



Planning Committee Report

Application Number: 2023/6485/MAR

Location: Land at Norwood Farm Sandy Lane Northampton Harpole

Development: Reserved matters (scale, layout, appearance and landscaping) for provision of side roads within Phases 1B, 2A, 3 and 3A, in accordance with planning permission ref S/2016/1324/EIA (supported by an Environmental Statement)

Applicant: Barwood Development Securities Ltd

Agent: Stantec

Case Officer: Chris Burton

Ward: Bugbrooke

Reason for Referral: Reserved Matters Application associated with a Major Application for a Sustainable Urban Extension

Committee Date: 19 March 2024

EXECUTIVE SUMMARY OF PROPOSALS AND RECOMMENDATION

RECOMMENDATION:

GRANT PERMISSION SUBJECT TO CONDITIONS as set out below with delegated authority to the Acting Assistant Director – Planning and Development to approve any amendments to conditions as deemed necessary.

Proposal

Reserved matters (scale, layout, appearance and landscaping) for provision of side roads within Phases 1B, 2A, 3 and 3A, in accordance with planning permission ref S/2016/1324/EIA.

Consultations

The following consultees have raised **objections** to the application:

- Lead Local Flood Authority (LLFA)

The following consultees have raised **no objections** to the application:

- Highways

No letters of objection or support have been received.

Conclusion

The application has been assessed against the relevant policies in the NPPF, the adopted Local Plan and other relevant guidance as listed in detail at Section 8 of the report.

The key issues arising from the application details are:

- Highway Safety

The report looks into the key planning issues in detail, and Officers conclude that the proposal is acceptable subject to conditions.

Members are advised that the above is a summary of the proposals and key issues contained in the main report below which provides full details of all consultation responses, planning policies, the Officer's assessment and recommendations, and Members are advised that this summary should be read in conjunction with the detailed report.

MAIN REPORT

1 APPLICATION SITE AND LOCALITY

1.1 The application site relates to phases 1B, 2A, 3 and 3A of the wider hybrid application S/2016/1324/EIA for the Norwood Farm Sustainable Urban Extension. The site covers approximately 104.77 hectares of predominantly agricultural land, located on the western edge of Northampton's urban area. The site is bisected by Sandy Lane running north/south. The western parcel of the site is bound by Roman Road to the north and Larkhall Lane to the south. The eastern parcel is bound by Berrywood Road to the north and extends to the rear of the residential properties located on Weedon Road (A4500) to the south. The site is characterised by varying topography, but it predominantly slopes from north to south.

2 DESCRIPTION OF PROPOSED DEVELOPMENT

2.1 The development is for Reserved matters (scale, layout, appearance and landscaping) for provision of side roads within Phases 1B, 2A, 3 and 3A, in accordance with planning permission ref S/2016/1324/EIA.

2.2 The application is for the side roads only.

3 RELEVANT PLANNING HISTORY

3.1 The following planning history is considered relevant to the current proposal:

Application Ref.	Proposal	Decision
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S/2016/1324/EIA	Hybrid planning application seeking both full and outline planning permission for: Part A: Outline planning permission for a sustainable urban extension comprising: Up to 1,900 dwellings (use class C3); Public open space and children's play areas; Landscape areas, new landscape planting and hydrological attenuation features and sustainable drainage systems; Primary school (use class D1); and Mixed use local centre which may include residential (use class C3), retail (use classes A1, A2, A3, A4 and A5), and health and community facilities (use class D1). Part B: Full planning permission for: Demolition of any on site buildings or structures; and Routing of Sandy Lane Relief Road and associated vehicular access points. Application is accompanied by an Environmental Impact Assessment at Land at Norwood Farm, Sandy Lane Harpole.	Approved 30/06/2020
S/2020/1809/NMA	Non-material amendment (NMA) Minor amendments to take into account slight realignment of Sandy Lane Relief Road (SLRR) and minor changes to residential parcels and Public Open Space (POS).	Approved 11/11/2020
WNS/2022/0890/NMA	NMA to provide turning head to reroute traffic via SLRR	Approved 14/07/2022
S/2020/2126/MAR	RM for provision of sitewide road, surface water and foul water drainage infrastructure and associated landscaped open space	Approved 03/11/2021
WNS/2021/1198/MAR	RM for provision of sports pitches, pavilion, country park, play areas and POS	Approved 10/03/2022
S/2020/1958/COND	Condition 5 pursuant to OPP – Phasing Plan	Approved 10/03/2021
S/2020/2107/COND	Condition 6 pursuant to OPP – Design Code	Approved 11/02/2021

