

## BOROUGH OF KETTERING

<b>Committee</b>	<b>Full Planning Committee - 30/07/2013</b>	<b>Item No: 5.4</b>
<b>Report Originator</b>	<b>Fjola Stevens Development Officer</b>	<b>Application No: KET/2012/0780</b>
<b>Wards Affected</b>	<b>Desborough Loatland</b>	
<b>Location</b>	<b>Harrington Road (land at), Desborough</b>	
<b>Proposal</b>	<b>Outline Application: Residential development of up to 75 dwellings with associated open space, landscaping, highways and utility infrastructure</b>	
<b>Applicant</b>	<b>Mr D Veevers</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**

APPROVED, subject to a S.106 OBLIGATION being entered into within 3 months of the resolution to approve, and to the following conditions or otherwise determined under delegated powers:-

1. Approval of the details of the access, appearance, landscaping, layout and scale (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.

REASON: In order to secure a satisfactory development.

2. Plans and particulars of the reserved matters referred to in condition 1 above, relating to the appearance, layout and scale of any buildings to be erected, the means of access to the site and the landscaping of the site, shall be submitted in writing to the Local Planning Authority and shall be carried out as approved.

REASON: In order to secure a satisfactory development

3. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of 3 years from the date of this planning permission.

REASON: To comply with Section 92 of the Town and Country Planning Act 1990 and to prevent an accumulation of unimplemented planning permissions.

4. The development hereby permitted shall be begun either before the expiration of three years from the date of this permission or before the expiration of 2 years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

REASON: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended) and to prevent an accumulation of unimplemented planning permissions.

5. The development hereby permitted shall be limited to no more than 75 dwellings.

REASON: This is the level of development which has been assessed as part of the application and to secure a satisfactory form of development in accordance with policy 13 of the North Northamptonshire Core Spatial Strategy.

6. No development shall take place on site until details of the method of construction of the means of access have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be fully implemented before the first occupation of any of the dwellings hereby permitted.

REASON: To ensure a satisfactory means of access to the highway in accordance with policy 13 (d) of the North Northamptonshire Core Spatial Strategy.

7. No development shall take place on site until details of the width, alignment, gradient, sight lines and type of construction proposed for the roads, footways and accesses, including all relevant horizontal cross sections and longitudinal sections showing the existing and proposed levels, together with details of street lighting and the method of disposing of surface water, and details of a programme for the making up of the roads and footways have been submitted to and approved in writing by the Local Planning Authority. The approved details, relevant to that phase or housing parcel, shall be fully implemented before the first occupation of any of the dwellings within that phase or parcel.

REASON: To ensure that the roads are constructed to a satisfactory standard in accordance with policy 13 (d) of the North Northamptonshire Core Spatial Strategy.

8. Prior to commencement of development, a Construction Method Statement to include measures to reduce impact on amenity shall be submitted to and approved in writing by the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period and the approved measures shall be implemented for the duration of the construction works.

REASON: In the interests of residential amenity, highway safety, visual amenity and waste minimisation in accordance with Core principles and part 4 of the NPPF, Policy 13 and 16 of the North Northamptonshire Core Spatial Strategy.

9. No development shall take place until a plan prepared to a scale of not less than 1:500 showing details of existing and intended final ground and finished floor levels has been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved details.

REASON: To preserve the character of the area and to protect the privacy of the occupiers of adjoining properties in accordance with policies 13 (h & l) of the North Northamptonshire Core Spatial Strategy.

10. No development shall commence on site until details of the types and colours of all external facing and roofing materials to be used, together with samples, have been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved details.

REASON: In the interests of the visual amenities of the area in accordance with policy 13 (h) of the North Northamptonshire Core Spatial Strategy.

11. Unless otherwise agreed by the Local Planning Authority, development other than that required to be carried out as part of an approved scheme of remediation must not commence until parts A to D have been complied with. If unexpected contamination is found after development has begun, development must be halted on that part of the site affected by the unexpected contamination to the extent specified by the Local Planning Authority in writing until condition d has been complied with in relation to that contamination.

#### A. Site Characterisation

An investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

(i) a survey of the extent, scale and nature of contamination;

(ii) an assessment of the potential risks to:

- human health,
- property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
- adjoining land,
- groundwaters and surface waters,
- ecological systems,
- archaeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11(or any model procedures revoking and replacing those model procedures with or without modification)'.

## B. Submission of Remediation Scheme

A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

## C. Implementation of Approved Remediation Scheme

The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

## D. Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of condition a, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of condition b, which is subject to the approval in writing of the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition c.

**REASON:** To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors. Due to the underlying geology present throughout Northamptonshire at which the levels of some naturally occurring contaminants frequently exceed the levels at which the risk to human health would be considered acceptable for residential land use; it is expected that there may be unacceptable risks to future occupiers of the site without the following investigation being carried out. In accordance with policy 13 of the North Northamptonshire Core Spatial Strategy and paragraph 120 of the NPPF.

12. There shall be provided for each dwelling either garaging and /or hardstanding for the parking of vehicles clear of the highway, and such provision shall be shown on the layout plan required by condition 2, and such provision shall be provided prior to the occupation of the dwelling to which it relates. The completed parking provision for each dwelling shall be retained, as approved and kept permanently for parking purposes thereafter.

REASON: To ensure adequate vehicular parking provision within the site in accordance with policy 13 (d) of the North Northamptonshire Core Spatial Strategy.

13. No development shall commence on site until details of the materials to be used for hard and paved surfacing have been submitted to and approved in writing by the Local Planning Authority. The approved surfacing shall be completed before the adjoining buildings are first occupied.

REASON: In the interests of visual amenity in accordance with policy 13 (h) of the North Northamptonshire Core Spatial Strategy.

14. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a detailed scheme indicating the positions, design, materials and type of screen walls and fences to be erected. The screen walls and fences shall be erected as approved before the adjacent dwellings are first occupied and shall be retained thereafter.

REASON: In the interests of the privacy of the occupiers of adjoining residential properties and in the interests of amenity in accordance with policy 13 (l) of the North Northamptonshire Core Spatial Strategy.

