4 states that the focus at Kettering is to maintain the existing role of the town centre through the promotion and protection of the existing comparison shopping offer. It is clear from these policies that the protection of the retail function of the town centre is a key issue.

J5 PPS6 (March 2005) provides national guidance on town centres and town centre uses. The town centre uses proposed in this application are as follows:

At the District Centre:

- Retail (5,350sqm of A1 - shops)
- Leisure (800sqm of A3/4/5 – restaurants/cafes, pubs/bars, hot food take-away, 1,800sqm D2 - assembly and leisure)
- Offices (2,000sqm A2 – financial and professional and 11,550sqm B1a – offices)
- Arts, culture and tourism

At the Local Centres (3 centres will collectively contain):

- Retail (400sqm of A1 - shops)
- Leisure (700sqm of A3/4/5 – restaurants/cafes, pubs/bars, hot food take-away, 600sqm D2 - leisure)
- Offices
- Arts, culture and tourism

Elsewhere on the site:

- Retail
- Leisure
- Offices (42,400sqm B1 total) (9,320sqm at business village south-west of site and 33,080sqm at gateway south-east of site)
- Arts, culture and tourism (8,300sqm 200 bed hotel and leisure development)

(Source: Land Use Schedule 21 August 2009).

J6 Paragraph 3.4 of PPS6 requires applicants to demonstrate all the following:

- The need for the development
- That the development is of an appropriate scale
- That there are no more central sites for the development
- That there are no unacceptable impacts on existing centres
- That locations are accessible.

Each of these points is covered below. The Local Authority should also consider other relevant local issues and other material considerations.

J7 A Draft PPS4 'Planning for Prosperous Economies' in was published in May 2009 and once finalised will replace PPS6 and PPG4. The draft is the most recent Government thinking on the issue of town centre vitality and viability. Policy EC7 of Draft PPS4 states similar tests to those in paragraph 3.4 of PPS6 stated above. The five tests are each discussed below, in relation to the East Kettering proposals.

J8 **The need for the development**

The CSS Key Diagram (June 08) identifies the south-east of Kettering as the location for the initial Sustainable Urban Extension (SUE). Policy 16 states that the SUE should make provision for ‘an appropriate level of retail, leisure, social, cultural, community and health facilities to meet local needs but do not compete with the town centre’. The paragraphs below discuss what the appropriate level of retail development is for this development.

- J9 Quantitative need – Quantitative need is the growth in demand for retail from the new population and their expenditure, or the capacity of a catchment area to support additional development without harm to existing centres.
- J10 The new population of East Kettering will be 12,500 people. The applicant states that the aim of the retail development is to meet 80% of daily retail needs (principally convenience goods) and 15% of comparison goods needs. The applicant states that by 2021, East Kettering will generate a total of £75m in retail expenditure for the area. It is expected that £35.1m of that will be spent at East Kettering, by both residents and workers.

Table: Expenditure and floorspace provision at East Kettering

	Residents' projected expenditure in 2021 (£)	Workers' projected expenditure in 2021 (£)	TOTAL projected expenditure in 2021 (£)	Floorspace requirement (net) (sqm)	Provision in the application (net) (sqm)
Convenience	18,900,000	500,000	19,400,000	2,600	*
Comparison	36,300,000	0	36,300,000	9,600	*
Retail services	3,700,000	100,000	3,800,000	600	*
Meals and drinks	10,100,000	400,000	10,500,000	3,100	1,500
Convenience of comparison nature	6,400,000	200,000	6,600,000	1,000	*
TOTAL	75,400,000	1,200,000	76,600,000	16,900	7,250

*All A1 uses total 5,750sqm (Source: David Lock Associates 15 June 09)

Definitions:

Convenience (use class A1) – cigarettes, tobacco, food (excluding eating out), household good, newspapers, magazines etc, alcohol (off-licence).

Comparison (use class A1) – clothing and footwear, glass, tableware and household utensils, tools and equipment for house and garden, spectacles, lenses, accessories and repairs, games, toys and hobbies, computer software and games, equipment for sport, camping and open-air recreation, personal effects, horticultural goods, garden equipment and plants, development of film, deposit for film development, passport photos, holiday and school photos, furniture and furnishings, carpets and other floor coverings, household textiles, household appliances, telephone and telefax equipment, audio-visual, photographic and information processing equipment.

Retail services (use class A1) – hairdressers, gambling payments

Meals and drinks (use classes A3, 4, 5) – meals and drinks away from home

Convenience of comparison nature (use class A1) – medicines, prescriptions and healthcare products, dry cleaners, laundry and dyeing, postal services, pets and pet food, toilet paper, toiletries and soap, baby toiletries and accessories (disposable), hair products, cosmetics.

- J11 Expenditure is converted to floorspace by using standard sales densities i.e. the amount of retail spend per square metre (each retail category has a different average turnover per square metre). The table above clearly shows that the provision of retail at East Kettering (7,250sqm) is less than the floorspace

requirement generated by the new population (16,900sqm). This will allow retail spend from the new population to be captured by Kettering town centre.

