

## BOROUGH OF KETTERING

<b>Committee</b>	<b>Full Planning Committee - 31/01/2012</b>	<b>Item No: 5.2</b>
<b>Report Originator</b>	<b>Christina Riley Senior Development Officer</b>	<b>Application No: KET/2011/0235</b>
<b>Wards Affected</b>	<b>Desborough Loatland</b>	
<b>Location</b>	<b>North Desborough (Land at), Desborough</b>	
<b>Proposal</b>	<b>Outline Application with EIA: Residential development of up to 700 dwellings including provision of a local centre, primary school, green infrastructure and creation of accesses</b>	
<b>Applicant</b>	<b>CJC Development Co. Ltd</b>	

### **1. PURPOSE OF REPORT**

- To describe the above proposals
- To identify and report on the issues arising from it
- To state a recommendation on the application

### **2. RECOMMENDATION**

**The Head of Development Services recommends that:**

Members note the content of the report and agree that they are minded to approve the application subject to the matters listed below being satisfactorily resolved, and following which the application be reported back to the Committee for final determination:

1. Highways issues relating to the impact and mitigation measures needed for the A14 and removal of the Highways Agency's non-determination direction
2. Flood risk impacts and mitigation measures
3. Completion of a satisfactory S106 agreement
4. And subject to any conditions considered necessary to make the development acceptable

Members should note that approving this recommendation does not in any way fetter their ability to fully consider and determine the application when it comes back to the committee for final determination.

## **Officers Report**

### **3.0 Information**

#### **Relevant Planning History**

No relevant planning history for this site, however a number of applications for residential development have been submitted and approved on land to the south of the site for the existing Grange development, with applications for industrial and retail development (Sainsburys) to the west of the site on the Magnetic Park development. At the time of writing this report a decision on the Sainsbury application had not been made.

#### **Site Description**

The application site is an area of 35.80 hectares to the north of Desborough. (See site plan in appendix A). The land is adjacent to the existing residential development known as 'The Grange' on its southern boundary, with Desborough Green Space to east. It is bounded by Back Lane to the north. The western boundary of the site wraps around the 'Magnetic Park' industrial development and then follows Stoke Road (B669), finishing at its junction with Back Lane.

The site is currently in use as pastoral grassland, used occasionally for horse, cattle and sheep grazing. The north-eastern boundary of the site is planted with native species of field hedge, with associated hedgerow trees. The only buildings on site are Pantile House a derelict house and farm buildings in the north-western corner of the site.

#### **Proposed Development**

The application comprises 700 dwellings, a primary school, local centre and formal and informal open space including 2.4 ha of allotment space, 4.6 hectares of Natural and semi-natural green space, 4 play areas, formal/informal open space and a sustainable urban drainage system (SUDS) to serve the development.

Three vehicular accesses to the new residential area are proposed, one newly created off Stoke Road and two through the existing built up area of the Grange via Ironwood Avenue and Wood Avens Way. A number of cycle tracks and pedestrian linkages are also proposed as part of the development.

An indicative Master Plan has been submitted to show one possible solution to how the site could be accessed, and how dwellings, open space and other elements of the scheme could be positioned on site (the Master Plan is included at Appendix B).

#### **Any Constraints Affecting the Site**

Public Footpaths UC006 and UC007

### **4.0 Consultation and Customer Impact**

**Desborough Town Council**

Support application subject to: -

- Vehicular access onto Stoke Albany Road is essential, but a roundabout is probably desirable
- Would like to see an additional access off Back Lane
- Stoke Albany Road and Back Lane must be upgraded to 'A' status roads
- More detail on bus route/timetables need to be produced
- Negotiation with NCC and local school Heads/Governors is essential to provide an enhanced Loatland offer with 2/3 form entry
- S106 agreement proposals are inadequate as there is no commitment to Phase 2 leisure provision or rail pedestrian/cycle link prior to the construction commencement – this is essential
- Local Combined Heat and Power energy centre welcomed

### **Anglian Water**

No objection subject to the imposition of conditions relating to foul water and surface water drainage strategy. Request that any decision includes information relating to Anglian Water assets which are close to/cross the application site.

### **Highway Authority**

*Initial response*

Vehicular access from the end of Wood Avens Way is acceptable, the exact quantum can be agreed as a reserved matter subject to an assessment of the approach roads and their suitability / capacity.

Whilst not against the principle of using Ironwood Avenue as what appears to be the main site access from the existing Grange development, Rowan Close (currently proposed as a pedestrian access) appears, in isolation, to be the more appropriate of the two, being wider and within a much wider street environment. It is also preferable for the public transport route to enter Phase 2 in a more central location as opposed to the eastern extent. We would seek to promote this arrangement if possible.

A full vehicular access off Stoke Road is noted and agreed as an obvious main route into the site from the main through road of Desborough. Having such details available now would be useful but they could be secured by an appropriate condition.

Access from Back Lane would serve traffic from the development wishing to travel to the east, perhaps better than the current proposals. We would still support such a link but recognise your planning considerations in that respect.