15. No development shall take place on site until a scheme for the protection of hedges and hedgerows to be retained on site has been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved details.

REASON: To ensure the continuity of amenity afforded by existing hedges or hedgerows in accordance with policy 13 (o) of the North Northamptonshire Core Spatial Strategy.

16. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of hard and soft landscaping works which shall specify species, planting sizes, spacing and numbers of trees and shrubs to be planted, the layout, contouring and surfacing of all open space areas. The species shall be native and the works approved shall be carried out in the first planting and seeding seasons following the occupation of the building or the completion of the development whichever is the sooner. Any trees or plants which, within a period of 5 years from the date of planting, die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

REASON: To improve the appearance of the site in the interests of visual amenity in accordance with policy 13 (h) of the North Northamptonshire Core Spatial Strategy.

17. No development shall take place on site until a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, other than small, privately-owned, domestic gardens, has been submitted to and approved in writing by the Local Planning Authority. The landscape management plan shall be carried out as approved.

REASON: To ensure that due regard is paid to the continuing enhancement and maintenance of amenity afforded by landscape features of communal public, nature conservation or historical significance in accordance with policy 13 (h) of the North Northamptonshire Core Spatial Strategy.

18. No development shall take place until an Ecological Management Plan, which is in accordance with the recommendations and mitigation measures set out in section 4 of the Great Crested Newt Survey Ref: 5011.2-FEC-01 produced by First Environmental Ltd and section 4 of the Tree in Inspections for Bat Survey Ref: 097-FEC-01 Produced by FEC Ltd has been submitted and approved in writing by the Local Planning Authority. The EMP shall include the management of ponds and the provision of bat and bird nest boxes. The development shall not be carried out other than in accordance with the approved details.

REASON: To ensure ecology is maintained and enhances in accordance with section 11 of the NPPF and policy 13 (o) of the North Northamptonshire Core Spatial Strategy.

19. Prior to the submission of the first reserved matter, as required by condition 1, a written scheme of archaeological investigation shall be submitted to and approved in writing by the Local Planning Authority. No development shall take place within the site until the implementation of a programme of archaeological work has been secured in accordance with the approved written scheme of investigation.

REASON: To ensure the recording of any items of archaeological interest in accordance with policy 13 (o) of the North Northamptonshire Core Spatial Strategy and Paragraph 141 of the NPPF.

20. The first reserved matters application shall be accompanied by a Waste Management Facilities Strategy that includes a scheme to provide refuse recycling storage for residents. The development shall not be occupied other than in accordance with the approved scheme.

REASON: To minimise waste production and to ensure a satisfactory level of recycling in accordance with NPPF, the Northamptonshire Waste Local Plan 2003 - 2016 and Policy 13 (n) and 14 of the CSS for North Northamptonshire.

21. Concurrently with the submission of any reserved matters for the site an energy strategy, including timetable of works, for the site providing a proportion of the energy supply of the site through renewable sources shall be submitted to and approved in writing by the Local Planning Authority. The strategy shall demonstrate how a target of at least 10% of the demand for energy will be met on site through sustainable construction techniques and renewably and/or from decentralised renewable or low carbon energy supply. If the 10% target cannot be met a technical and economic feasibility assessment shall be submitted,

together with the energy strategy, for the approval of the Local Planning Authority. The strategy shall include details and a timetable of the physical works on site. The strategy shall be implemented as approved and retained operational thereafter.

REASON: In the interests of sustainable development and energy efficiency in accordance with NPPF and Policy 14 (b) (iv) of the North Northamptonshire Core Spatial Strategy.

22. Prior to the commencement of the development, a scheme for the provision of fire hydrants shall be submitted to and approved in writing by the LPA and the development shall not be occupied other than in accordance with the approved scheme.

REASON: In the interest of fire safety in accordance with policy 6 of the North Northamptonshire Core Spatial Strategy.

23. Prior to the commencement of development, a scheme detailing the security measures/ standards to be incorporated within the development with reference to the ACPO 'Secured by Design' scheme shall have been submitted to and approved in writing by the local planning authority. The development shall thereafter be carried out in accordance with these approved details.

REASON: To reduce the potential for crime in accordance with policy 13 of the Core Spatial Strategy for North Northamptonshire.

24. No development shall commence until a foul water strategy has been submitted to and approved in writing by the Local Planning Authority. No dwellings shall be occupied until the works have been carried out in accordance with the foul water strategy so approved unless otherwise approved in writing by the Local Planning Authority.

REASON: To prevent environmental and amenity issues arising from flooding in accordance with policy 13 of the North Northamptonshire Core Spatial Strategy.

25. Prior to submission of the first reserved matters application a travel plan shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved Travel Plan.

REASON: In the interests of securing the use of sustainable modes of transport in accordance with policy 13 of the North Northamptonshire Core Spatial Strategy.

26. Each reserved matter shall generally conform with the Indicative Layout drawing no. 7719/001E in terms of building road layout.

REASON: To seek to design out crime and create a high standard of design in accordance with policy 13 (b and h) of the North Northamptonshire Core Spatial Strategy.

## **Officers Report**

### **3.0 Information**

#### **Relevant Planning History**

KET/2011/0822 1 no. dwelling REFUSED 09/02/2012

KET/2010/0837 1 no. dwelling WITHDRAWN 24/02/2011

#### **Site Description**

Officer's site inspection was carried out on 8<sup>th</sup> January 2013.

The application site is field located off Harrington Road on western edge of Desborough. The site is approximately 2.4ha and is currently used for the grazing of horses. It is bounded by hedgerows to the south east, south west and north west, with various types of fencing to the gardens to the east of the site and mature trees being present on the south east boundary adjacent to Harrington Road. Ridge and Furrow is visible within the site and the site slopes gently from north west to south east.

#### **Proposed Development**

This application seeks outline permission for a residential development of up to 75 dwellings with associated open space, landscaping, highways and utility infrastructure. All matters are reserved for later approval.

An illustrative layout has been provided, however this is only indicative to show how the dwellings, open space, footpaths and road layout could be provided on the site.