- J12 Qualitative need – Qualitative need is the sectoral or geographical gap in the distribution of facilities in an area.
- J13 For an urban extension of this size, there will be a need to provide day to day retail facilities in this geographical area. The mix of retail services proposed are wide ranging. This is considered to be appropriate for the new community.
- J14 **That the development is of an appropriate scale**
The CSS is not prescriptive as to the scale of the retail development on the SUE at East Kettering. Policy 12 of the CSS states that Kettering Borough should make provision for a minimum net increase in comparison shopping floorspace of 20,500sqm. The Preferred Options Kettering Town Centre AAP (August 08) allocates land for at least 20,500sqm of comparison shopping floorspace within Kettering Town Centre (plus 38,000sqm B1 space at edge of centre). Thus, the SUE should not seek to provide for the comparison retail needs of the existing population as this is to be provided for in the town centre.
- J15 PPS6 states that the scale of retail should be appropriate to the role and function of the centres and its catchment. The proposals contain a District Centre and three Local Centres. The applicant states that the retail on the site will meet the day to day needs of the new population (80% of convenience needs, and 15% of comparison needs). It does not seek to meet any retail needs of existing residents. From the table shown above, it is clear that the day to day retail needs will be met by the proposed retail development.
- J16 The scale of retail that has been applied for at the District and Local Centres will be conditioned as maximum floorspace and minimum/maximum convenience/comparison floorspace as specified on the Land Use Schedule, see condition 14.
- J17 The application states that the District Centre will include a supermarket. It is considered appropriate to condition the need for a retail impact assessment with the reserved matters application for the District Centre (the location of the supermarket) to ensure the scale of the supermarket is appropriate and does not impact on the vitality and viability of Kettering Town Centre (see condition 16).
- J18 **That there are no more central sites for the development**
The CSS (paragraph 3.100) clearly states that ‘sustainable urban extensions will include local centres of an appropriate scale with convenience shops’. As such, the development of retail facilities in this location is accepted and more central sites are not sought.
- J19 The applicant has undertaken a sequential test for the town centre uses in the development. The sequential test relates to the two B1 office locations, and the proposed hotel; all to the south of the site. A sequential test has not been applied to the District Centre. The sequential test found no town centre or edge of centre sites for offices or hotels. Two office sites and one hotel site was found in out of centre

locations. These are considered to be no more sequentially preferable than the proposed East Kettering sites.

J20 That there are no unacceptable impacts on existing centres

Within North Northamptonshire, Kettering is the main retail centre, with Corby and Wellingborough as the two other major retail centres. From the table below it is clear that the proposed retail development at East Kettering will be much smaller in size than the main retail centres in North Northamptonshire.

Table: Comparison Floorspace to 2021

	Kettering	Corby	Wellingborough	Kettering East
2005 Gross comparison floorspace sqm	40,200	18,620	28,170	0
Minimum net increase in comparison floorspace 2004-21 (CSS Policy 12)	20,500	15,500	15,500	0
Comparison floorspace proposed by this application	n/a	n/a	n/a	3,000
TOTAL	60,700	34,120	43,670	3,000

J21 However, the provision of new retail development at East Kettering, could impact the delivery of new retail (and other town centre uses) in Kettering town centre, depending upon the phasing of both developments. The retail at East Kettering is proposed to be phased as shown in the table below:

Retail (convenience and comparison) phasing

	Retail provision (Use classes A1,3,4,5 not including A2)	Dwellings	What retail floorspace (use classes A1,3,4,5 not A2) the dwellings could support
Phase 1 (2011/12 to 2015/16)	4,500sqm District Centre	1,750 dwellings	5,400sqm
Phase 2 (2017/18 to 2018/19)	500sqm Local Centre 3 (north)	950 dwellings	2,900sqm
Phase 3 (2019/20 to 2023/24)	3,650sqm District Centre 600sqm Local Centres 1 and 2 (north-west and east)	2,800 dwellings	8,600sqm
TOTAL	9,250sqm	5,500 dwellings	16,900sqm

(Source: Letter 15 June 09)

J22 The table above shows that the retail provision at East Kettering is proposed to be phased in relation to the number of new dwellings (see phasing plans, appendix N).

The level of retail does not at any point exceed the day to day needs of the new residents.

- J23 The Kettering Town Centre AAP proposes new retail provision, but as yet, the detailed phasing of the retail development has not been proposed or finalised. It is considered that the delivery of new retail development at Kettering Town Centre, which will greatly exceed that proposed at East Kettering, will not be affected by the provision of day to day retail needs, phased as proposed. As such, the new retail will not have a detrimental impact upon the retail provision at Kettering Town Centre as it does not over provide retail floorspace and thus it is considered it will not draw shoppers away from the town centre.
- J24 The delivery of 4,500sqm A1,3,4 and 5 uses in the first phase reflects the objective of encouraging new residents to shop for their day to day needs locally thus reducing their need to travel. The level of retail provision during each phase of the development will reflect the table shown above, and will be secured by conditions 14 and 19.
- J25 To ensure that retail provision is secured at each Local Centre, to serve the new residents as new dwellings are built, condition 19 is proposed to ensure that A1 uses are provided at each Local Centre as each sub-phase of housing development is built.
- J26 The effect of the proposed retail facilities was also assessed on the retail centres of Brigstock, Burton Latimer, Finedon, Geddington, Grafton Underwood, Ringstead, Thrapston, Warkton and Woodford. The ES concluded that the level of provision at East Kettering would not affect these smaller retail centres. It is expected that residents of Cranford St Andrew and Cranford St John, close to the site, will divert some of their shopping to East Kettering. As there is no retail provision of note at Barton Seagrave, there will be no material effect on retail in that location.
- J27 **That locations are accessible**
The District Centre is located at the intersection of the primary streets that run north-south and east-west to connect to Barton Road. All new housing areas are linked to the District Centre, which is centrally located within the site. The location relates well to the park and secondary school which are alongside the District Centre. The District Centre is well linked to Kettering town centre to the west by all modes of travel:
- Road – connections to the west of the site at Barton Road/A6003, at the Warkton Lane/Barton Road junction, at Deeble Road, Warkton Lane and Elizabeth Road to the town centre.
 - Footpaths – existing footpaths converge on the District Centre and new footpaths are proposed to create new links with bridleways within the site.
 - Cycle – access to the District Centre is from the central avenue and primary streets. Both these streets will have wide foot/cycleways (condition this).
 - Bus – the proposed bus route (to be finalised in the Travel Plan) is to be a circular route through the site to Kettering town centre and back. The bus route follows the primary street network and includes the District Centre.
- J28 Local Centres will be located to be accessible by all modes. The centres are located