WNS/2021/0894/M AR	RM for Phase 1a comprising 439 new homes with associated infrastructure, open space and children's Local Equipped Area of Play, with 15% affordable housing	Approved 09/03/2021
WNS/2022/0292/M AR	RM for Phase 1 and part Phase 1B (as shown on Indicative Phasing Plan 24556 RG-M80 Rev G dated 20.10.20) for the provision of 349 dwellings	Approved 21/07/2022

4 RELEVANT PLANNING POLICY AND GUIDANCE

Statutory Duty

- 4.1 Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

Development Plan

- 4.2 The Development Plan comprises the West Northamptonshire Joint Core Strategy Local Plan (Part 1) which was formally adopted by the Joint Strategic Planning Committee on 15th December 2014 and which provides the strategic planning policy framework for the District to 2029, the adopted South Northamptonshire Local Plan (Part 2) and adopted Neighbourhood Plans. The relevant planning policies of the statutory Development Plan are set out below:

West Northamptonshire Joint Core Strategy Local Plan (Part 1)

- 4.3 The relevant policies of the Joint Core Strategy (LPP1) are:

- SA – Presumption in Favour of Sustainable Development
- S1 – Distribution of Development
- S3 – Scale and Distribution of development
- S4 – Northampton Related Development Area
- S5 – Sustainable Urban Extensions
- S10 – Sustainable Development Principles
- C1 – Changing Behaviour and Modal Shift
- C2 – New Developments
- C3 – Strategic Connections
- C5 – Enhancing Local and Neighbourhood connections
- BN7 – Flood Risk
- BN8 – The River Nene Strategic River Corridor

- INF1 – Approach to Infrastructure Delivery
- INF2 – Contributions to Infrastructure requirements
- N9A – Northampton Norwood Farm/Upton Lodge Sustainable Urban Extension

South Northamptonshire Local Plan (Part 2) (LPP2)

- 4.4 The relevant policies of the LPP2 are:
- SS1 – The Settlement Hierarchy
 - SS2 – General development and design principles
 - LH1 – Residential development inside and outside settlement confines
 - INF1 – Infrastructure delivery and funding

Harpole Neighbourhood Plan (NHP)

- 4.5 The relevant policies of the (NHP) are:
- Policy H2 – Integrated tenures;
 - Policy H3 – Design Principles;
 - H6 – Green Wedges;
 - H9 – Green Infrastructure and Biodiversity;
 - H10 – Protecting and Enhancing Local Landscape Character in Harpole Parish;
 - Policy H11 – Traffic Management and Transport Improvements;
 - H12 – Footpaths/cycleways/connectivity.

Material Considerations

- 4.6 Below is a list of the relevant Material Planning Considerations
- National Planning Policy Framework (NPPF)
 - Planning Practice Guidance (PPG)
 - Supplementary Planning Guidance
 - Nortoft Study: Planning for the Future of Open Space, Sport and Recreation in West Northamptonshire
 - Strategic Development Framework (SDF) – Strategic Development Framework – a document produced as a technical guide/evidence base to inform the master planning process and as a tool to guide and co-ordinate future development in West Northamptonshire. It does not constitute planning policy, but it is consistent with and amplifies the JOINT CORE STRATEGY strategic policy framework of providing a ‘plan-led’ approach to guide development of the SUE’s.
 - Northamptonshire Parking Standards
 - Outline application S/2016/1324/EIA and Condition Discharges S/2020/1958/COND and S/2020/2107/COND

5 RESPONSE TO CONSULTATION

5.1 Below is a summary of the consultation responses received at the time of writing this report. Responses are available to view in full on the Council's website.

Consultee Name	Position	Comment
WNC Highways	No Objection	<p>Principle of approving road layouts before knowing what the adjacent development design will be: Our comments remain as per our initial formal response on this. There is no objection but we highlight some potential issues that may arise as we did with the similar scenario at Malabar Farm, Daventry.</p> <p>Cycle path extending to the school entrance: Revised and now resolved.</p> <p>Junction spacing: Revised to meet policy requirement and now resolved.</p> <p>Local Centre access junction: Revised to include footway on both sides and now resolved.</p> <p>Bus stops: S106 routes and bus stop locations noted. Matter resolved.</p> <p>Original LHA Comments: It is not entirely clear why an application has been made for the layout of side roads within Phases 1B, 2A and 3A and this marks a different approach to previous Reserved Matters applications for Norwood Farm where the layout of the phase, including roads and footways, is approved. Without an agreed layout for the adjacent parcels of land, the suitability of the design for these roads and footways cannot easily be established. This is likely to result in a requirement to amend these details, potentially significantly, as the relevant phases come forward.</p>