The proposal includes 30% affordable housing, with 40% being intermediate and 60% being social and/or affordable rent.

#### **Any Constraints Affecting The Site**

Outside town boundary

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

#### **Desborough Town Council**

Amended plans

The previous comments made by the Town Council are still fully supported. However, since these comments were submitted in January 2013 approval has been granted by Northamptonshire County Council for a significant expansion of Loatlands School. The increase in traffic will now make this area extremely hazardous with congestion on the narrow road near Loatlands School. The road network is inadequate for this development. Parking spaces on the development are not generous.

Original plans

Objection - The main concern is the narrow access road (Harrington Road) which is very restricted with additional parking/congestion around



Loatlands School. This appears to be overdevelopment as it would create considerable extra traffic movements both during construction and once lived in as it is far away from shops and other public facilities.

The use of parking courts is to be avoided. Off road parking accessible to front of houses with minimum of two cars per house/apartment. Detailed design codes to be produced.

There is comment in the Planning Report on the Rothwell and Desborough Area Action Plan – ‘has been approved by KBC Planning Policy and has weight’.

### **Highway Authority**

Amended plans

No objection - The TA is acceptable, as the main remaining issue of an error being made in using the modelling software has been noted and taken into account.

In terms of the school traffic, there is an ongoing planning application for the school which will involve the updating of the Travel Plan, in the hope that reductions in car journeys and parking problems can be achieved.

The development is close enough to encourage parents to walk their children to this school or at the very least, not make an extra journey to those already on the network. Therefore the traffic impacts will not be severe in relation to the school.

Original plans

Additional information is required for the Transport Assessment.

Amendments necessary to show a footpath from the site access to Whitehill Road, visibility splays will be required, dropped kerbs to Whitehill Road and footpath alterations will be required and a travel plan should be submitted prior to submission of reserved matters.

S106 contribution required for Public Transport

£540 per dwelling x 75 = **£40,500**

### **Environment Agency**

Amended plans

Objection - The identification and agreement of a discharge point is fundamental at this stage of the planning application. As there are no discharge points without potential complications, we are not in a position to remove our objection until a positive discharge point has been identified and agreed. Upon submission of the above our objection may be removed pending the imposition of any relevant planning conditions.

Original plans

Objection - The Flood Risk Assessment (FRA) does not comply with the requirements set out in paragraph 9 of the Technical Guide to the National Planning Policy Framework. Advice provided on the additional information required to overcome objection.

### **Wildlife Trust**

Amended plans

In broad terms the Great Crested Newt Survey is acceptable and satisfactory. The recommendations are acceptable but the wildlife trust recommends that conditions are imposed requiring an overall site Ecological Management Plan (EMP) to be produced including the sympathetic management of pond areas. The recommendations contained within Section 4 of the report should also be conditioned.

Original plans

Further surveys are required to fully assess the proposal. Important to ensure all appropriate measures are put in place to ensure the delivery and follow-up monitoring of an ecological enhancement measures and biodiversity/GI contributions.

### **NCC Development Management**

No objection - S106 contributions are required as follows:

#### Primary Education

Based on the current DfE Cost Multipliers as shown below

<b>Size of Dwelling</b>	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>	<b>5 bed</b>
<b>Cost per Unit</b>	£0	£520	£3,565	£7,966	£8,120

#### Secondary Education

£1,025 per dwelling x 75 dwellings = **£76,875**

#### Fire and Rescue

£92 per dwelling x 75 = **£6,900**

1 Fire Hydrant

### **Northants Badger Group**

No comment

### **NCC Planning Services**

Prior to development taking place consideration must be given to the Northamptonshire Minerals and Waste Development Framework.

### **Environmental Health**

No objection - Conditions addressing contaminated land and construction site working hours recommended.

### **Natural England**

Amended plans

The proposal is unlikely to affect any statutorily protected sites or landscapes.

Written evidence should be provided to explain why 2 ponds could not be surveyed. The planning authority must be satisfied that Great Crested

Newts would not be a constraint to this development. There are suitable features on, or in the vicinity of the site, for roosting bats. Recommend that confirmation is provided as to whether any of the trees targeted for removal are still standing. If so, an updated survey should be undertaken to ascertain whether or not their status, with regard to roosting bats, has changed in the interim.

The proposal may have opportunities to incorporate features of design beneficial to wildlife, such as the incorporation of roosting opportunities for bats or bird nest boxes. The planning authority should secure enhancement of biodiversity.

Original plans  
Standing Advice provided

### **Community Services**

Amended plans  
No additional comments to make

Original plans  
No objection - S106 contributions required as follows:

Off-site open space **£42,090**  
Off-site indoor sports facilities **£60,643**  
Community facilities **£8,867**

### **Northamptonshire Police**

Original plans  
No objection - Recommend removal of rear parking courts that are likely to attract crime and disorder. The natural surveillance for the layout proposed is very limited, recommended an alternative layout is submitted. Advice on security measures provided and conditions requiring details of security measures to be incorporated into the design and boundary treatments are recommended.

### **Anglian Water**

Additional information – Anglian Water has confirmed that it will adopt the proposed surface water sewer.

No objection - Recommend condition requiring submission of foul water drainage strategies.

### **KBC Housing Strategy**

Support proposed 30% affordable housing - S106 required to secure 40% intermediate and 60% social and/or affordable rent and the local lettings policy to ensure the dwellings meet local need.