to the front of the main streets to ensure they benefit from passing trade. The local centres are also co-located with primary schools and play areas to offer the opportunity for combined trips. The local centres are well linked to the other areas of the site by all modes of travel:

- Road – each local centre is located on the primary street network.
- Cycle/Footpaths – the primary streets will have wide foot/cycleways
- Bus – the proposed bus route follows the primary street network and includes all the local centres.

J29 The accessibility of the office sites (and the hotel which is located at the gateway office site) is considered in the employment section of this report.

J30 **Other considerations**

The Land Use Schedule provides a summary of what the three Local Centres will collectively contain. This includes A1, A3/4/5, D1 and D2 uses. To ensure that the Local Centres each provide some A1 retail provision, condition 19 is recommended that ensures at least 100sqm of A1 retail at each Local Centre. The remaining mix of uses at each Local Centre will be up to the developer (subject to the maximum shown in the Land Use Schedule).

J31 **Conclusion**

The proposed retail and other town centre uses have been considered against the five tests in PPS6 and Draft PPS4. The proposals are considered to be needed to satisfy day to day needs, are of an appropriate scale, on sequentially tested sites, having no unacceptable impacts on Kettering Town Centre or other centres and be accessible by all modes of transport. The proposals therefore satisfy CSS Policies 12 and 14, East Midlands Regional Plan Policy 22 and MKSM SRS Northamptonshire Policy 4.

K Noise Air Quality & Contamination

K1 **Contaminated Land**

PPS23 contains national policy on pollution control. The statement advises that the presence of contamination in land can present risks to human health and the environment. Contamination can occur on Greenfield land and it can arise from natural sources as well as from human activities. The risks of and from contamination, and how these can be managed or reduced, should be considered in planning decisions. It is the responsibility of the landowner/developer to identify land affected by contamination. Policy 32 of the East Midlands Regional Plan states that local authorities and developers should work together to reduce the risk of pollution to water. CSS Policy 13 states that development should not result in an unacceptable impact on the amenities of neighbouring properties or the wider area by reason of pollution.

K2 The submitted Environmental Statement (ES) considers the potential land contamination of the site. The ES desk-based study identifies potential contamination from the following sources:

- two former open-cast quarries on the site that have been infilled but it is not known with what material

- further quarry sites adjacent to the application site, to the south and east – potential risk of significant collapse
- naturally occurring arsenic in the Northampton Sand Ironstone
- herbicide and pesticide use on the whole site area from crop spraying when in arable use
- Petroleum hydrocarbon compounds and associated organic compounds from two fuelling stations and at Blackbridge Farm, all outside but in close proximity to the site
- Geological sequence of the site is known to naturally generate radon gas (10-30% of homes in the study area may be above the Radon Action Level for Health Protection)
- Ground gas – restricted to river and stream corridors and ponds
- Landfill gas – depends upon ground conditions

K3 The ES has assessed the construction phase and operational phase of the development. A Construction Code of Practice is proposed to be completed to cover the construction phase. In the operational phase, gas and radon prevention methods are proposed in the design and building of all structures where necessary. Reference is made to Sustainable Remediation Treatment and/or Containment Strategy to be completed where there is a proven significant risk of a contamination source pathway (to be identified by further ground investigations). The ES concludes that appropriate investigation and assessment of the potential hazards and risks is required.

K4 The ES is considered to be inadequate at present as no actual investigation work into the potential contamination has been carried out. The developer should carry out intrusive site investigation targeted at areas of risk already identified in the ES to further inform the risk assessment and determine whether the land is already affected by contamination through the pathway-receptor-pollutant linkage model and whether the development will create new linkages. This would inform mitigation measures that could be appropriately conditioned. Overall, the contaminated land assessment currently does not satisfy PPG23, Policy 32 of the East Midlands Regional Plan or CSS Policy 13.

K5 **Noise and vibration**

PPG24 contains the national policy on planning and noise. Housing, hospitals and schools are considered noise sensitive developments. Policy 2 of the East Midlands Regional Plan promotes better design, including maintaining amenity. CSS Policy 13 states that development should not result in an unacceptable impact upon the amenity of neighbouring properties or the wider area in terms of noise.

K6 The uses proposed (residential, mixed use and B1 employment) are low noise generating and so the assessment of noise impact undertaken by the applicant in the ES has been based upon the noise generated by the traffic associated with the development. To assess noise and vibration effects, projections of traffic flows have been calculated.