Whilst access is a reserved matter, suggest that assessments will be required for all possible access points as to their suitability for the intended uses not only in vehicular but also non motorised: -

- Ironwood Avenue where it leaves Rowan Close needs assessing for Refuse Collection Vehicles (RCVs) and Passenger Carrying Vehicles usage, given its promotion as an access to Phase 2.
- Does KBC's fleet of RCVs have difficulty currently with any of the street geometry in the estate? In which case amendments to facilitate

extending their routes may be desirable and lessons learnt should be applied to ensure the new streets avoid such issues.

- Could parked cars on Ironwood Avenue or Rowan Close prevent or restrict them being used as the main access including buses. Some works or even restrictions may be required to resolve this.
- Can vehicles negotiate the radius off the end of Wood Avens Way?
- Do all current estate roads have the necessary capacity for the increased traffic levels associated with Phase 2's traffic generation? Again the internal layout should be fully assessed to ensure that it is suitable and to identify any areas where improvements may be required
- Does the applicant have sufficient control over the land to be able to deliver the accesses off the three entry points to the south? The reason for this is that the proposed adoption drawing from one of the house builders appears to show a ransom strip.

Off-site highway works will be required to form a suitable vehicular access from Stoke Road, including i) A new junction; ii) Ghosted right turn lane; iii) Crossing facilities and iv) Cycle track provision on Stoke Road tying into the roundabout on Harborough Road

#### *Second Response*

Majority of data in the Transport Assessment is over 4 years old, too old to be considered relevant. Updated TA is required quickly if the application is permitted. The study area should be widened to include 3 other junctions i) B669 Stoke Road/ C141 Brampton Wood Lane; ii) B669 Stoke Road/C141 Back Lane and iii) B576 Harborough Road/ C141 Brampton Wood Lane. Some minor junction works may be required at these locations, to enhance highway safety.

Traffic Calming on Braybrooke Road and the B576 is welcomed.

Cycle Facilities on B576: prefer an extension of the existing cycle track, north into Desborough as far as possible, which sensibly would be to the revamped Gold Street / High Street signalised junction (approx 1Km), rather than the applicants proposal to provide cycle lanes on the carriageway.

Provided street lighting design meets current NCC standards the columns would probably be adopted and not switched off. A commuted sum is needed to underscore the ongoing costs of provision and upkeep of the lighting scheme.

New Footway on Stoke Road should extend to Brampton Wood Lane, not just cover the frontage of the development.

The TA states that the junction of Desborough Road, Bridge Street and High Street in Rothwell does not work presently yet proposes no works there, relying on the reduction in traffic brought about by modal shift/travel plan measures. Subject to further comments on the Travel Plan suggest a clause in the s106 that if the levels of traffic from The Grange II do not meet or exceed an agreed level of reduction, a sum of money is paid to the Highway Authority

for traffic mitigation scheme for the junction, or further traffic calming measures in Desborough (and the B576 between Desborough and Rothwell), can be completed.

Detailed comments on the Travel Plan will be provided. NCC can provide much of the monitoring requirement for the travel plan, and has the ability to provide a consistent approach to the use of a car sharing database. These items suggest that the Travel Plan contribution should include them in the scope of the financial contribution via the s106.

The Public Transport Contribution amount and what it will fund will be subject to further discussion.

It is essential that the issue of the main site access from the south is addressed, NCC remains to be convinced that Rowan Close is not suitable for this purpose when even a cursory site inspection reveals it to be the most appropriate route by far for this to take.

Agree with the statements made about the parking arrangements on the existing Grange development and would be extremely keen to engage with the Local Planning Authority and the Joint Planning Unit on this subject so that we can come to an agreed position on parking provision and the need to retain an attractive street scene, free of nuisance parking issues.

#### **Environmental Health**

No objection to the application subject to conditions relating to Contaminated Land, noise, waste and a Construction Management Plan are requested.

#### **Environment Agency**

Object to the proposal as technical issues in relation to the Flood Risk Assessment remain to be resolved. Insufficient information has been submitted on some issues and clarification of others is needed. Additional information has been submitted to the Environment Agency and discussions are ongoing.

#### **National Grid**

National Grid apparatus directly crosses the site. National Grid must be contacted again before work starts on site.

#### **Natural England**

##### *Ecology:*

The distance of the proposal from the Stowe and Bowd Lane Woods SSSI (1.2km) is such that it is unlikely this would be impacted upon by the proposal. Disturbance to Desborough Lodge Woodland and The Plens, both of which are open to the public, may increase and it may be necessary to consider financial contributions towards the management of these sites to avoid damage/disturbance from increased numbers of people using the site.

Mitigation proposed for great crested newts is considered to be appropriate.

##### *Green Infrastructure:*

The site has good levels overall of green space and a layout that allows ready access to natural green spaces, plus links to town and countryside which will promote sustainable transportation and outdoor recreation. The Green Infrastructure Strategy (submitted with the application as part of the EA) includes the retention of the more valuable features on the site and the creation of valuable new ones. Mitigation for loss of habitat is appropriate and will result in habitats of enhanced value over and above the existing situation.

