

**TOWN AND COUNTRY PLANNING ACT 1990 - SECTION 78**

**TOWN & COUNTRY PLANNING (INQUIRIES PROCEDURE)  
(ENGLAND) RULES 2000 (SI 2000/1624)**

**APPEAL BY CROUDACE HOMES LTD**

**LAND AT CHURCH FIELDS, LONG BUCKBY ROAD,  
DAVENTRY**

**RULE 6 STATEMENT OF CASE ON BEHALF OF  
NORTHAMPTONSHIRE COUNTY COUNCIL HIGHWAY  
AUTHORITY**

**OCTOBER 2008**

**PINS Ref:** APP/Y2810/A/08/2083322/NWF &  
APP/M9570/A/08/2083327  
**LPA Ref:** 07/0001/OUTWND & 07/0002/OUTWND  
DA/2007/0200 & DA/2007/0201  
**NCC File Ref:** PL15834

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# 1 Introduction

- 1.1 This statement is submitted in accordance with the Town and Country Planning (Inquiries Procedures) (England) Rules 2000 (SI 2000:1624/1625) and represents the Northamptonshire County Council Highway Authority's (NCCHA) statement of case.
- 1.2 The statement refers to an appeal made under Section 78 of the Town and Country Planning Act 1990 by Croudace Homes Limited, in respect of the failure of West Northamptonshire Development Corporation (WNDC) and Daventry District Council (DDC) to give notice of their decision in relation to an outline planning application for a Sustainable Urban Extension on land at Church Fields, Long Buckby Road, Daventry.
- 1.3 The planning application to which the appeal relates was submitted to WNDC and DDC in January 2007.
- 1.4 NCCHA made the following observations in respect of the application:

**As a consequence of the forthcoming developments to achieve a population of 40,000 in Daventry by 2021, the Highways Agency together with NCC Highways have commissioned an independent Transport Study to understand the individual and collective impacts of this proposed growth in terms of its size and location in respect of highway infrastructure. The results of the study are not anticipated to be available until early 2009.**

**Until this information is available it is the Councils view that it would be premature to consider any major developments in Daventry prior to**

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**ascertaining where development would be best located and what highway infrastructure will be required in order for the collective growth of Daventry to be sustainable.**

- 1.5 A copy of the County Council Highway Authority formal recommendation of the 19<sup>th</sup> September 2007 is attached in Appendix 1.

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## 2 The Role of Northamptonshire County Council Highway Authority at the Inquiry

2.1 NCCHA is the Local Highway Authority for Northamptonshire and its broad remit within the Inquiry is to support WNDC and its reasons for refusing the planning application, had it been in a position to determine it. It should be noted however that the position of the NCCHA is clearly stated in item 1.4 and is discussed further in section 3 and appendix 1 of this statement. The deemed reasons for refusal are included within the report by the Director of Planning and Development (WNDC) considered by the Daventry Planning Committee at its meeting on the 29<sup>th</sup> September 2008. The specific reasons for refusal that are supported in principle by NCCHA are (b) and (k):

(b)The application, by nature of lack of information within the submitted Transport Assessment, fails to demonstrate how the additional traffic generated by the proposed development, would be accommodated within the strategic and local highway networks. In addition, by nature of lack of information within the Transport Assessment, the application fails to demonstrate that the public transport strategy will achieve an acceptable level of modal shift that will be sustainable in the long term. As such, the proposals are contrary to PPG13, RSS8 1, 2, 3 & 4 and 44, Northamptonshire Structure Plan 'saved' Policy T3 and Daventry Local Plan 'saved' policies GN2, CM7.

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(k)The applicant has failed to secure appropriate and necessary S106 obligations in respect of the provision of on-site and off-site infrastructure, facilities and services, including Affordable Housing, required in order to make the development acceptable in land use terms. As such the application fails to comply with RSS8 policy 1, MKSM Strategic Policy 3 and Northamptonshire Structure Plan 'saved' Policy GS6.