K7 107 locations within and adjacent the site have been considered in relation to the change in traffic levels as a result of the development. Those locations that will see a reduction of more than 20% or an increase of over 25% have been assessed for

noise impact as this level of change will result in a perceptible change in noise level. Of the 107 links, 67 require a noise impact assessment. The results of the assessment of the 67 links (ES table 4) show 20 severe increases in noise, 1 substantial increase in noise (Elizabeth Road), and 4 moderate increases (Cranford Road, Grafton Road, Cranford Road South and Isham Road). Of the 20 severe increases, all are new roads which for the assessment were given a noise starting value of zero. As such, all noise increases of more than 15dB would show as 'severe'.

- K8 PPG24 states that developments which result in category D noise levels should normally be refused and those in category C should normally not be granted. Of the existing links, 24 show a change in Noise Exposure Category. With the proposed development, 6 are in category C and 13 in category D. Of the new links (i.e. new roads within the site) 8 will be in category C and 8 in category D. The ES does not further discuss these links and the mitigation measures that will be required to reduce the noise exposure levels. In terms of vibration impact, the assessment states that as there are no severe noise effects there are no severe vibration effects. This is not considered to have been demonstrated.
- K9 The noise assessment is considered to be inadequate at present. The methodology uses the SATURN model transport assessment which takes account of the widening of the A14 from junctions 9 to 10A. This is not required for the application and therefore should not be included. The assessment only takes account of transport links and not junctions, where noise impact can be different due to standing traffic. The assessment is based upon traffic flows and no actual noise level testing has been undertaken. The noise assessment does not discuss the noise impacts of each phase of the development, an important consideration as highway infrastructure will be phased. Overall, the noise assessment does not currently satisfy PPG24, East Midlands Regional Plan Policy 2 or CSS Policy 13. It is anticipated that further assessment and the identification of mitigation measures will enable the development to satisfy the above policies.
- K10 **Air Quality**
PPS23 contains national policy on pollution control. The policy advises that potential impacts arising from air quality, possibly leading to an impact on health is capable of being a material consideration. East Midlands Regional Plan policy 36 states that the potential effects of new developments and increased traffic levels on air quality should be considered. CSS Policy 13 states that development should not result in an unacceptable impact upon the amenity of neighbouring properties or the wider area in terms of pollution.
- K11 Traffic is considered to be the major contributor to pollution levels and so its impact has been examined from an air quality perspective. 107 locations within and adjacent the site have been considered in relation to the change in traffic levels as a result of the development. Those locations that will see a change in traffic levels of more than 10% have been assessed for air quality impact in the ES. Of the 107 links, 90 require an air quality impact assessment.
- K12 The air quality assessment assessed NO₂ (Nitrogen Dioxide) levels and PM₁₀ (Particulates with a diameter of less than 10 microns) concentrations at the 90

locations, comparing predicted base levels at 2020 with levels at 2020 with the development. Increases in NO2 are predicted to have a substantial adverse effect in 4 locations; 07, 015, 062 and 075 (WeWaA, WeWaA Access B, Barton Road, Cranford Road South). However, the resulting NO2 levels are still relatively low (19.3-21.4 micrograms per cubic metre) compared to the limit of 40 micrograms per cubic metre (annual mean), the national air quality objective set in the national Air Quality Strategy 2007. PM10 is predicted to increase to a moderate adverse level in just one location, 075 – Cranford Road South. Predicted levels in 2020 reach a maximum of 20.5 micrograms per cubic metre compared to the limit of 40 micrograms per cubic metre (annual mean), the national air quality objective set in the national Air Quality Strategy 2007.

- K13 The ES air quality assessment is considered to be inadequate at present. The methodology uses the SATURN model transport assessment which takes account of the widening of the A14 from junctions 9 to 10A. This is not required for the application and therefore should not be included. The assessment only takes account of transport links and not junctions, where air quality impact can be different due to standing traffic. The assessment is based upon traffic flows and background NO2 and PM10 concentrations at the nearest national assessment point; no actual air quality testing has been undertaken. The assessment does not adequately discuss the impacts of each phase of the development, an important consideration as highway infrastructure will be phased. The air quality assessment conclusions are not adequately evidenced at present. Further assessment of the likely impact on air quality should be undertaken by the applicant, to inform the need for suitable conditions that can be imposed. Overall, at present the assessment does not adequately satisfy PPS23, East Midlands Regional Plan Policy 36 or CSS Policy 13. It is anticipated that further assessment and the imposition of appropriate conditions will enable the development to satisfy the above policies.

Conclusion

- K14 The level of information that has been submitted in the ES is considered to be inadequate in relation to the issues of contaminated land, noise and vibration and air quality. The level of assessment that has been submitted does not satisfy the provisions of PPG23, PPG24, Policies 2, 32 and 36 of the East Midlands Regional Plan and Core Spatial Strategy Policy 13. The applicant is advised to submit further information to satisfy the above policies.

L Summary of S106 obligations

L1 Context

Section 106 of the Planning Act gives local planning authorities the power to enter into legal agreements with applicants to secure, amongst other things, the provision of necessary infrastructure. Many issues can be dealt with through conditions attached to the grant of planning permission, but where this is not possible, a S106 obligation can be used.

- L2 To be included in a S106 agreement, the requirements must comply with the Secretary of State's policy tests in Circular 05/2005 i.e. be necessary, relevant to

planning, directly related to the application, fairly related in scale and kind to the development and reasonable in all other respects.

