

PLANNING COMMITTEE: 19th November 2019
DEPARTMENT: Planning Service
HEAD OF PLANNING: Peter Baguley

APPLICATION REF: N/2017/1414 and N2018/1048

LOCATION: Land to North of Newport Pagnell Road

DESCRIPTION: Outline application for a residential development of up to 525 dwellings, open space, children's play area and associated infrastructure (application accompanied by an Environmental Statement)

WARD: Nene Valley Ward

APPLICANT: Martin Grant Homes Ltd & Harcourt Developments Ltd
AGENT: Pegasus Group Ltd

REFERRED BY: Head of Planning
REASON: Major Fringe Applications

DEPARTURE: No

CONSULTATION BY SOUTH NORTHAMPTONSHIRE COUNCIL:

1 RECOMMENDATION

- 1.1 That Northampton Borough has **NO OBJECTION IN PRINCIPLE** subject to conditions to secure appropriate mitigation in respect of highway, drainage, air quality, contamination, noise, ecology, and archaeology impacts arising from the development.
- 1.2 The completion of a Section 106 Legal Agreement in consultation with Northampton Borough Council to secure the provision of the following:
- Affordable Housing 13%
 - Highways mitigation
 - Public Transport
 - Travel Plan Monitoring
 - Early Years Education
 - Primary Education
 - Healthcare
 - Off-site sports provision
 - Open Space Maintenance

2 THE PROPOSAL

- 2.1 This is a consultation from South Northamptonshire Council in respect of the outline planning application reported under Item 10a of this agenda for the development of Land to the North of Newport Pagnell Road for up to 525 dwellings, open space, children's play areas and associated infrastructure.
- 2.2 The application site is a cross boundary site, the northern parcel of land being situated within Northampton Borough and the southern parcel within South Northamptonshire, and therefore planning applications have been submitted to both Local Planning Authorities for determination of the parts of the development located within their respective boundaries. The consultations received from South Northamptonshire Council relate to the originally submitted details and subsequent amendments.
- 2.3 The application site is divided into two parcels by a minor single track road known as 'The Green' which sits entirely within the boundary of South Northamptonshire with Northampton Borough located to the north of this road. Whilst the application is in outline it is estimated that the development would provide approximately 115 dwellings within the northern parcel and 410 dwellings within the southern parcel.
- 2.4 The principal means of vehicular access to the site will be via a new roundabout from Newport Pagnell Road. The Green, a minor road that divides the site and extends from Newport Pagnell Road towards Great Houghton, is proposed to be downgraded at its western end to a footway/cycleway only. The proposed new estate road would extend from the new roundabout on Newport Pagnell Road joining The Green at its eastern end within the application site, where it would remain open to vehicles and continue on its current alignment towards Great Houghton.
- 2.5 The proposal includes areas of open space incorporating areas of drainage attenuation and green links throughout the site, with a large area of open space proposed in the northern parcel adjacent to Brackmills Wood with potential to incorporate a Local Area of Play and informal kick-about area, and a larger, more formal play area and playing pitch proposed in the southern parcel.
- 2.6 The application is supported by an indicative Masterplan, parameter plans setting out proposed Land Use, and Access and Movement, a Planning Statement, Design and Access Statement, and a number of technical supporting documents contained within an Environmental Statement including a Transport Assessment, Air Quality Assessment, Ecology report, Arboricultural and Contamination reports, Flood Risk Assessment and a Statement of Community Involvement.