*Landscape:*

The Landscape and Visual Impact Assessment identifies landscape character at a regional, county and local level. The assessment uses a range of view points and establishes the zone of interference for the proposals. Changes to the landscape are identified as a mix of positive and negative effects, however adverse effects are only slight in magnitude.

**Northants Bat Group**

We agree with the Bat Survey results, most of the recommendations seem sound; long-term bats boxes as mitigation are only of value if regularly maintained and checked. Interruption of commuting routes is disturbing, unsure whether the recommendations related to this will actually work.

**Northamptonshire Wildlife Trust**

It would appear the ecological aspects of this scheme have been adequately addressed. Previously voiced ecological/biodiversity concerns have been taken on-board, investigated for and provided for by the applicant. It is vital to ensure that the mitigation/compensation measures recommended within the application are actually implemented. It is recommended that suitable conditions are imposed to deal with this issue.

It is also recommended that the applicant produces an ecological Management Plan for the site to ensure an on-going and sustainable high quality biodiversity and GI asset in and around the site for as long as the development is in existence.

**North Northants Badger Group**

Object to the scheme as insufficient information relating to badgers has been provided. It is recommended that a 'bait – marking' territorial analysis to establish this is carried out before planning permission is granted.

**Northamptonshire Police**

No objection to the proposal, but suggest that conditions or informatives to reduce the likelihood of crime, disorder and anti-social behaviour are imposed. These relate to; design of parking courts, the local centre, Public Open Space (and boundary treatment) walkways/cycle routes, bin storage, drop off area for the school, Secured by Design, the need for/market for flats/apartments, traffic calming throughout the site.

S106 contributions are requested for CCTV and Automatic Number Plate Recognition to cover the Local Centre. The police also comment that new roads need to be adopted by the Local Highway Authority at the earliest

opportunity and within a set timeframe to ensure the monitoring and enforcement of motoring offences and long term up keep of the road.

## **NCC**

*Fire and Rescue:* Request a contribution of £92 per household towards local fire and rescue costs. Development will require 14 fire hydrants which should be installed at the same time as the rest of the water infrastructure and prior to occupation of dwellings.

*Education:* Development should provide the land and fund a 210 place primary school (approx cost of £4.05 Million) and a site of 2.7 hectares to allow the school to be increased to 3 form entry if necessary.

*Secondary:* Development should contribute towards secondary and sixth form places based on NCC's usual formula.

*Early years and childcare:* Some provision for this will be made in the primary school; additional services should be the subject of further discussions. The development should include areas of innovative play-space to promote children's healthy development.

*Libraries:* No contribution considered necessary.

## **Neighbours**

Six letters have been received, objecting to the proposal on the following grounds;

- Facilities and infrastructure within Desborough and the existing Grange development cannot accommodate the residents from this development and need to be up to standard before work starts in Phase II;
- Traffic generation;
- Development of the site is based on the Council's outdated masterplan, and thinking which does not therefore accurately portray the best interests of the town;
- Is there a need for development of this site? The existing Grange site is 2 ½ years late, with all developers finding it hard to selling dwellings;
- This area is currently used for recreation by existing residents as no other large space nearby. Development would lead to a loss of this facility;
- Proposal represents overdevelopment of the site;
- Where will waste and toxins from the Energy Centre go?
- The three access roads will cause traffic problems;
- Construction traffic, noise , dust and so on will have adverse impact on neighbouring properties;
- Level of social housing is excessive and could lead to community problems in future;
- Shops are inadequate for size of development;
- Proposed school is inadequate for size of development;

- Green space is inadequate for size of development;
- Density is too tight;
- Parking issues within the existing Grange;
- Concern regarding the use of Wood Avens Way as new access/bus route – suggests route loops out of the new development via the access on to Stoke Road, by the depot /allotments;
- Transport expert at Public Consultation events stated that buses would use Ironwood Ave and Thistle Drive (as currently do), turning round at the new primary school and leaving site the same way;
- Transport expert at Public Consultation events stated that Wood Avens Way and Buttercup Rd would not be used by buses, only residential traffic and/or cycles
- Transport expert at Public Consultation events stated that construction traffic would only use the Stoke Albany Road by Albany Sheds;
- Surprised that the bus route is to be increased as there is never anyone on the bus;
- Unfair that residents of Wood Avens Way should have the bus route forced upon them;
- Loss of privacy in dwellings and gardens facing site;
- Loss of current outlook;
- Likely to be overshadowing and loss of light;
- Devaluation of property.
- Ironwood Avenue is too narrow to be used by buses, especially by islands for a bus. To be used by buses Ironwood Avenue would need double yellow lines by islands, which is inconvenient for residents and the islands to be removed to make the route wide enough for buses, ambulances and fire engines to pass.