- L3 A period of negotiation has taken place with the applicant to define what infrastructure it is appropriate to secure through a S106 agreement if the Council resolves to grant planning permission for the proposed development. The items that have been identified are set out in a document called Heads of Terms, which will then be developed into a full legal agreement.
- L4 The summary below sets out the issues that are contained in the Heads of Terms for the proposed development. This should be read in conjunction with the proposed conditions for a full picture of the infrastructure that will be secured through the grant of planning permission.
- L5 **Education**
Primary
The provision by the developer of sites for four primary schools to the County Council. Funding for primary school construction totalling £25.8million (plus indexation) in phased payments from completion of the 50th to the 4,650th dwelling
or
Provision of four sets of school premises to a specification agreed with the County Council in phases from completion of the 300th to the 4,800th dwelling.
- L6 Secondary
If, on a review by the County Council in 2016 it is determined that a further secondary school is required by 2026, the payment of £2,667 per dwelling (plus indexation) up to a maximum of £15million subject to a reduction in this obligation if additional net secondary school capacity is procured by the developer by other means (including government or private funding) to meet requirements up to 2026.
- L7 **Affordable Housing**
Affordable housing (as defined by Annex B of PPS3 and further defined to meet local affordability criteria) equivalent to 30% of the total units within the development should be provided to comply with policy.
- L8 Within the development, affordable housing is to be provided to an initial level of 20% of total units on site with a 70/30 split between social rented and intermediate tenures. Affordable housing will be in clusters of up to 15 units and in agreed phases, with the percentage increasing in later phases of the development.
- L9 A further 10% of the total units will be provided as affordable units either on or off site through direct provision or financial contributions. These additional units will be subject to an increase in land sale values across the site and secured by overage provisions in the Agreement.
- L10 **Town Centre**
A contribution based on £4,000 per residential unit within the scheme will be paid to the Council towards works in the town centre required to improve the centre to support the additional growth provided by Kettering East. Payment will be linked to a programme of works of town centre improvements.

- L11 Minimum total payments of £5m, £10m, £15m and £20m will be made by years 5, 10, 15 and 20 after the grant of outline permission respectively.
- L12 Up to £1.3m of these contributions may be directed by the Council towards leisure and recreation facilities.
- L13 **Community Facilities**
A multi purpose community building will be constructed within the district centre providing sufficient floor space for a variety of purposes including a library facility, community and leisure facilities and a health centre. The design of the building will be sufficient to adequately accommodate all of the necessary uses.
- L14 The developer will also support community development work including the employment of a full time Community Development Officer for a minimum of 10 years or payment of £300,000 to cover such employment costs
- L15 **Highways Pooled Developer Contribution**
A pooled Developer Contribution shall be made by the developer in order to mitigate the effects of the development on the Town Centre of Kettering. The LHA has calculated that this contribution should be £18,042,817.82 after taking into account works and measures proposed by the Applicant that overlap with the Pooled Developer Contribution Scheme List.
- L16 The payment of the sum is to be phased over the life of the development at each phase of the development. The precise phasing and payment mechanism within each development phase shall be agreed between the developer and Northamptonshire County Council but shall be no later than in proportion to the completion of the development.
- L17 **Cranford traffic calming and amenity weight restriction**
The developer shall make a contribution of £65,000 to traffic calming works and an amenity weight restriction through Cranford. Payment shall be made before works commence and the scheme will be developed with the Parish and County Councils.
- L18 **Libraries**
The developer shall contribute £481,000 before occupation of 2,500 dwellings towards library facilities in East Kettering and the linked facilities and Burton Latimer and Kettering town centre.
- L19 **Leisure and Recreation**
Open space and leisure facilities in accordance with the Master Plan will be provided on site at the developer's cost in accordance with a programme agreed with the Council and offsite by way of an agreed financial contribution or by work undertaken by the developer.
- L20 Maintenance will be secured by transfer to the Council and payment of commuted maintenance sums totalling £7.5million or by agreed arrangements for transfer to a Community Trust or similar organisation.

- L21 **Fire and Rescue**
Developer contributions totalling £636,310 will be made towards infrastructure improvements to support development of a new fire station based on a residential contribution of £475,255 (£86.41 per dwelling), payable prior to occupation of 2,500 dwellings, and a non residential contribution of £161,055 (£135 per 100sq m) payable prior to occupation of 60,000 sq m of non residential floorspace.
- L22 **Other Public Services**
A contribution of £500,000 will be made to the police service prior to occupation of 2,500 dwellings or an alternative security scheme agreed for the first phase of the development.
- L23 The developer will provide a fully serviced site up to 0.25hectares and a contribution of £500,000 to the PCT for the provision of primary healthcare facilities within the District Centre.
- L24 **SUDS**
A Sustainable Urban Drainage Scheme will be provided and its future maintenance secured by a private maintenance company at the developers expense.
- L25 **Monitoring**
£15,000 per annum will be paid by the developer until completion of the development for the Council's costs in monitoring the s106 Agreement
- L26 **Biodiversity**
Prior to occupation of 2,500 dwellings, the developer will pay £60,000 for biodiversity enhancements relating to Southfield Farm Marsh SSSI Nature Reserve and Twywell Hills and Dales Nature Reserve, incorporating the Twywell Gullet SSSI.
- L27 **Avenue Restoration**
Works agreed with the Council will be carried out by the developer, or an agreed financial contribution made, to restore the avenue tree planting along the Patte d'Oie on the southern fringe of the Grade 1 Registered Boughton Park
- L28 **Indexation**
All sums payable under the Agreement will be index linked by reference to the Retail Price Index from the date of the Agreement until payment is made.
- L29 **Conclusion**
It is considered that the infrastructure included in the S106 and required by the conditions will mitigate those impacts of the development considered in this report.