### **Neighbours**

Amended plans

4 comments:

- there is a drainage ditch behind 14 Upperdane which can be quite active after heavy rain. Propose the ditch should be piped to stop flooding.
- removal of car parking courts is an improvement
- more landscaping should be introduced between development and Garbutt House
- applicant should contribute to local road and cycle network
- there should be restriction on development affecting permeable paving
- drainage scheme should be agreed to prevent flooding downstream
- agreement should be reached on maintenance of drainage measures

5 objections:

- Transport Assessment makes assumptions about the actions of future residents
- there may be no impact on the wider local highway network but there is severe congestion in Harrington Road at school times and this will be exacerbated
- the ridge and furrow should be preserved
- there is a presumption for sustainable development not any development
- Braybrooke Road, Whitehill Road and Harrington road are all congested due to cars parked on the road and bottlenecks
- The proposal will add congestion to an area that already suffers

#### Original Plans

16 letters of objection:

- single dwelling refused previously
- play areas will become youth's meeting areas
- doctors surgery is at capacity
- congestion problems on Harrington Road
- Harrington Road could not support the flow of traffic from the development
- Car parking of 2 spaces per dwelling inadequate
- Transport statement inaccurate
- Request deliveries at specific times of the day and wheel washing on site
- Loatlands school is due to be expanded increasing congestion
- Access would be located on a narrow road with cars parked it will be difficult to drive past these cars into the access
- Removal of trees on Harrington Road will result in new dwellings overlooking existing properties
- Concern about impact upon bats
- No enough facilities in Desborough e.g. secondary school, petrol station, superstore, doctors

- Whitehill Road is busy and a risk to children and increasing its use will cause extra risk
- Overlooking of garden
- Site is outside of the settlement boundary
- Unacceptable increase in noise and effect on privacy
- Development is unacceptably cramped and out of character with existing surroundings and houses
- Substantial landscaping and fencing required to protect privacy
- Detailed plans should not allow houses to overlook
- Pond must not increase risk of flooding
- Parking areas should not be located next to existing dwellings
- 2.5 storey dwellings will be out of place with surrounding houses
- No demand for housing in Desborough
- No bus stop on Whitehill road because access down Harrington Road was too difficult
- Newt survey says more surveys are required
- Further bat, bird and newt surveys requires between May and September
- Questionnaires undertaken were misleading
- Development will adversely affect countryside

## **5.0 Planning Policy**

### **National Planning Policy Framework (NPPF)**

Paragraph 17 – Core Planning Principles

Policy 4 – Promoting sustainable transport

Policy 6 – Delivering a wide choice of high quality homes

Policy 7 – Requiring good design

Policy 8 – Promoting healthy communities

Policy 10 – Meeting the challenge of climate change, flooding and coastal change

Policy 11 – Conserving and enhancing the natural environment

Policy 12 – Conserving and enhancing the natural environment

### **Development Plan Policies**

#### **North Northamptonshire Core Spatial Strategy (CSS)**

Policy 1 - Strengthening the network of settlements

Policy 3 - Connecting the urban core

Policy 4 - Enhancing local connections

Policy 5 - Green Infrastructure

Policy 6 - Infrastructure delivery and developer contributions

Policy 7 - Delivering housing

Policy 9 - Distribution & 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

## Local Plan (LP)

Policy 7 Protection of the open countryside

## Emerging Policies (Local Development Framework)

Joint Core Strategy Review (JCS)

Site Specific Proposals LDD (SSP LLD)

## SPGs

Open Space SPD

Sustainable Design SPD

Biodiversity SPD

## 6.0 Financial/Resource Implications

### Section 106's

The development will generate a need for infrastructure provision, this will be secured through a S106 obligation as shown below:

Requirement	Contribution agreed												
Primary Education	As per the cost multipliers below:												
	<table border="1"><thead><tr><th>Size of Dwelling</th><th>1 bed</th><th>2 bed</th><th>3 bed</th><th>4 bed</th><th>5 bed</th></tr></thead><tbody><tr><td>Cost per Unit</td><td>£0</td><td>£520</td><td>£3,565</td><td>£7,966</td><td>£8,120</td></tr></tbody></table>	Size of Dwelling	1 bed	2 bed	3 bed	4 bed	5 bed	Cost per Unit	£0	£520	£3,565	£7,966	£8,120
	Size of Dwelling	1 bed	2 bed	3 bed	4 bed	5 bed							
Cost per Unit	£0	£520	£3,565	£7,966	£8,120								
Secondary Education	<b>£76,875</b> - £1025 per dwelling												
Health	<b>£45,760</b> - £880 per market dwelling												
Public Transport	<b>£40,500</b> - £540 per dwelling												
Fire & Rescue	<b>£6,900</b> - £92 per dwelling												
Indoor/Outdoor Sports	<b>£21,100.40</b> – Towards provision of outdoor exercise machines and new bowls pavilion at Dunkirk Recreation Ground												
<b>TOTAL: (Excluding primary education)</b>	<b>£191,135.40 + Primary education based on cost multipliers</b>												
Payments in kind													
Highways Works	Dropped curbs and footway amendments to Whitehill Road and footway link into site on Harrington Road												
Open space	3,800 square meters of open space comprising amenity green space and natural/semi-natural open space plus 15 year maintenance commuted sum												

Open space	1 x Locally equipped area of play (LEAP)
Affordable Housing	<b>30% Affordable Housing</b> with 60% affordable/social rent and 40% intermediate rent
Public Transport	Sustainability welcome pack for each dwelling

## **7.0 Planning Considerations**

The key issues for consideration in this application are:-

1. Principle of Development
2. Design and Layout
3. Amenity
4. Housing Mix and Housing Density
5. Affordable Housing
6. Access, Movement and Connectivity
7. Energy Efficiency and Sustainable Construction
8. Biodiversity, Green Infrastructure and Ecology
9. Landscape
10. Heritage Assets and Archaeology
11. Flooding, Drainage and Sewage
12. Contaminated Land

### 1. Principle of development

The NPPF was published on 27 March 2012 which sets out the Government's planning policies and replaces Planning Policy Statements and Planning Policy Guidance. Paragraph 47 of the NPPF maintains the requirement for local authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements but adds an additional buffer of 5% to ensure choice and competition in the market for land.

Para 49 of the NPPF states that housing applications should be considered in the context of the presumption in favour of sustainable development. The North Northamptonshire Annual Monitoring report (December, 2012) shows that Kettering Borough had a housing land supply of 3.41 years, however a recent assessment of the housing land supply (July 2013) shows that the Council currently has a supply of 5.17 years.