One letter writer stated that if planning permission is granted: -

- More space required between existing and proposed development – suggest swapping northern & southern gateway around;
- Local links to nearest railway station (which is Market Harborough not Desborough) should be utilised;
- Previous errors on Grange I (road markings and parking in particular on Ironwood Ave) should be resolved using the traffic co-ordinator' detailed in the transport plan;
- Car-sharing/encouraging greater use of public transport should be a joint 'Grange as a whole' exercise;
- Access onto Back Lane should be included as existing bus route through Grange is 'off-limits' in mild snow and severe frost (due to poor layout and non gritting'. Excuse that this is unsightly comes over as a cost cutting measure;
- Measures should be put in place (e.g. sturdier fence line) to ensure owners of existing boundary fences abutting development/Public Rights of Way are not targets of vandalism/graffiti. Developers/ landowners should be liable for keeping these fences in good order – not existing owners;
- Developer should take opportunity to put right errors in the Grange I

e.g. poor parking facilities, poor road layout and road markings and lack of tarmac on roads) utilising proposed 'Traffic Co-ordinator' is one way of doing this;

- Lighting overlooking existing development should not be obtrusive;
- Overlooking of existing properties from new properties should not be obtrusive
- The proposed hedge and footpath between Grange I & II is moved further into proposed site to increase distance from existing dwellings.

A number of inaccuracies have been commented on: -

- Access Routes differ on plan no's RDC 865-102 (Access Plan) and RDC 865 – 100 (Masterplan).
- Stagecoach Public Transport Service No 19 has never used 'Buttercup Rd' as a route.

Two letters were received which stated that they had no objection to dwellings being built, but do object to the proposed bus route: -

- using Wood Avens Way which is not wide enough. This would lead to: i) loss of privacy - will pass directly by window; ii) will become a rat run for all 700 houses on estate endangering children and residents; iii) devalue property and; iv) route should pass around the outskirts of the estates.
- using Ironwood Avenue as an access route and in particular as a bus route because: i) road through the Persimmon development is too narrow for main point of access and buses will struggle to negotiate traffic islands; ii) increased traffic make it unsafe for children to play in front garden; iii) water supply to my house would need to be relocated and supply interrupted (currently in centre of proposed access point); iv) there are other access points (e.g. Back Lane) which would allow traffic flow without adverse impacts which have been dismissed by CJC and; v) Suggests bus route through Wood Avens Way, looping around school and centre and out via Stoke Albany Road.

## **5.0 Planning Policy**

### **National Policies**

PPS1: Delivering Sustainable Development.

PPS1: Supplement: Planning and Climate Change

PPS3: Housing

PPS4: Planning for Sustainable Economic Growth

PPS5. Planning for the Historic Environment

PPS9: Biodiversity and Geological Conservation

PPG13. Transport

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

The East Midlands Regional Plan, along with other Regional Strategies, is intended to be revoked - but this is still subject to the outcome of an environmental assessment. The EMRP is therefore still part of the Development Plan, the weight that is to be given to the policies contained within it is for the decision maker to determine.

- 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 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 32: A Regional Approach to Water Resources and Water Quality
- Policy 35: A Regional Approach to Managing Flood Risk
- 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

#### 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

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

- Policy 1: Strengthening the Network of Settlements
- Policy 5: Green Infrastructure (GI)
- Policy 6: Infrastructure Delivery and Developer Contributions
- Policy 7: Delivering Housing
- Policy 9: Distribution and Location of Development
- Policy 10: Distribution of Housing
- 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
- D2. Desborough: Environmental Improvement
- D12. Desborough: Back Lane

## Supplementary Planning Documents

Open Space SPD

Sustainable Design SPD

Biodiversity SPD

## Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission

### **6.0 Financial/Resource Implications**

S106 Agreement

Monitoring of the Section 106 agreement and conditions for a period of at least the lifetime of the development.

Reserved Matters applications and Design Coding process

### **7.0 Planning Considerations**

The key issues for consideration in this application are:-

- Principle of Residential Development:
- Access, Movement & Connectivity
- Urban Design
- Residential Amenity (including Noise and Air Quality)
- Community Facilities
- Sustainable Construction & Design
- Flood Risk and Drainage
- Contamination
- Ecology & Biodiversity
- Green Infrastructure
- Heritage Assets
- Section 106

#### **Principle of Residential Development:**

##### National Policies

PPS1: Delivering Sustainable Development.

PPS3: Housing

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

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

##### 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

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

Policy 1: Strengthening the Network of Settlements

Policy 7: Delivering Housing

Policy 9: Distribution and Location of Development

Policy 10: Distribution of Housing

Policy 16: Sustainable Urban Extensions

Saved Local Plan Policies

Policy 35: Housing within towns

Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission Document

***Discussion***

Desborough lies within the Milton Keynes South Midlands (MKSM) growth area. The East Midlands Regional Plan (adopted March 2009) included North Northamptonshire as one of the focus areas for increased levels of new growth within the MKSM growth area. Smaller towns across the region such as Desborough should accommodate development that provides for the needs of the settlement maintaining character and vitality, shorten journeys and facilitate access to jobs and services (Policy 3: Distribution of Development). Policy 11 (Development in the Southern sub-area) further states that ‘the roles of small towns in the Sub-area should be maintained through the retention of basic services and facilities (and) environmental improvements’.