8.0 **Conclusions**

The proposal

The applications are in outline for 5500 dwellings and related development. This includes a secondary school , 4 primary schools, retail, employment, hotel, health, leisure and community uses and formal and informal open space. A strategic master plan has been submitted that covers the whole site.

Planning Policy

There is an array of national, regional and local planning policy that is relevant to the consideration of these applications. The principle of development of a sustainable urban extension to the east of Kettering is supported by Development Plan policy, in particular the Regional Plan and the North Northamptonshire Core Spatial Strategy. In order to meet the policy requirements for growth in Kettering, a sustainable urban extension is needed.

Access

Considerations in relation to access to the development include the level of contribution towards strategic highways infrastructure and sustainable transport measures, the access strategy and improvements required to local highways infrastructure and their phasing, the delivery of improved public transport services, modal shift targets, walking, cycling, parking and internal street layout.

Key issues are the achievement of an acceptable access between the development and the A14 and the development and the existing town. The application has demonstrated that a solution with adequate highway capacity to access the A14 from the development is achievable. It is proposed to attach a condition to any grant of planning permission to require that alternatives are explored taking into account environmental and local accessibility issues as well as highway safety and capacity.

A link is proposed from the A43 to the Central Avenue of the development, the WeWaA, although this does not form part of the current application. It is the subject of an objection from English Heritage on the basis of its impact on the historic landscape. Its benefits have not yet been demonstrated. It is proposed that further information is provided to inform consideration of this element of the proposal.

The other strategic accesses and local highway improvements have been assessed and the highway authority is satisfied that, subject to conditions to control design these are acceptable.

The development would also have an impact on town centre transport infrastructure. It is proposed to mitigate these impacts by the applicants undertaking some improvements and also making a financial contribution through the S106 agreement towards other highway improvement works. Public transport services to the site would be secured by condition.

Housing

A sustainable urban extension at East Kettering is identified in the Core Spatial Strategy for 4-6,000 dwellings. The proposed development will secure housing development in this location and ensure a continued supply of housing in the medium to long term. The phasing of the housing delivery assists the Borough in maintaining a rolling five year supply of deliverable housing sites.

A minimum of 20% affordable housing will be delivered on site, with a further 10% provision possible under the terms of the overage agreement in the Section 106 Heads of Terms. A target of 30% affordable housing, as advocated in Core Spatial Strategy Policy 15 and the East Kettering Housing Market Assessment could

therefore be secured.

The mix of housing proposed is considered appropriate for the market housing and an appropriate mix of affordable units, reflecting the housing waiting list and the needs of the Borough can be secured by condition. The residential character areas proposed by the application will form the basis of the Design Code for the site, and will also be secured by condition. The housing density of the development meets the CSS requirement of 35 dwellings per hectare. Parking levels will vary across the site and be considered in the Design Code to ensure appropriate provision.

Employment

The proposed development includes employment generating uses that will provide for a level of employment that will meet or exceed the jobs requirement for the new population. Employment provision in the development is focussed on B1 offices, in line with the identified need for the district. The employment development will be phased to occur alongside housing development.

Sustainable construction and design

The application includes a sustainability strategy to detail how the development will meet and in some cases exceed relevant policy requirements. The design coding process will allow the principles of sustainable design to be incorporated in to the scheme and a condition will require the submission of a low zero carbon feasibility study to establish the most appropriate low zero carbon energy source for the development. A condition will be imposed to ensure that the requirements of the Code for Sustainable Homes (which sets standards for key elements of design and construction that affect the sustainability of a new home) are met. A condition will also be imposed to ensure delivery of lifetime homes that are adaptable to meet the changing needs of residents.

Hydrology and Drainage

The master plan locates all development (with the exception of a bridge over the River Ise needed to achieve acceptable access to the site) within flood zone 1 and a condition will be imposed to ensure that development does not occur in more vulnerable locations. A detailed flood risk assessment will be required before the submission of reserved matters applications.

Phasing of the development should be in line with the provision of planned improvements to the existing sewerage infrastructure network. This can be controlled by condition to ensure that arrangements to dispose of sewage from the site are appropriate.

A sustainable urban drainage system is proposed for the disposal of surface water runoff. Its delivery and maintenance will be controlled by condition and through the S106 agreement.

Green Infrastructure

Green Infrastructure is a key component in building sustainable communities and successfully delivering the growth agenda. The application proposals together with appropriate conditions and S106 obligations will ensure that a net gain in GI is delivered.

The proposed on-site Green Infrastructure framework, including formal and informal open space, and off-site Green Infrastructure contributions and works will help to protect existing assets and will create an enhanced Green Infrastructure network, linking into the North Northants Green Infrastructure network as identified by Policy 5 of the CSS. Furthermore the habitat creation proposals will make a positive contribution to the overall biodiversity of the site. This together with mitigation strategies for protected species within the site will ensure a net gain in biodiversity is achieved.