3 SITE DESCRIPTION

- 3.1 The application site is located to the south east of Northampton Town Centre, east of Hardingstone and south of Brackmills industrial estate, and comprises 26.4 hectares of land divided into two parcels by The Green, a minor single track road. The northern section of the site is 8.3 hectares in size comprising an area of arable land with woodland to the north, subject to a woodland Tree Preservation Order, and sits within Northampton Borough. The southern section is 18.1 hectares comprising an area of former landfill, now semi improved grassland and broadleaved plantation, and sits within South Northamptonshire.
- 3.2 The application site forms part of an area of land allocated for development under Policy N6 of the West Northamptonshire Joint Core Strategy as the Northampton South of Brackmills Sustainable Urban Extension (SUE) for the provision of in the region of 1,300 dwellings and associated infrastructure. The majority of the allocated SUE site is situated to the west of the application site extending towards Hardingstone, and is in the ownership of Homes England. This land is subject to an existing outline approval for development of up to 1,000 dwellings, a local centre, primary school, public house and community facility, and a reserved matters approval for the first Phase of development granted in August 2019. The area of land which is the subject of this current application is under separate ownership and forms the remainder of the land allocated under Policy N6.

- 3.3 The northern boundary of the northern parcel of land is surrounded on three sides by Brackmills Wood, in the ownership of the Borough Council. Beyond this, to the north, is Brackmills industrial estate. A hedgerow defines the eastern boundary beyond which is agricultural land. Beyond the hedgerow on the western boundary is currently agricultural land, which forms the remainder of the SUE allocation and is subject to the existing outline consent.
- 3.4 The Green, a minor single carriageway road, which provides access from Newport Pagnell Road to the village of Great Houghton, divides the northern and southern parcels of land and forms the district boundary between the Borough and South Northamptonshire along its northern side. The southern parcel of land comprises an area of open fields intersected by hedgerow running east/west through the centre of the site. Newport Pagnell Road forms the southern boundary of the site beyond which is recently approved residential development within South Northamptonshire currently under construction.
- 3.5 The site is not subject to any landscape or wildlife designations. The nearest heritage assets are located some considerable distance to the west in Hardingstone, with Great Houghton and Little Houghton Conservation Areas some distance further to the north east.
- 3.7 The application site is situated in Flood Zone 1 with the land generally undulating throughout, rising to the north eastern corner. Land within the southern part of the site falls generally from east to west, and from south east to north west within the northern part with a more pronounced slope in the northern section. Along The Green the land generally rises to the north west.

4 PLANNING HISTORY

- 4.1 There is no relevant planning history.

5 PLANNING POLICY

5.1 Statutory Duty

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014), and the Northampton Local Plan (1997) saved policies.

5.2 National Policies

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application:

Paragraphs 7-12 - Presumption in favour of sustainable development
Section 5 - Housing Supply
Section 8 - Promoting healthy and safe communities.
Section 9 - Promoting sustainable transport
Section 11 - Making effective use of land
Section 12 - Achieving well-designed places
Paragraph 148 - Planning system should support the transition to a low carbon future.
Paragraph 163 - Ensuring development does not increase flood risk
Paragraph 165 - Incorporating sustainable drainage systems in major developments
Section 12 - Achieving well designed places
Section 15 - Conserving and enhancing the natural environment

5.3 West Northamptonshire Joint Core Strategy (2014)

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

Policy N6 – Northampton South of Brackmills Sustainable Urban Extension
Policy SA - Presumption in Favour of Sustainable Development
Policy S1 - The Distribution of Development
Policy S3 - Scale and Distribution of Housing Development
Policy S4 - Northampton Related Development Area
Policy S7 - Provision of Jobs
Policy S10 - Sustainable Development Principles
Policy S11 - Low Carbon and Renewable Energy
Policy C2 - New Developments
Policy RC2 - Community Needs
Policy H1 - Housing Density and Mix and Type of Dwellings
Policy H2 - Affordable Housing
Policy H4 - Sustainable Housing
Policy BN1 – Green Infrastructure Connections
Policy BN2 – Biodiversity
Policy BN5 – The Historic Environment and Landscape
Policy BN7 - Flood Risk
Policy BN9 - Pollution control
Policy INF1 - Approach to Infrastructure Delivery
Policy INF2 - Contributions to Infrastructure Requirements