The North Northamptonshire Core Spatial Strategy (CSS) sets out the overall development strategy for North Northamptonshire and was adopted in June 2008. Desborough is a smaller town as defined by CSS Policy 1. Policy 1 focuses development in the Growth towns with the smaller towns providing a secondary focal point for development. The

application is for a housing development of a scale which is considered appropriate for a town identified as a secondary focal point for development.

CSS policy 7 requires Development Plan Documents to make provision for 13,100 homes in Kettering Borough in the period 2001 to 2021. Policy 10 requires Development Plan Documents to make provision for the amount of housing development set out in table 5. Table 5 states that Desborough has a housing requirement of 1940 dwellings between 2001 and 2021. 1,123 of these were completed in the monitoring period 2001 to 2012. The residual requirement is therefore 817. These figures are indicative not maximum figures. The Council has achieved a 5 year housing land supply but in this location development is in line with policy.

The proposed developments at Desborough North and Harborough Road, Desborough will meet the indicative targets for Desborough in the current CSS 2001-2021 plan period, these figures are indicative not maximum dwelling numbers. The additional dwellings are required in Desborough for the period extending to 2031 and the proposed development would not result in an over provision of housing in Desborough and instead it would contribute towards this provision.

CSS Policy 9 focuses development requirements on a small number of Sustainable Urban Extensions at the growth towns. The policy states that Site Specific Development Plan Documents may identify opportunities for small scale Sustainable Urban Extensions at the smaller towns. This is the approach that Kettering Borough Council has taken to delivering growth at Desborough and the Proposed Submission Rothwell and Desborough Urban Extension Area Action Plan identifies a 700 home Urban Extension north of Desborough which would go some way to meeting the residual requirement. In addition the Desborough North Urban Extension, outline planning permission has been granted for 165 dwellings on Harborough Road, Desborough.

CSS policy 9 requires development to be distributed to strengthen the network of centres as set out in policy 1 and requires new building development in the open countryside outside the Sustainable Urban Extensions to be strictly controlled. This policy gives priority to the reuse of suitable previously developed land and buildings within the urban area, followed by other suitable land in the urban area. However, although the application site lies outside of the settlement boundary for Desborough, it is one of the preferred options to meet housing needs in Desborough in the Site Specific Proposals Local Development Document – Options Paper Consultation (March 2012) (SSP LLD) .

The preferred option sites contained within the SSP LLD were all the subject of a Sustainability Appraisal and the sites that were proposed as preferred sites are those that had the most positive assessments against the criteria. The application site has therefore been found to be a sustainable location for new development in Desborough during the



assessment of potential site for residential development. The site is located close to a Primary School and approx. 800m from the town centre where there is a doctors surgery, shops, café's, take-aways, banking services and pharmacy. As such, it is considered that the proposed development would constitute sustainable development.

### **Emerging Policy**

The Joint Core Strategy (JCS) is currently being reviewed to consider the period to 2031. The emerging draft for consultation August 2012 identifies a housing requirement for Desborough of 1,470 for the period of 2011 to 2031, Draft Policy 10 in this document identified Desborough as a Market Town where there will be growth in homes and jobs to support regeneration and local services, at a scale appropriate to the character and infrastructure of the town.

The LSP LLD will allocate land to meet the targets set out in the JCS Review. As stated above the application site is identified as a preferred housing option in this document and it will contribute to the housing growth required in the plan period 2011-2031.

### **Conclusion**

The Council has demonstrated a 5 year housing land supply. The site is a preferred site for residential development in emerging local planning policy and this is a material consideration. In addition, the site has been assessed as a sustainable location for new development and the NPPF contains a presumption in favour of sustainable development, stating that sustainable development should be approved without delay unless other material considerations outweigh this. The other material considerations are explored below, however none of them provide an over-riding constraint to the development.

The CSS directs new development to Desborough, it is known that Desborough will need to accommodate further growth between 2011 and 2013 and the site is identified as a preferred site in the SLLD. Therefore the proposal accords with the spatial strategy for the area and it would be a sustainable development despite its location on the edge of Desborough. As such, the proposal accords with the NPPF and local planning policy and the principle of development is acceptable.

### **2. Design and layout**

Policy 7 of the NPPF requires good design that improves the overall quality of the area and Policy 13(o) of the CSS requires new development that respects and enhances its surroundings.

This is an outline application with all matters reserved and therefore the layout and detailed design is not to be considered as part of this application. The applicant has however submitted an indicative layout to demonstrate that up to 75 dwellings can be provided on the site with an appropriate density, an acceptable road layout, the provision of public open space and footpath links through the site, and the provision of a

balancing pond. Amended plans were submitted during the course of the application to address some concerns about lack of permeability, lack of natural surveillance and removal of the front boundary hedge to accommodate a footpath.

In addition the Design and Access Statement submitted with the application provides details of the minimum and maximum heights, widths and depths of the proposed dwellings. The majority of the proposed dwellings would be 2 storeys, with some feature 2 ½ storey dwellings potentially adjacent to the open space and on Harrington Road. The 2 storey dwellings would measure approx. 8m to 8.5m in height whilst the 2 ½ storey properties would be approx. 11m-11.5m. Full details of the design, scale and location of the building will be dealt with at the reserved matters stage.

It is considered that due to the size of the site the character and appearance of the final development will be fairly constant across the site. Also the provision of 2 and 2 ½ storey dwellings is acceptable in principle provided they would not result in overlooking or loss of light. The design of individual dwellings and amenity issues can be considered fully under the reserved matters application and therefore it is not considered necessary to require a design code for this site.

The proposed road layout which incorporates a loop is welcomed to provide legibility within the site, and the provision of open space within the centre of the site will provide a green focal area within the development. In addition, the proposed landscaping buffer along the south west edge of the development will provide a soft boundary to the adjoining field which is welcomed. The detailed design of the layout, including parking areas and the arrangement of properties will be dealt with as part of the reserved matters application.

It is considered that the information provided in the DAS and the indicative layout demonstrate that it will be possible to provide a development of up to 75 dwellings with a high quality design which would respect the visual amenity and character of the surrounding area. As such, the proposal accords with Section 7 of the NPPF and Policy 13(o) of the CSS.