The development is therefore in accordance with PPS 9, East Midlands Regional Plan Policies 26, 27, 28, 29, 30 and 33, MKSM Strategic Policy 3, Policies 5, 13 16 of the North Northants Core Spatial Strategy (CSS) and the Kettering East Strategic Design SPD.

Heritage Assets

The development of this proposal will have a huge impact on the character of this landscape. Measures can be taken to mitigate the visual and environmental impact of the development but it will remain a significant impact on the character of the area. The significance of this impact needs to be weighed against the justification for the development in this location and the community benefits that it will bring.

There is strong policy basis for the development of a sustainable urban extension to the east of Kettering of the scale proposed. Kettering town must provide 7,500 dwellings between 2001 and 2021 and Policy 9 of the Core Spatial Strategy allocates a broad allocation of land to the east of Kettering for a sustainable urban extension with indicative provision to 2021 of 4200 dwellings. It is considered that this imperative outweighs the impact of the development itself. Mitigation, such as the creation of a well defined edge to development and a sensitive transition to adjoining areas in the wider countryside will be important to minimise any detrimental impacts.

It is considered that at present there is insufficient information to facilitate a considered assessment of the impact and appropriate mitigation of the scheme in relation to archaeology. The applicant has therefore been asked to provide field evaluation to supplement the desk based assessment carried out to date.

English Heritage has objected to the proposal on the grounds that the indicated corridor of the Weekly and Warkton Avenue (WeWaA) will have an unacceptable impact on the Boughton Park Grade I Listed Park and Garden, which they consider to be of international importance.

Before deciding whether planning permission should be granted for a development that requires the WeWaA despite the strong objection from English Heritage the local planning authority needs to understand whether there is a need for it and the level of benefits from its construction. It is recommended that the applicant is asked to evidence these points.

Community Facilities

The proposed development includes a range of community facilities designed to

help build the community, to promote healthy living, help to prevent illness and assist the social development of children of all ages through play, sporting activities and interaction with others.

The development will include a district centre containing a mix of shops, services businesses, community and leisure facilities, open space a health centre, a primary school, secondary school and private nursery. 3 Smaller local centres will be located elsewhere in the site and include retail, restaurants and assembly and leisure uses.

Provision is made within the development for 4 primary schools and 1 secondary school. The County Council are satisfied with the phasing of delivery of these facilities.

The proposal includes provision of indoor sports facilities within the district centre, the details of which will be determined through reserved matters applications. Community hall facilities will be provided within a multi-purpose community building in the district centre. Again, the detail of this will be determined the reserved matters applications. The S106 agreement makes provision for a community development worker to be employed for 10 years.

Health, library, faith worship, police, fire and ambulance service facilities are all provided for either by direct provision on site by a financial contribution to provision of facilities for those services or a combination of both.

It is considered that together these facilities will deliver adequate provision of community facilities to the development.

Retail and other town centre uses

The retail and other town centre uses proposed in the development have been considered in the context of regional and local policy and against the tests set out in PPS6 – the need for the development; appropriate scale, no more central sites available, no unacceptable impacts on existing centres and accessibility of the locations. The proposals are considered to be needed to satisfy day to day needs, are an appropriate scale, on sequentially tested sites, having no unacceptable impacts on Kettering town centre or other centre and to be accessible by all modes of transport.

Noise Air Quality and Contamination

Information has been submitted about contamination within the site and the effect of the proposed development on noise, vibration and air quality. However, the information provided to date is inadequate to fully inform consideration of the severity of the impacts arising from the development and how they could be adequately mitigated. It is therefore recommended that the applicant submits further information to enable this element of the proposal to be properly assessed.

S106 obligations

A period of negotiation has taken place with the applicant to define what infrastructure it is appropriate to secure through a S106 agreement if the Council resolves to grant planning permission for the proposed development. The items that

have been identified are set out in a document called Heads of Terms, which will then be developed into a full legal agreement. A summary of those Heads is set out in the report.

Provision is made in the Heads of Terms for delivery of, or contributions towards, primary and secondary schools, affordable housing, town centre improvements, community facilities, town centre highway improvements, traffic calming in Cranford, libraries, leisure and recreation, fire and rescue, other public services, sustainable urban drainage systems, monitoring of the development, biodiversity and tree avenue restoration.

Summary

Assessment of the applications described above has led to the recommendation set out at section 2 of the report. The recommendation is that further information for consideration is requested to resolve some outstanding issues and that the S106 agreement and conditions are satisfactorily finalised.

The requests for further information relate partly to noise, air quality, contamination and archaeology. This is needed in order that the impacts of the development can be satisfactorily assessed and suitable investigation measures can be secured. The recommendation also proposes that further information is provided in relation to the WeWaA in order to establish whether the road is needed for the development.

Completion of a satisfactorily S106 agreement and imposition of a suitable set of conditions based on those outlined in the report is important to achieving a high quality development.

GLOSSARY

BAP

The UK BAP is the UK Government's response to the Convention on Biological Diversity (CBD) signed in 1992. It describes the UK's biological resources, commits a detailed plan for the protection of these resources, publishes a new UK List of Priority Species and Habitats and identifies the conservation approach for these 1150 species and 65 habitats. The Northamptonshire Biodiversity Action Plan enacts this strategy at the local level.