Policy 13b (Housing Provision – Northamptonshire) states that local planning authorities should plan for 66,075 new dwellings in North Northamptonshire from 2001 to 2026. Of these 34,100 dwellings are to be provided in the tree growth towns of Corby, Kettering and Wellingborough, leaving a total of 31,975 for the areas outside the three towns (Strategic Policy 1 of the MKSM Sub-Regional Strategy).

The North Northamptonshire Core Spatial Strategy identifies Desborough as a ‘Smaller Town’ which will provide a secondary focal point for development. (Policy 1: Strengthening the Network of Settlements) accommodating 1,940 of the 13,100 dwellings to be provided across Kettering Borough between 2001 and 2021. (Policy 7: Delivering Housing and 10: Distribution of Housing). At the time the CSS was adopted 407 houses had been completed in Desborough, leaving a total of 1,533 to be built.

The requirement for an SUE in Desborough is set out in NNCSS, which identifies the need for a modest extension to the town (Policy 9: Distribution and Location of Development) although the exact location for the SUE is not identified. This follows on from Saved policy SDA1 of the Northamptonshire County Structure Plan (March 2001) which also identifies a requirement for greenfield extensions to Desborough (and Rothwell). Policy 16: Sustainable Urban Extensions gives a

range of requirements to be met by the SUE's in relation to balance and range of housing design, and is clear that SUE's at the Smaller Towns of Desborough (and Rothwell) fall within this policy.

The applications site is located within the town boundary as identified in saved Policy 35 of the Local Plan. It is the preferred location for the Desborough SUE as shown in the Rothwell and Desborough Area Action Plan (AAP), which is being prepared to guide the development of Sustainable Urban Extensions (SUEs) at Rothwell and Desborough. The Plan sets out the vision and detailed policies for the SUEs including the identification of housing, employment, recreation and other land uses. Once adopted the AAP will form part of the North Northamptonshire Local Development Framework (LDF).

The purpose of the AAP is to deliver sustainable development comprising housing, employment land, open space as well as other supporting services and facilities within both Rothwell and Desborough. The Plan provides a vision, supported by objectives and policies to guide development and create sustainable self contained communities which fit well with the existing towns and surrounding area. It will also provide services and facilities which not only support the new communities but help with the regeneration of Desborough town centre.

The AAP has been the subject of significant levels of consultation over a number of years and takes into account the views of stakeholders and residents who made comments during the various rounds of consultation. The document has reached the 'Proposed Submission' stage, which means that it is ready to be submitted to the Secretary of State, as reported and agreed at 31 August 2010 meeting of the Planning Policy Committee.

As the AAP has not yet adopted it has to be given less weight in the determination of this application than policy documents which have been. The AAP does however reflect a significant numbers of years of consultation with various groups in and around Desborough and shows the direction of planning policy for the Desborough SUE. In addition to this it is possible to give some weight to the evidence base and background documents which have feed into the AAP. The application accords with the site identified in the AAP, a site which was assessed using a detailed appraisal process outlined within the *Urban Extension Methodology Background Paper* and the Sustainability Appraisal, as well as a full review of the deliverable sites submitted for consideration. The site was assessed alongside the need to provide a sustainable urban extensions that will relate to and assimilate with, the existing built form of the town.

### **Conclusion**

Given the policy background and that the regional context is one of substantial growth within the CSS plan period and beyond to 2026 it is considered that the principle of the development of a sustainable urban extension on this site at Desborough, comprising a mix of residential and community 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.

## **Access, Movement & Connectivity**

### National Policy

PPG13. Transport

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

Policy 1: Regional Core Objectives

Policy 2: Promoting better design

Policy 43: Regional Transport Objectives

Policy 44: Sub-area Transport Objectives

Policy 45: A Regional Approach to Traffic Growth Reduction

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

MKSM Strategic Policy 3: Sustainable Communities

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

Policy 6: Infrastructure Delivery and Developer Contributions

Policy 13: General Sustainable Development Principles

Policy 16: Sustainable Urban Extensions

### Saved Local Plan Policies

D2. Desborough: Environmental Improvement

D12. Desborough: Back Lane

### Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission Document

### SPD's

Sustainable Design SPD

## ***Discussion***

Access to the site is a reserved matter; however the access points to the development site are identified within the application documents. Three vehicular accesses to the development are proposed, one from Stoke Road, and two through the existing residential development at the Grange. One of these is via Wood Avens Way and one via Ironwood Close. Pedestrian and cycle links are proposed through the development linking into surrounding residential areas and Desborough Green Space.

An indicative layout of the access from Stoke Road has been produced. No specific details of the accesses to the site from Ironwood Avenue and Wood Avens Way have been submitted.

The Local Highway Authority has concerns regarding the proposed access points from the existing Grange site. They have suggested that access via Wood Avens Way is restricted to a number of dwellings (with exact number unknown at this time) and that Rowan Avenue is a better access rather than Ironwood Avenue. This issue is subject to on-going discussion with the Local Highway Authority,

As points of access are a Reserved Matter and the Local Highway Authority have not objected to the principle of development at this site it is considered that solutions could be found and that this issue could be dealt with by condition. The exact conditions will need further consideration but could include requiring the submission of an up to date Travel Assessment, requiring details of the access prior to the submission of any other Reserved Matters.