For example, it is likely that a zebra crossing would be required in the vicinity of the school entrance and a similar formal crossing provided near to the local centre. Parking bays on the side road (school site frontage) may be required, and the road may require school keep clear zigzags. Junction dimensions are set on the submitted plans, but it is not known if the dimensions of the adjoining roads will be suitable to serve the development layout yet to be approved. Forward visibility has not been proven around bends and at junctions, but future development proposals will need to allow for this in the design.

The LHA has no strong objection to the principle of approving the layout of the side roads and there are precedents of this set in other recent developments. The LHA must, however, emphasise to the Planning Authority that by agreeing to the design of these side roads at this stage, it introduces a risk in that when the wider site phases come forward with a detailed design, changes to the agreed road layout and infrastructure may be required. The financial burden and potential delay if variations to the planning permission or Section 38 Agreement are required, will fall on the developer of that site. It is not known if WNC will be delivering the school site, but if so, WNC Education should be made aware that they could be required to install highway infrastructure outside of the site that is omitted from this application.

Layout Observations:
Aside from the comments above, the LHA has the following comments on the submitted side roads design.

		<ul style="list-style-type: none"> • The 3m shared cycle/ footpath ends soon after exiting the roundabout. The access shown on the southern side of the side road is assumed to be into the school site. It is required that the 3m shared cycle/ footpath continues along the southern side of the road to this access, or further to cover the school frontage if this is not to be a pedestrian entrance (there are no footways shown at this access). This will provide a continuous off-carriageway cycle connectivity to the school site. As mentioned above, it is very difficult to establish the required extent of the 3m facility without knowing where the pedestrian/ cycle entrance will be. <p>Whilst the LHA does not object to the principle of agreeing to the layout of roads within a development in isolation, it is recommended that the applicant provide full justification so that the LPA can give due weight to the potential future issues as surrounding development is brought forward which may not be entirely compatible with the side road design currently under consideration.</p> <p>The LHA do however object to the design and inclusion of crossroads within the development, and there is a clear and long-established adopted highway policy which should be taken into account.</p>
WNC Arboriculture Officer	No Comment	
LLFA	Objection	Advise that the information provided is NOT satisfactory to demonstrate that the proposed surface water drainage scheme for the development will adequately manage flood risk in accordance with Policy BN7 of West Northamptonshire Joint Core Strategy ¹

Duston Parish Council	No Comment received	
Harpole Parish Council	No Comment received	
Upton Parish Council	No Comment received	

6 RESPONSE TO PUBLICITY

Below is a summary of the third party and neighbour responses received at the time of writing this report.

- 6.1 There have no objections/letters of support. One letter was received requesting a clarification to a plan.

Principle of Development

Policy Context

- 6.2 This application is a detailed reserved matters proposal, the principle of the development has already been approved under hybrid planning permission S/2016/1324/EIA in June 2020. The site lies on land allocated for development within the Joint Core Strategy under Policy N9A (Norwood Farm/Upton Lodge). The approved Norwood Farm Design Code also sets out agreed parameters for the development.

Assessment

- 6.3 This application can only examine the detailed matters submitted and the principle cannot be reassessed here.

Conclusion

- 6.4 Hybrid planning permission has already been granted for this development where it was determined that the development was acceptable in principle. This application only seeks approval of details pertaining to this permission and therefore the principle of the development cannot be reassessed at this time.

Surface Water and Drainage

Policy Context

- 6.5 Joint Core Strategy policy BN7 requires appropriate flood risk assessment to be completed and for development not to result in an increased risk of flooding to existing or proposed properties. Policy BN7A of the Joint Core Strategy requires new developments to have adequate and water supply and wastewater infrastructure. Policy SS2 of the LPP2 requires development to be adequately serviced with infrastructure and to consider flood risk.