### 3. Amenity

The NPPF states in paragraph 17 that planning should ensure a good quality of amenity for all existing and future occupiers of land and buildings. In addition, Policy 13(l) of the CSS states that new development should not have any unacceptable impact upon neighbours as a result of overlooking, loss of light, noise or other type of pollution.

The layout submitted with the application is indicative only and therefore the impact of the proposal upon future occupiers of the dwellings proposed cannot be assessed until the reserved matters stage. However the layout demonstrates that the proposed development could be

achieved whilst sustaining sufficient distances between the proposed dwellings and the existing residential properties that surround the application site to ensure that the dwellings would not overlook, or result in a loss of light to the adjacent properties.

It is therefore considered that it will be possible to achieve a development that accords with the NPPF and Policy 13(l) of the CSS.

#### 4. Housing Mix and Housing Density

Section 6 of the NPPF requires Local Planning Authorities to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community.

The application is outline only and therefore the housing mix is unknown at present, however there will be a mix of 2 to 5 bedroom units, which will to a large extent meet the housing needs of a wide range of the community.

Section 6 of the NPPF allows Local Planning Authorities to set out their own approach to housing density to reflect local circumstances. Policy 15 of the CSS requires higher densities in locations that are most assessable on foot, cycle and public transport. The application site is 2.4ha and with a development of 75 dwellings the density would be approx. 31 dwellings per ha. The proposal is an edge of settlement location and includes a landscaped buffer to the south west edge of the site and therefore it is considered that this density is appropriate within this location. A higher density would result in a dense development on the edge of the town which would not respect the character of the surrounding area, and a lower density would not make the most efficient use of the land.

#### 5. Affordable Housing

Section 6 of the NPPF requires Local Planning Authorities to deliver a choice of homes and where a need is identified set out policies for meeting affordable housing need. Policy 15 of the CSS requires new housing developments to provide 30% affordable housing.

The current proposal provided 30% affordable housing with a split of 60% social/affordable rent and 40% intermediate housing, providing 23 affordable units on the development of 75 dwellings. The Strategic Housing Market Assessment (updated 2012) identifies that social rent is more affordable than affordable rent housing and that there is a need for over 95% of affordable housing to be social/affordable rent rather than intermediate housing. However, it is accepted that this would not be viable for this development and therefore a mix of 60%/40% is considered to be acceptable.

The applicant proposes to provide a mix of 2 and 3 bed affordable dwellings and there are no 1 bedroom homes proposed within the development. There is a shortage of 1 bed dwellings and bungalows in

Desborough and the Housing Strategy Team have indicated that it would be preferable for these to be provided in the affordable dwellings provision.

The provision of affordable housing will be secured by S106 as set out above in Part 6 of this report and the mix can be agreed at the reserved matters stage and as such the proposal accords with policy 15 of the CSS.

#### 6. Highways, Access, movement and connectivity

Section 4 of the NPPF promotes the use of sustainable modes of transport and the location of facilities in areas that reduce the need to travel. Policy 4 of the CSS emphasises the need to strengthen connections by improved walking and cycling networks and improvements to local and strategic bus routes. In addition, policy 13(e) states that new development should be designed to take full account of the transport hierarchy of pedestrian-cyclist-public transport-private vehicle, and measures should be incorporated to contribute to an overall target of 20% modal shift in developments

The NPPF, paragraph 32, requires all developments that generate significant movements to be accompanied by a Transport Assessment (TA) or Transport Statement (TS). Planning decisions should take account of whether; the opportunities for sustainable development have been taken up to reduce the need for major transport infrastructure; safe and suitable access to the site can be achieved for all people; and improvement can be undertaken within the transport network that limit the significant impacts of development. Para 32 also specifically states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe.

This is an outline application with all matters reserved and therefore the access will be considered at the detailed design stage. However the indicative layout demonstrates that it will be possible to achieve a vehicular access and road to meet the standards of the Highways Authority. The application site is within walking distance of the town centre and there are bus routes available to Kettering and Market Harborough within a reasonable distance of the site. In addition, the indicative layout shows how pedestrian and cycle routes could be accommodated through the development, thereby encouraging walking and cycling.

A TA has been submitted with the application and considered by Northamptonshire Highways. Following the submission of amendments the proposal the Highways Authority has advised that the proposal would not have an adverse impact upon the highway network, and despite the location of the site close to an existing school which is due to the expanded the advice from the Highways Authority is that the school will

implement a travel plan to address the congestion associated with the school. In addition due to the proximity of the development to the school it is unlikely that residents of the new development would add to the traffic at school times.

The application is outline with all matters reserved, however the amended indicative layout submitted demonstrates that Harrington Road can be widened in line with the Highway Authority's requirements and a footway can be provided through the site rather than adjoining the carriageway to ensure that the width of Harrington Road adjacent to the site adequate. The detailed design of the main access to the site and the secondary access will be dealt with at the reserved matters stage; however the indicative layout demonstrates that the accesses can be provided with suitable visibility splays whilst retaining much of the hedge and planting to the site boundary. Furthermore, the developer will improve the footway between the edge of the site to Whitehill and provide dropped curbs to improve the walking route along Harrington Road.

The Highways Authority advice is that the proposal is acceptable in terms of its impact upon the highways network and that the development would not prejudice highway safety and therefore the proposal accords with policy 13(n) of the CSS.

#### 7. Energy Efficiency and Sustainable Construction

Section 10 of the NPPF recognises the importance of reducing energy use and moving to the use of low carbon energy. Policy 14 of the CSS requires new development to incorporate techniques of sustainable construction and energy efficiency, including the provision for waste reduction/recycling, provision for water efficiency and water recycling and for a proposal of the size currently proposed 10% of the demand for energy should be met on site and renewably and/or from decentralised renewable or low-carbon energy supply. In addition the Sustainable Design SPD requires the submission of a checklist to demonstrate that the development will be sustainable.

The application is accompanied by a Sustainability and Energy Efficiency Statement which incorporates the Sustainable Design SPD Checklist. The detailed design and layout for the site is currently unknown however the proposed dwellings will be built to Code for Sustainable Homes Level 3. The buildings will incorporate sustainable construction measures and measures to reduce energy demand and waste.