5.4 **Supplementary Planning Documents**

Northamptonshire Parking Standards (September 2016)
Planning out Crime in Northamptonshire SPG 2004
Upper Nene Gravel Pits Special Protection Area SPD (adopted September 2017)
Biodiversity SPD for Northamptonshire (adopted September 2017)

6 **CONSULTATIONS/ REPRESENTATIONS**

Comments received in respect of planning application N/2017/1369 are relevant to this consultation and are summarised as follows:

- 6.1 **NBC Public Protection** – accept the findings of the updated noise addendum and advise measures to be conditioned accordingly; request the provision of EV charging points throughout the site at 1 charging point per unit (dwelling with dedicated parking) or 1 charging point per 10 spaces (unallocated parking); request S106 contribution of £100,000 towards air quality mitigation measures; and a condition in respect of contamination mitigation.
- 6.2 **NBC Housing Strategy** – following negotiations in respect of viability, the Housing Strategy Officer has accepted a tenure mix of 50% affordable rent and 50% shared ownership.
- 6.3 **NCC Highways** – no objection in principle subject to securing the following requirements:

A S106 Agreement to secure the following financial contributions:

- Tesco/Mereway gyratory - £313,897
- Queen Eleanor gyratory - £261,174
- Public Transport contribution of £525,000

and conditions to secure the following off-site highway mitigation measures:

- Pedestrian Crossing (Plan Ref: 20168_03_08)
- Caswell Road/ Rhosili Road/ Pavillion Drive (Plan Ref: 20168_08_020_03C)

- Wooldale Road / Caroline Chisholm School Access (Plan Ref: 20168_08_020_10)
- Wooldale Road / Quinton Road (Plan ref: 20168_08_020_11B)
- Wooldale Road / Berry Lane roundabout (Plan ref: 20168_08_020_12)

In addition, request conditions to ensure the completion of the roundabout access on Newport Pagnell Road and relocation of speed limits prior to commencement of wider site clearance, earth moving, infrastructure installation and dwelling construction development, and the provision of 2 bus stops, puffin crossing, and the gateway feature prior to first occupation. Request link to the west of the site to the Hardingstone SUE, removal of vehicle rights to Green Lane to pedestrianize and ensure this is in place once vehicle route through the development is complete and prior to occupation of 301st dwelling, provision of 1 pair of sheltered bus stops through main estate route, Travel Plan, Construction Management Plan, and condition for measures for management of residential streets in the event they are not proposed for adoption as public highway.

- 6.4 **Highways England** – no objection, request contribution towards NGMS (CIL).
- 6.5 **NCC Lead Local Flood Authority** – no objection subject to conditions to secure detailed surface water drainage scheme, implementation of approved scheme and verification, and approval of scheme for maintenance and upkeep of the approved surface water drainage scheme.
- 6.6 **Environment Agency** – no objection, subject to condition in respect of contamination, and in respect of surface water infiltration into area of former landfill.
- 6.7 **Anglian Water** – no objection, subject to conditions in respect of a foul water strategy and surface water management strategy.
- 6.8 **Natural England** – following further receipt of further details in relation to package of improvements set out on drawing 'Brackmills Country Park Ecological Mitigation and Enhancement Works', request confirmation that works will be completed by developer with maintenance by NBC supported by a commuted sum, agreement of detailed specification of works.
- 6.9 **NCC Ecology** – No objection subject to conditions to agree with the LPA a protocol to deal with Japanese Knotweed on the site, a Construction and Environmental Management Plan, a Landscape and Ecological Management Plan, lighting scheme, provision of bird and bat boxes, and an ecological design strategy.
- 6.10 **Northants Badger Trust** – no objection. Noted that no actual setts on site, but parts of site are used for foraging. The Group would wish to secure some foraging value on the site and protection of badgers during construction process. New landscape should be required to improve biodiversity in the locality, and request protection of mammals during construction.
- 6.11 **Northamptonshire Police** – request condition for development to meet the requirements of a Secured by Design Silver accreditation for the built form. Use of central LEAP to accommodate play opportunities for all age groups which is surrounded by roads is welcomed. Linear pieces of green space on both west and east boundaries should be overlooked by development, and need management agreement for open space to ensure sightlines not impeded from development onto Green Lane and the 'trim trail' and other footpath routes. Green space should have a defined purpose. Site seems to be overly permeable and comment has previously been made about Green Lane being used as a convenient 'escape route' and means of evading detection by criminals. Number of available routes should not lead to dilution of use and lower the footfall as routes can then appear unsafe for users. Use of rear parking courts should be avoided. Houses should be designed back to back to offer security with parking on plot to front or side.
- 6.12 **NCC Development Management** – request S106 contributions towards early years and primary education provision, libraries, and a condition for the provision of fire hydrants. Secondary education contributions to be provided by CIL.