Community Interest Company

Community Interest Companies (CICs) are limited companies, with special additional features, created for the use of people who want to conduct a business or other activity for community benefit, and not purely for private advantage. This is achieved by a "community interest test" and "asset lock", which ensure that the CIC is established for community purposes and the assets and profits are dedicated to these purposes. Registration of a company as a CIC has to be approved by the Regulator who also has a continuing monitoring and enforcement role

Comparison shopping

Comparison shopping describes retail provision of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.

Convenience shopping

Convenience retailing is the provision of everyday essential items, including food, drinks, newspapers/magazines and confectionary.

CSS

The North Northamptonshire Core Spatial Strategy is the overall spatial planning strategy document for Corby, Kettering, Wellingborough and East Northants. Alongside the East Midlands Regional Plan and 'saved' policies from the old Local Plan and County Structure Plan, it forms the Development Plan for the area.

Environmental Infrastructure (EI)

The basic facilities, services, and installations needed for the functioning of key systems such as the sewerage network, drainage systems as well as improvements made to water courses and habitats.

Environmental Statement

The Environmental Statement (ES) is the formal written statement of the findings of a proposed development's environmental impact assessment (EIA). The ES addresses the predicted positive and negative impacts on the environment during the construction, operation and (sometimes) the decommissioning of a development. The ES identifies the necessary mitigation measures to overcome the identified significantly adverse impacts of the development.

Flood Risk Assessment (FRA)

A Flood Risk Assessment (FRA) is a report that outlines the main flood risks to a development site and presents recommendations for mitigating measures to reduce the impact of flooding to the site and surrounding area.

Green Infrastructure (GI)

Green Infrastructure is the network of green spaces and natural elements that intersperse and connect cities, towns and villages. As a concept, it represents a holistic approach to viewing the natural environment that acknowledges the multiple benefits and vital functions it provides for the economy, wildlife, people and communities alike.

Lifetime Homes

A national design standard for homes which aims to make life in them as easy as possible for as long as possible and which represent accessible and adaptable accommodation for everyone, from young families to older people and individuals with a temporary or permanent physical impairment. All public sector funded housing in England will be built to the Lifetime Homes standard from 2011 with a target of 2013 for all private sector dwellings.

Mitigation

Mitigation comprises the measures proposed through the consideration of alternatives, physical design, project management or operation to avoid, reduce or compensate any significant adverse effects on people and the environment resulting from a proposed development and identified in the Environmental Statement.

Noise Exposure Category

Noise Exposure Categories (NEC) are a conceptual framework for assessing noise impacts upon proposed residential developments introduced by Planning Policy Guidance 24: Planning and Noise. Ranging from A-D, NECs help local planning authorities in their consideration of applications for residential development near transport-related noise sources. Category A represents the circumstances in which noise is unlikely to be a determining factor, while Category D relates to the situation in which development should normally be refused. Categories B and C deal with situations where noise mitigation measures may make development acceptable.

RAMSAR

Ramsar sites are wetlands of international importance, designated under the Ramsar Convention - an international agreement signed in Ramsar, Iran, in 1971, which provides for the conservation and good use of wetlands.

Retail Impact Assessment

An assessment by an applicant of the likely impacts of additional retail floor space upon the vitality and viability of existing town centres and designated shopping areas.

RNRP

The River Nene Regional Park is an independent Community Interest Company creating a green infrastructure network of environmental projects extending from Daventry to Peterborough linking the towns of Northampton, Towcester, Wellingborough, Kettering and Corby.

SAC

Special Areas of Conservation are strictly protected sites designated under the EC Habitats Directive. Article 3 of the Habitats Directive requires the establishment of a European network of important high-quality conservation sites that will make a significant contribution to conserving the 189 habitat types and 788 species identified in Annexes I and II of the Directive (as amended).

SATURN

Simulation and Assignment of Traffic to Urban Road Networks is a suite of flexible network analysis programs, developed at the Institute for Transport Studies, University of Leeds and distributed by WS Atkins, which provides a combined traffic simulation and assignment model for the analysis of road-investment schemes.

Saved Policies

A small number of policies from the Local Plan for Kettering Borough and the Northamptonshire County Structure Plan which the Secretary of State has agreed should remain as part of the Development Plan for an interim period before being replaced by the adoption of Development Plan Documents in the Local Development Framework.

SPA

Special Protection Areas are strictly protected sites classified in accordance with Article 4 of the EC Birds Directive. They are classified for rare and vulnerable birds and for regularly occurring migratory species.

SSSI

Sites of Special Scientific Interest are one of a wide range of national and international statutory designations protecting England's natural environment. SSSIs protect the country's best wildlife and geological sites.

SUE

Sustainable Urban Extension. Large housing developments designed to incorporate local centres, employment and other facilities that will assist with the development of new neighbourhoods, giving residents a sense of place and local identity whilst also integrating with existing communities and built up areas and supporting the viability of local services in the town as a whole.

Sustainable Urban Drainage System (SUDs or SuDS)

Sustainable drainage systems or sustainable (urban) drainage systems: a sequence of management practices and control structures designed to drain surface water in a more sustainable fashion than some conventional techniques with the objectives of controlling the quantity and rate of run-off from a development, improving the quality of the run-off and enhancing the nature conservation, landscape and amenity value of the site and its surroundings.

Use Class

The statutory national system in the Use Classes Order of grouping together uses of buildings and land considered to have materially similar impacts in land-use terms. Generally, changes of use within a Use Class do not need planning permission and some changes between classes are 'permitted development'.