Reserved Matters applications can now be subject to an Environmental Impact Assessment, which means that should the accesses to the site via the Grange be changed, this change could be subject to an EA.

The applicants have also submitted a Travel Plan and have proposed off-site junctions works which will also need to be subject to further discussion.

The Highways Agency do not consider that they sufficient information to assess the impact of the development on the A14 and have issued a letter which 'directs that planning permission not be granted' until their concerns are overcome. The direction lasts for 6 months and runs out on 18 April 2012. Discussions are ongoing between your officers, the Highways Agency and the applicant.

### ***Conclusion***

As access to the site is a reserved matter and based on the information currently with the Local Planning Authority it is considered that this issue can be dealt with by the imposition of suitably worded conditions.

The Highways Agency have issued a Direction of non-determination as they consider there is insufficient information to assess the impact of the proposal on the A14, it is not possible therefore for members to determine the application, but they can resolve that subject to this Direction being removed and other issues as outlined in this report being settled, the application is acceptable.

### **Urban Design**

#### National Policies

PPS1: Delivering Sustainable Development.

PPS1: Supplement: Planning and Climate Change

PPS3: Housing

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

Policy 1: Regional Core Objectives

Policy 2: Promoting better design

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

MKSM Strategic Policy 1: The Spatial Framework – Locations for Growth

MKSM Strategic Policy 3: Sustainable Communities

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

Policy 13: General Sustainable Development Principles

## Policy 16: Sustainable Urban Extensions

### Supplementary Planning Documents

Open Space SPD

Sustainable Design SPD

Biodiversity SPD

### Emerging Policies (Local Development Framework)

Rothwell and Desborough AAP

### ***Discussion***

In this outline application all matters are reserved for subsequent approval. The applicant has produced an indicative Master Plan which shows one way in which the site could accommodate the number of dwellings proposed, a primary school, local centre, allotments, open space and associated infrastructure. The layout of the development could be subject to change from that depicted in the Indicative Master Plan. The design of individual buildings is not shown as design is a Reserved Matter.

A number of parameters plans have also been produced to accompany the application. Rather than showing the location of individual dwellings and garages these plans adopt a 'broad brush' approach to the site, giving an indication of the type of development that would be acceptable on parts of the site than given by the Master Plan e.g. land use, density, storey heights.

The submitted Master Plan shows that the site is capable of being developed in line with urban design principles, the description of development as shown on the application form and detailed in the AAP.

There a number of approaches open to the Local Planning Authority to ensure that the eventual development on site meets the above policies, and accords with Urban Design principles. These include conditions tying the development to the Illustrative Master Plan or to one or more of the parameter plans. An alternative is a condition requiring the submission of a Design Code (possibly based on one or more of the Parameters Plans).

### ***Conclusion***

It is considered at this outline stage that the overall design concept shown in the Parameters Plan and Illustrative Master Plan shows that the site can be developed in a manner which will achieve a high quality design.

It is considered that the information contained within the Design and Access Statement, Illustrative Master Plan and Parameters Plan demonstrate that the development can be designed in such a way as to create a high quality, sustainable development. Conditions will ensure that a high quality environment is created.

### **Residential Amenity**

#### National Policies

PPS1: Delivering Sustainable Development.

PPS3: Housing

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

Policy 1: Regional Core Objectives

Policy 2: Promoting better design

Policy 36: Regional Priorities for Air Quality

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

MKSM Strategic Policy 3: Sustainable Communities

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

Policy 13: General Sustainable Development Principles

Policy 16: Sustainable Urban Extensions

Saved Local Plan Policies

Policy 35: Housing within towns

Policy 39 Housing: Affordable Housing

Supplementary Planning Documents

Sustainable Design SPD

Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission Document

***Discussion***

The submitted Master Plan whilst in illustrative form shows that the impact of the proposal on neighbouring properties can be minimised through careful design e.g. distance between existing and proposed dwellings, limiting storey heights adjacent to existing dwellings to two storeys. The Design Code process will give the LPA greater control over the positioning, scale and massing of new buildings as will the detailed design stage (reserved matters applications) where these issues will be considered thoroughly in terms of how they relate to existing properties. This process will ensure that the new buildings are not overbearing and do not cause an unacceptable loss of light or privacy (overlooking).

The impact of noise and air quality has been considered and formed part of the Environmental Statement (ES) considerations, but this was based upon the illustrative master plan. Should different a access point be needed the impact of these new accesses in relation to noise and air quality will need to be assessed, however this could be done via the submission of an ES with the relevant Reserved Matters application.

A condition requiring the submission of a Construction Management Plan prior to the commencement of development will help to minimise the impacts of construction traffic, noise, dust and so on, on neighbouring properties.

***Conclusion***

It is likely that the imposition of conditions and the detailed design stages that will need to be undertaken will ensure that the living conditions of existing

occupiers are not harmed by the proposal.