Assessment

- 6.6 The Lead Local Flood Authority (LLFA) currently hold an objection to the scheme, based on a lack of submitted information.
- 6.7 The applicant has provided a further Drainage Technical Note for the review of the LLFA, with a consultation expected to be returned in advance of committee and reported via the Addendum to the agenda.
- 6.8 It should be noted that Planning Officers do not have concerns in respect of surface water and foul drainage. RM application S/2020/2126/MAR approved the arrangements for sitewide infrastructure and landscaped open space in Phases 1, 2 and 3 pursuant to S/2016/1324/EIA. Approved infrastructure includes roads, drainage attenuation ponds, surface water and foul water drainage infrastructure and associated landscaped open space. The approved plans are as follows:
- Phase 1a Drainage Strategy Sheet 1 ADC2197-DR-600a P7 dated 20 April 2021
 - Drainage Strategy Sheet 3 ADC2197DR-602 P5 dated 20 April 2021

Conclusion

- 6.9 Though there is an LLFA objection Planning Officers have requested a re-consultation to have this lifted. Officers are of the view that drainage matters have been dealt with via S/2020/2126/MAR and as such no reason for refusal could be substantiated with regards to the LLFA objection.

Highways

Policy Context

- 6.10 Policy SS2 of LPP2 requires developments to have a safe and suitable means of access. The adopted Northamptonshire Parking Standards also applies to this development.

Assessment

- 6.11 Highways have advised that they have no objection, following revisions provided by the applicant.
- 6.12 The issue Highways have is that the scheme is being brought forward in isolation of the major roads and any detailed layouts for the remainder of the overall development. Their advice is that there may be a requirement to alter the side roads at a later date, as they may not be compatible with the final layout.
- 6.13 Ultimately, this is an issue for the applicant, if the side roads do not work then they will have to submit a further application/s to alter them. Though it may appear a slightly roundabout way of taking forward the application it is their prerogative and Officers have no grounds to recommend refusal.

- 6.14 The applicant, Barwood, has submitted this application as they believe it helps provide a skeleton layout for future developers to assess this phase under. An approved road layout means that future developers can work out parameters and densities, allegedly this increases the appeal of the phase and is therefore considered a useful marketing tool.

Conclusion

- 6.15 The Council wish to promote a swift build out of the phases, and if this is the approach that must be taken then the Officer's see no issue in facilitating this.

7 FINANCIAL CONSIDERATIONS

- 7.1 The application is for Reserved Matters. Both the S106 and the Community Infrastructure Levy (CIL) have already been secured under the hybrid application S/2016/1324/EIA.

8 PLANNING BALANCE AND CONCLUSION

- 8.1 The principle of this development has already been established by the hybrid permission. Matters regarding sitewide road, surface water and foul water drainage infrastructure, associated landscaped open space, sports pitches, pavilion, country park, play areas and public open space have all been approved in previous applications. This application cannot revisit these matters, only confirm it is in accordance.
- 8.2 Officers are of the view that the site provides a technically sound Highways application. Though Highways have raised some concerns over the approach this cannot form a reason for refusal. If the road configuration proves to be ineffective then the applicant will have to amend this scheme and submit a new application.

9 RECOMMENDATION AND CONDITIONS

- 9.1 GRANT PERMISSION subject to the conditions as set out below:

GENERAL IMPLEMENTATION CONDITIONS

Compliance with Approved Plans

- 1 The development shall not be carried out otherwise than in complete accordance with the approved plans and details unless a non-material or minor material amendment is approved by the Local Planning Authority under the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended). The approved plans and details are as follows:
- Site Location Plan RG-M-31 rev C
 - Phasing Plan RG-M-80 rev G (with the approved side roads highlighted green)
 - SLRR Side Roads General Arrangement Sheet 1 (ref. ADC2197/DR/150a/P2)
 - SLRR Side Roads General Arrangement Sheet 2 (ref. ADC2197/DR/151a/P2)
 - SLRR Side Roads Highway Contour Levels Sheet 1 (ref. ADC2197/DR/550a/P1)

- SLRR Side Roads Highway Contour Levels Sheet 2 (ref. ADC2197/DR/551a/P1)
- SLRR Side Roads Drainage Layout Sheet 1 (ref. ADC2197/DR/600a/P1)
- SLRR Side Roads Drainage Layout Sheet 2 (ref. ADC2197/DR/601a/P1)
- Development Highways Statement (ref. ADC2197/RP/601/v1)
- Drainage Statement (ref. ADC2197/RP/501/v2)
- Drainage Technical Note ref. ADC2197-RP-502-v2 dated 30.01.24
- Drainage Technical Note Addendum re.ADC2197-RP-503-v1 dated 16.02.24.

Reason: To clarify the permission and for the avoidance of doubt.