The proposed dwellings will have will have individually accessible, private and secure rear gardens, the dwellings will address streets and footpaths ensuring a coherent and well structured layout with good natural surveillance to ensure ease of movement through the development. There are bus stops within a reasonable distance from the proposed development and the routes within the site will encourage the

use of sustainable modes of transport and public open space including a Locally Equipped Area of Play will be provided on site to ensure that play facilities are available for future residents. Sustainable Urban Drainage (SUDs) will be provided on site, a waste management plan will be put in place for the site and natural features within the site e.g. the existing boundary treatments will be retained and new areas of open space will be provided to ensure environmental sustainability.

It is considered that the information submitted demonstrates that sustainable construction and energy efficiency measures can be incorporated in the detailed design for the development. Furthermore, a condition is recommended to ensure a detailed energy strategy is submitted for the development and that 10% of the energy demand for the development is met on site and renewably or from a renewable decentralised source. Therefore the proposal accords with Policy 14 of the CSS and the Sustainable Design SPD.

#### 8. Biodiversity, Green Infrastructure and Ecology

Section 11 of the NPPF requires the planning system to minimise the impacts on biodiversity and provide net gains in biodiversity where possible and Policy 13(o) states that new development should conserve and enhance biodiversity.

The proposed development has no implications for statutorily designated sites however the site does lie within the Ise Valley Strategic Sub-Regional Green Infrastructure Corridor and Policy 5 of the CSS states that new development that such corridors will be safeguarded by not permitting development that would compromise their integrity and therefore that of the overall green infrastructure network.

A number of surveys have been submitted with application with regard to the impact of the development upon biodiversity and protected species. The application as originally submitted was accompanied by an Extended Phase 1 Habitat Survey, a Tree Schedule, a Tree Climbing Survey for Bats and a Great Crested Newt Habitat Suitability Index Assessment. Further information was requested in relation to the impact of the development upon Great Crested Newts. An updated Great Crested Newt Survey was submitted and in response to the query raised by Natural England the applicant's ecologist has confirmed that access could not be arranged for the 2 unsurveyed ponds within the time period provided for the newt survey. The Ecologist also advises that there is poor connectivity between these ponds and the application site and therefore would have no significant impact upon the mitigation strategy.

The Wildlife Trust broadly supports the findings and recommendations of the Extended phase 1 habitat survey and as such the recommendations for mitigation and enhancement measures are the subject of a condition on this recommendation for approval. The Wildlife Trust has also requested that a condition be imposed requiring an Ecological Management Plan to cover the habitats and species found within the site

and request a Green Infrastructure approach to the final scheme.

Taking into account the support from the Wildlife Trust it is considered that the information submitted is sufficient to fully assess the impact of the proposed development upon great crested newts and subject to the implementation of the mitigation strategy the impact would not be significant.

The impact upon bats has also been considered in full and a further survey has been carried out by the applicant's consultant in line with the requirement of Natural England to ensure that in the period since the original survey was submitted no bats are using trees on the site for roosting. The survey found no bat roosts. It is therefore considered that provided the mitigation measures set out in the reports are implemented the proposal would not have a harmful impact upon bats.

The indicative layout provides for green links, buffers, open space and SUDs, demonstrating that it will be possible for the detailed design for the site to follow a Green Infrastructure approach.

For the reasons set out above it is considered that subject to conditions the proposed development would benefit the biodiversity of the local area and would not harm any protected species in accordance with Section 10 of the NPPF and policies 5 and 13(o) of the CSS.

#### 9. Landscape

Policy 13(o) of the CSS states that new development should conserve and enhance the landscape character making reference to the Environmental Character Assessment. The application site lies within the Central Northamptonshire Plateaux and Valleys character area. The assessment of this area notes that Desborough, with other towns in the area, has exerted a strong urbanising influence over the surrounding landscape as a result of rapid expansion in the 20th Century and modern development can be seen extending up valley slopes making the urban development visible over a wider area. The assessment also notes that there are opportunities available to reconfigure the urban-rural interface.

Although the application site adjoins open countryside, it does so at a mid-point in a valley and therefore it is largely obscured by existing housing around the edge of the site and as such from a distance it would not be viewed as an incongruous addition to the rural edge of Desborough. In addition the proposal would retain the existing field boundaries and would include a buffer along the south west edge. Therefore it is considered that the proposed development would not have an adverse impact upon the character of the surrounding landscape. The proposal therefore accords with policy 13(o) of the CSS.

#### 10. Heritage Assets and Archaeology

Section 12 of the NPPF requires the impact on heritage assets to be considered when determining planning applications. Proposals that

preserve or enhance a heritage asset should be treated favourably. Policy 13(o) of the CSS states that new development should conserve and enhance historic landscape.

The application site does not lie within a conservation area and there are no listed buildings in close proximity of the site, however there is archaeology in the form of ridge and furrow within the site.

An archaeological assessment of the site has been carried out and the archaeological officer at Northamptonshire County Council advised that the assessment is limited in its conclusions. There are prehistoric finds in the vicinity of the site and the preservation of the ridge and furrow on the site mean it is possible that underlying deposits are masked at present. As a result the applicant was asked to carry out a geophysical survey and trial trenching.

The applicant carried out the geophysical survey and no evidence of archaeology was found, although it is possible that the existing ridge and furrow is screening remains. The NCC Archaeology officer has advised that the recording of the ridge and furrow and trial trenching should take place prior to the commencement of works. Therefore a condition is recommended to ensure that this recording and investigation is carried out. The proposal would therefore accord with policy 13(o) of the CSS.

#### 11. Flooding, Drainage and Sewage

Section 10 of the NPPF requires development to be directed to areas at the lowest risk of flooding, and new development should not increase the risk of flooding elsewhere. This requirement is also set out in Policy 13(q) of the CSS, which also requires new developments to incorporate Sustainable Urban Drainage (SUDs) where possible and lead to a reduction in flood risk.