## **Community Facilities**

### National Policies

PPS1: Delivering Sustainable Development.

PPG17: Planning for Open Space, Sport and Recreation

### 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

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

MKSM Strategic Policy 3: Sustainable Communities

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

Policy 13: General Sustainable Development Principles

Policy 16: Sustainable Urban Extensions

### Saved Local Plan Policies

D2. Desborough: Environmental Improvement

### Supplementary Planning Documents

Open Space SPD

Sustainable Design SPD

### Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission Document

## ***Discussion***

The application proposes a two form entry primary school, and a 0.2 ha (total area) Local Centre comprising a mix of retail and community uses, 21.4 ha of open space 4 play areas with a total area of 0.18 ha, 2.4ha of allotments and a swale (0.3 ha).

The primary school will be located close to the Local Centre to encourage dual trips, increasing the sustainability of the development. The bus route will be discussed as part of the S106 negotiations, but a key element will be the provision of a bus stop at the Local Centre/School.

Policy 6 of the CSS states that developments will either make direct provisions or will contribute towards the provision of local and strategic infrastructure required by the development either alone or cumulatively with other developments. Negotiations are on-going, with the following areas under discussion: -

- affordable housing,

- education,
- highway improvements,
- town centre regeneration,
- local community facilities,
- on-site open space,
- off-site sports (indoor and outdoor) contributions,
- off-site open space contributions (Desborough Lodge Woodland and the Plens),
- healthcare,
- fire and rescue,
- CCTV and ANPR.

### ***Conclusion***

This area is subject of discussion as part of the S106 negotiations and will need to be reported back to members at a later date.

### **Sustainable Construction & Design**

#### National Policy

PPS1: Delivering Sustainable Development.

PPS1: Supplement: Planning and Climate Change

PPS22. Renewable Energy

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

Policy 1: Regional Core Objectives

Policy 2: Promoting better design

Policy 39: Regional Priorities for Energy Reduction and Efficiency

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

MKSM Strategic Policy 3: Sustainable Communities

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

Policy 13: General Sustainable Development Principles

Policy 14: Energy Efficiency and Sustainable Construction

Policy 15: Sustainable Housing Provision

Policy 16: Sustainable Urban Extensions

#### Supplementary Planning Documents

Sustainable Design SPD

#### Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission Document

### ***Discussion***

Sustainability issues can be dealt 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.

A variety of Conditions could also be imposed to ensure that the scheme meets requirements set down by the above policies. These conditions would cover issues such as the submission of a Low Zero Carbon (LZC) Feasibility Study, Waste Management and Facilities Strategy, Recycling facilities for residents and to ensure the relevant Code for Sustainable Homes (CSH) levels and Lifetime Homes standards are applied to new dwellings and BREEAM standards to non-residential buildings.

Improvements in energy efficiency alone will not be enough to ensure a sustainable development. More sustainable patterns of travel will also be needed, for example access to neighbouring developments and the town centre and this part of the proposal cannot be assessed due to ongoing discussions with the HA and LHA.,

The sustainability of the development would be enhanced by the provision of a Sustainable Urban Drainage system.

### ***Conclusion***

Based on the information submitted it is considered that the proposed development will be able to be acceptable in terms of energy efficiency and use of renewable energy subject to the use of suitable conditions and possibly the S106 agreement.

### **Flood Risk and Drainage**

#### National Policies

PPS25. Development and Flood Risk

#### *Development Plan Policies*

##### East Midlands Regional Plan (EMRP) - March 2009

EMRP Policy 32: A Regional Approach to Water Resources and Water Quality

EMRP Policy 35: A Regional Approach to Managing Flood Risk

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

Policy 13: General Sustainable Development Principles

Policy 16: Sustainable Urban Extensions

#### Supplementary Planning Documents

Sustainable Design SPD

#### Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission Document

### ***Discussion***

The Environment Agency has requested additional information to allow them to assess the impact of the proposal and suggest suitable mitigation measures. Additional information has been provided and discussion about these between the Environmental Agency, Local Authority and applicant is ongoing. Discussions held to date suggest that the issues are technical and can be resolved.

### **Conclusion**

There is insufficient information available at this time to assess the impact of the proposal in relation to this issue, however it would appear that the outstanding matters relate to technical issues rather than matters of principle.

### **Contaminated Land**

#### National Policies

PPS23. Planning and Pollution Control

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

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

Policy 13: General Sustainable Development Principles

#### Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission Document

### **Discussion**

Information relating to Contamination is contained within the ES and includes a desk based survey and walk over of the site. Environmental Health consider that this has provided sufficient information assess the principle of developing this site for residential development, and have no objection subject to the imposition of a condition requiring a full contaminated land assessment, this includes the need for sampling of soil.

### **Conclusion**

Based on the information submitted it is considered the proposed development, subject to conditions would be able to mitigate any contamination found on the site.