- 6.13 **NHS England** – request financial contribution of £707.80 per dwelling towards healthcare provision for the development.
- 6.14 **NCC Archaeology** – no objection, subject to condition to secure implementation of programme of archaeological work.
- 6.15 **Sport England** – advise outdoor sports facilities are not covered by CIL, and the applicant refers to significant provision to be provided at Brackmills SUE site. The requirement should be checked against the emerging playing pitch strategy to ensure needs generated from the development can be met. In addition, the County Football Association have advised of discussions with Wootton Parish Council in respect of potential S106 money in the area to upgrade existing local facilities in the area, and commented ‘the size of development along the adjacent Morris Homes site suggests a significant enough increase in population to require some level of mitigation’.
- 6.16 **Construction Futures** – request the provision of 725 training and employment weeks and a financial contribution of £50,925 towards this provision.
- 6.17 **Brackmills BID** – comment that it is essential that development comes with a commitment to invest in infrastructure and the local environment. Would not support any development that could have a negative impact on both the highway network within the estate, in particular the A45 trunk road. Wish to ensure nil detriment to the operations of current businesses, and that there is no negative impact on business park’s sustainable economic growth. Brackmills industrial estate experiences hundreds of daily HGV movements from companies using A45 and M1, current issue with reports of HGV drivers driving illegally towards Hardingstone along weight restricted Landimore Road. Further concern is additional vehicle movements through estate from construction traffic.
- 6.18 **Great Houghton Parish Council** – object. Concerns are summarised as follows:
- Transport Assessment makes no reference to impact on ‘The Green’ and no reference to upgrade of the existing ‘The Green’ road from the minor junction.
 - Concern existing infrastructure is not adequate to take increased traffic movements – existing road is single track and extremely difficult for vehicles passing.
 - Issue with pedestrian safety on ‘The Green’, no footpaths
 - No assessment of air quality impacts within surrounding areas.
 - No assessment of safety linked to potential additional traffic movement through Great Houghton.
 - Gravely concerned with adverse impact on village and residents due to anticipated substantial increase in vehicles and traffic movement.
 - Concerned regarding exit from site onto The Green and request it be omitted.
 - Seek improvements including traffic calming installations along length of The Green and the High Street, improvement and upgrading of junction with A428 Bedford Road, introduction of 7.5 tonne weight restriction along these roads between the Bedford Road and the Newport Pagnell Road, introduction of 40mph speed limit along A428 between little Houghton junction and the Brackmills roundabout, further development of the National Cycleway (6) to link from the site, through the village and Bedford Road destinations.
- 6.19 **Hardingstone Parish Council** – object. Proposed 525 houses are on top of 1,000 on neighbouring site approved as part of SUE, which would add additional pressure to traffic network in area, which already struggles at peak times. Will add to pressure of already proposed developments in the area on education and healthcare. Overdevelopment of area, and not necessary. If approve, Parish Council would wish to be consulted on S106 contribution negotiations.
- 6.20 66 representations have been received. Comments are summarised as follows:
- Increased traffic in already congested area - impact on Newport Pagnell Road, Queen Eleanor Interchange, A428 Bedford Road, The Green.