The application site lies in Flood Zone 1, and therefore the area least at risk from flooding. Therefore, in principle the proposal is acceptable in terms of flood risk and the main issue is whether the proposed drainage is acceptable to meet the requirements of the NPPF and the CSS.

The application was accompanied by a Flood Risk Assessment (FRA), however the Environment Agency (EA) found the assessment to be insufficient and as a result objected to the proposal. The applicant was asked to submit a revised FRA to address the concerns of the EA.

The revised FRA has been submitted; however it has not overcome all of the concerns of the EA. The EA has advised that it will remove the objection once Anglian Water has confirmed that a discharge point has been agreed and that it will adopt the sewer to provide drainage. Anglian Water has now provided this confirmation and the documentation has been forwarded to the EA for their consideration. Confirmation of whether the EA objection has been removed will be provided to members in the update to committee.



## 12. Contaminated Land

The application was accompanied by a Phase 1 desk study and risk assessment and a Phase 2 ground and contamination investigation. Environmental Health have advised that they have no objection to the development in principle, however the reports do not refer to Vanadium, which is associated with the Northampton sand formation in addition to Arsenic. Therefore a condition has been requested requiring a contaminated land condition to ensure that a full contaminated land assessment is carried out.

## Conclusion

The application site lies on a preferred site as identified in the SLLD. The Council is able to demonstrate a 5 year housing supply, however the CSS identifies Desborough as a smaller town that should accommodate growth and this proposal will contribute towards the provision of housing for the future need identified in the Core Strategy review. The proposal is in line with the spatial plan for Kettering Borough and it would be a sustainable development despite its location on the edge of Desborough as assessed through the site specifics policy. Therefore the principle of development is acceptable and as set out in this report provided the EA remove their objection (which is anticipated shortly) there are no material considerations that indicate against the proposal.

The application is therefore recommended for approval subject to conditions and a S106 Planning Obligation to ensure that the necessary infrastructure and facilities are provided to mitigate the impact of the development on Desborough and to meet the needs of the development.

### **Background Papers**

Title of Document:

Date:

Contact Officer:

### **Previous Reports/Minutes**

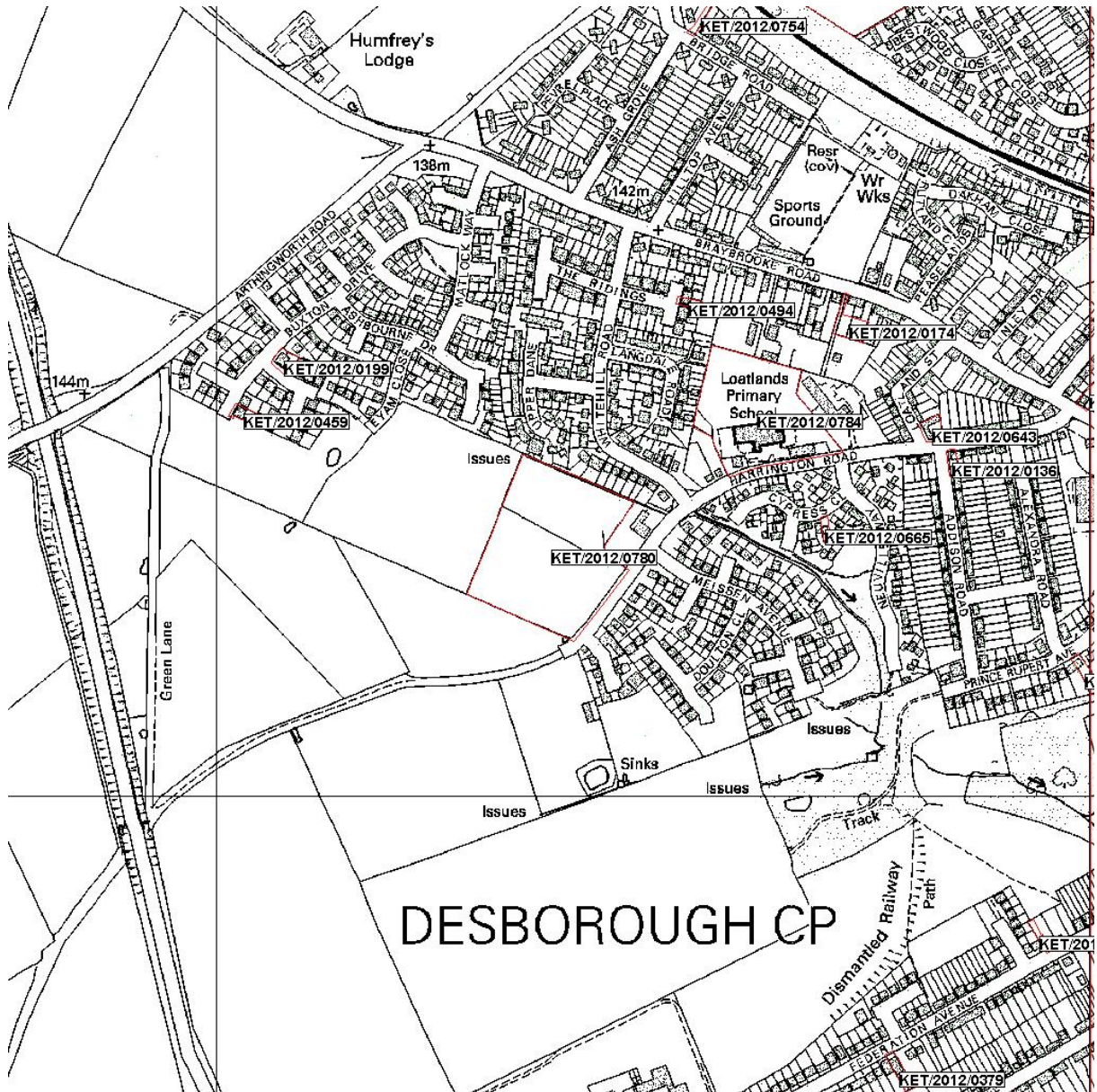
Ref:

Date:

Fjola Stevens, Development Officer on 01536 534316

# SITE LOCATION PLAN

Harrington Road (land at), Desborough  
Application No.: KET/2012/0780



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