### **Green Infrastructure**

#### National Policies

PPS9: Biodiversity and Geological Conservation

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

Policy 1: Regional Core Objectives

Policy 2: Promoting better design

Policy 28: Regional Priorities for Environmental and Green Infrastructure

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

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

MKSM Strategic Policy 3: Sustainable Communities

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

Policy 5: Green Infrastructure (GI)

Policy 6: Infrastructure Delivery and Developer Contributions

Policy 13: General Sustainable Development Principles

Policy 16: Sustainable Urban Extensions

## Supplementary Planning Documents

Open Space SPD

Sustainable Design SPD

Biodiversity SPD

## Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission Document

### ***Discussion***

Green Infrastructure (GI) is network of multi-functional Green Spaces which help to provide a natural life support system for people and wildlife and is key in building sustainable communities. GI can include recreational and sports facilities, pathways and routes, natural and historic sites, water spaces, and countryside that is accessible. Connectivity through the creation/enhancement of linkages including green corridors or cycleway/pedestrian links is an important element of GI. New developments should demonstrate a specific contribution towards producing a net gain in GI.

The ES contains a Green Infrastructure Strategy (based on the Illustrative Master Plan) which includes the retention of the more valuable features on the site (e.g. the boundary hedgerows), and the creation of valuable new ones in the areas of open space along the northern and southern boundaries of the site. The Illustrative Master Plan shows that the site can be designed to contain good levels of green space overall, with a layout which allows ready access to natural green spaces, plus links to town and countryside, all of which will promote sustainable transportation and outdoor recreation. Consultees consider that mitigation for loss of habitat is appropriate and will result in habitats of enhanced value over and above the existing situation, although it is stressed that S106 contributions and /or conditions will need to be imposed to ensure benefits outlined in the GI Strategy take place and are maintained in the longer term.

### ***Conclusion***

Some open space will be lost as a result of the development, however it is considered that the environmental and ecological benefits that will be delivered through the scheme outweighs this physical loss. The GI Strategy shows that it is possible for the development to enhance and improve the quality of environmental resources and make gains in biodiversity. S106 contributions and /or conditions will need to be imposed to ensure the long term management of GI.

**Heritage Assets** (this includes listed buildings, conservation areas and archaeological remains).

### National Policies

PPS5: Planning for the Historic Environment

### East Midlands Regional Plan (EMRP) - March 2009

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

Policy 27: Regional Priorities for the Historic Environment.

## MKSM Strategic Policy 3: Sustainable Communities

### North Northamptonshire Core Spatial Strategy (CSS) – Adopted June 2008. Policy 13: General Sustainable Development Principles

#### ***Discussion***

The EA includes a Desk Based Assessment of the site shows that there is some possibility the site may have archaeological remains, but this is limited as the majority of the site has been quarried. The County Archaeologist has no objection to the proposal subject to the imposition of a condition requiring archaeological investigations after the application has been determined.

The application site is over 500m from Desborough Conservation Area and the nearest listed building. It is separated from these Heritage Assets by the existing Grange residential development and the railway line which will screen views of the site from and to the Conservation Area and listed buildings. As a result it is considered that the proposal will not adversely affect the setting of the Conservation Area or the listed buildings within Desborough.

#### ***Conclusion***

It is considered that sufficient information has been submitted to assess the impact of the proposal on Heritage Assets in the area and that subject to the imposition on a condition(s) relating to archaeology, the development is acceptable in relation to this issue.

#### **Section 106 Issues**

### North Northamptonshire Core Spatial Strategy (CSS) – Adopted June 2008. Policy 6: Infrastructure Delivery and Developer Contributions

#### Supplementary Planning Documents

Open Space SPD

Biodiversity SPD

#### Emerging Policies (Local Development Framework)

Rothwell and Desborough Area Action Plan – Submission Document

#### ***Discussion***

A Section 106 Agreement is under negotiation with the applicant to ensure that the impacts of the development are appropriately mitigated. The areas to be discussed include provision of significant infrastructure including affordable housing, highway improvements, contributions to town centre regeneration, local community facilities and open space, off-site sports (indoor and outdoor) contributions, off-site open space contributions (Desborough Lodge Woodland and the Plens), healthcare, education, affordable housing, fire and rescue, CCTV and ANPR.

#### ***Conclusion***

This area is the subject on discussion between various parties and will need to be reported back to members at a later date.

## **Conclusion**

The principle of development of a sustainable urban extension in Desborough is supported by Development Plan policy, in particular the Regional Plan and the North Northamptonshire Core Spatial Strategy, the Rothwell and Desborough AAP Submission Document and supporting evidence base.

Assessment of the application described above has led to the recommendation set out at section 2 of the report. The recommendation is that further discussion is needed to resolve some outstanding issues and that the S106 agreement and conditions are satisfactorily finalised.

Further discussion is needed in order that the impacts of the development can be satisfactorily assessed and suitable investigation measures can be secured. Completion of a satisfactorily S106 agreement and imposition of a suitable set of conditions is important to achieving a high quality development.

### **Background Papers**

Title of Document:

Date:

Contact Officer:

Christina Riley, Senior Development Officer on 01536  
534316

### **Previous Reports/Minutes**

Ref:

Date:

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