- Increase in vehicles running through Great Houghton to access and egress development, and impact on High Street where there are various pinch points, danger to pedestrians and cyclists.
- Increased impact on junction with Newport Pagnell Road and Waitrose/Garden Centre and difficulty of exiting onto Newport Pagnell Road.
- Proposals do not adequately mitigate for the growth traffic on Newport Pagnell Road, and have inconsistent traffic predictions, developers should be required to give same undertaking to improvement works to Queen Eleanor Interchange before 1st occupation.
- A number of significant accidents have been ignored within the Transport Assessment.
- The Green/High Street in Great Houghton is badly maintained and full of potholes, and is narrow in places with no footpath on one side and dangerous for cyclists and pedestrians. Road cannot accommodate any more traffic.
- No assessment of the traffic impact on Great Houghton and safety linked to potential additional traffic movements through the village.
- No information regarding an upgrade of The Green.
- Travel Plan ignores fact of planning permission for several thousand houses in the locality.
- No assessment of the effect of the A428/High Street junction – the right hand turn is always difficult.
- Cumulative impact of future developments not considered.
- Should by 7.5 tonne weight restriction between Bedford Road and Newport Pagnell Road, introduce 40mph speed limit along the A428 between the Little Houghton Junction and Brackmills roundabout.
- Whole stretch of road between Hampton Green and A428 Bedford Road will become rat run increasing risk of accidents.
- Access onto Newport Pagnell Road should be made adequate.
- The development road linking to The Green should be closed to allow for a true footpath & cycle route protecting traffic movement through Great Houghton.
- Requires further development of National Cycleway (6) link from site through village to Bedford Road.
- Impact on and lack of local infrastructure, schools, doctors surgeries, pubs, shops to serve development – existing facilities are all pushed to capacity.
- Wootton has been the subject of flash flooding recently which will be made worse by development.
- Increased noise and pollution.
- Out of scale with surroundings.
- Appears 750 homes which the Council have already agreed to be built in Hardingstone will have a through link in to the new development.
- St George's Fields development already impacts on the village in terms of traffic.
- In addition to proposed development, further excessive building is proposed within and adjoining Great Houghton, indicated by site consultations.
- Great Houghton is a Conservation Area – real danger of the essential character of the village being lost.
- Developers need to consider older citizens who require bungalows, or retirement villages

7 APPRAISAL

- 7.1 The impacts of the proposed development in its entirety and proposed mitigation measures are set out in the committee report for planning application N/2017/1369 under Item 10a of this agenda and Members are referred to the details therein which are relevant to the consideration of this consultation.

8 CONCLUSION

- 8.1 The NPPF supports sustainable housing development and economic growth. The development of the overall site for up to 525 dwellings forms a significant and vital component of the Borough Council's 5 year housing land requirement.

- 8.2 The site is located in a sustainable location on the edge of Northampton, which will be adequately served by the necessary infrastructure and it is considered that the environmental, visual and highway impacts can be adequately mitigated or reduced to an acceptable degree. The proposal supports the sustainable growth of Northampton in accordance with the NPPF and the West Northamptonshire Joint Core Strategy and, subject to appropriate conditions and/or planning obligations to secure appropriate mitigation in respect of highway, drainage, air quality, contamination, noise, ecology, and archaeology impacts and the provision of the necessary infrastructure, the development of the site as proposed is considered acceptable.

9 CONDITIONS

- 9.1 N/a

10 BACKGROUND PAPERS

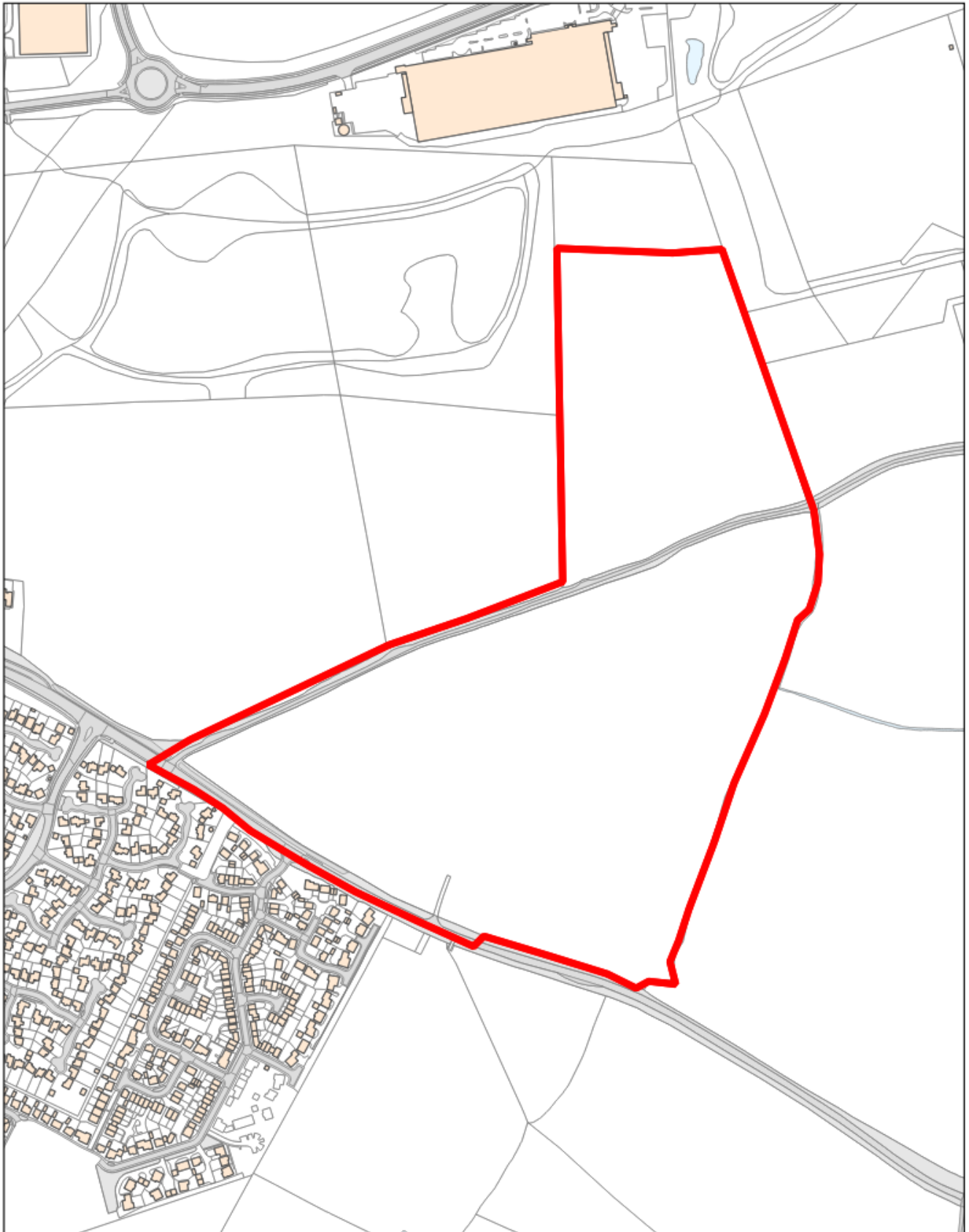
- 10.1 N/2017/1414 & N2018/1048

11 LEGAL IMPLICATIONS

- 11.1 The development is CIL liable.

12 SUMMARY AND LINKS TO CORPORATE PLAN

- 12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.



Title: **Land North of Newport Pagnell Road**

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Date: 08-11-2019

Scale: 1:5,000

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