2.2 NCCHA will provide the Inspector and the Secretary of State with its professional view on the Church Fields proposals in relation to its impact on the local and strategic road network. This will include assessment of the development proposals in isolation and the combined implications of the appeal proposals alongside other planned growth in Daventry and the wider Northampton Implementation Area.

2.3 The matter is due for consideration by Daventry District Council after the date of writing this statement. Depending upon the decision made by DDC, It may be necessary to prepare a supplemental statement

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### 3 Current Position

- 3.1 NCCHA recognises that Daventry has been identified as an area of significant future growth in the current and emerging RSS. It is essential however that development of the scale being considered by this appeal should only be allowed to proceed once the full highway impacts of the development, in combination with other committed and planned growth in Daventry and the surrounding area, are known.
- 3.2 Only then can the future highway infrastructure provision, that will be required in order to support and successfully deliver the level of development required in Daventry over the RSS plan period, be fully understood and successfully planned for.
- 3.3 In 2004 the Daventry Transport Study was undertaken by Ove Arup and Partners (Arup) on behalf of Northamptonshire County Council (NCC). The study considered the transportation requirements of a number of development options (initially 4) for the growth of Daventry in line with the development numbers proposed in the MKSM Sub Regional Strategy. A subsequent area wide multi modal transport model was established with each of the development options being tested and a transport strategy developed which included infrastructure requirements and likely costs.

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- 3.4 In 2007 the multi modal transport model was reviewed and further modelling work was undertaken by Arup. This further work sought to determine the optimum location and scale of development such that it would be sustainable in terms of encouraging mode shift (in accordance with PPG13) and achieving best value in terms of required infrastructure. The model formed part of a wider study referred to as the Daventry Infrastructure Study (DIS) and was produced in line with Government policy and guidance on behalf of WNDC.
- 3.5 The Transport Assessment submitted by the applicant is based on the earlier 2004 Daventry Transport Study and is therefore out of date and does not take account of other planned growth within Daventry. It will therefore be necessary for the applicant to update the Transport Assessment so that it is consistent with the 2007 multi modal study and option tested against the various development proposals being considered.
- 3.6 The approach to the DIS estimated the amount of available capacity within the highway network for new development allowing for background growth to 2021. One of the key controlling factors was considered to be the demand and capacity at key junctions and sections of the highway network in the morning peak condition.
- 3.7 Distributing development around Daventry assumed that the significant growth proposed would need expansion of the urban area, with consequent impacts on traffic flows. Without additional investment it was assumed that mode shares would broadly be the same.

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3.8 The study matched the trips generated by development to the available network capacity based on existing distributions and sought to achieve a sustainable balance of development where improvements to public transport and accessibility could be achieved to encourage a higher mode share but as far as possible within the existing infrastructure.

3.9 With the optimum development scenario recommended by DIS the existing highway network copes with background growth without the need for substantial infrastructure provision for increased highway capacity. However, the key constraint occurs on the A45 south-east of Daventry, which is forecast to approach capacity by 2021.

3.10 The DIS identifies the limits and scope for major growth by way of the optimal locations for development in both Strategic Transport and Land Use Planning Terms where Sustainable Urban Extensions (SUE's) have been identified as the acceptable way forward for the delivery of growth. In sustainable terms development should be placed at locations where there are no capacity constraints and where opportunity exists to shift trips to public transport and other sustainable modes.

3.11 Whilst it may be possible to develop a transport strategy to mitigate the transport impacts of most development scenarios put forward for Daventry, development options differ significantly in terms of sustainability and infrastructure requirements. The outcomes of the DIS indicate areas within

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Daventry where development should be encouraged along with the extent of the infrastructure required to support growth in these locations.

3.12 The Transportation Assessment (TA) submitted by the appellant has looked only at the transportation implications of the Church Fields proposals and has not taken into account other planned growth.

3.13 At the current point in time NCCHA is not satisfied that the impact of the proposed development on the local and strategic road network, either individually, or cumulatively with other development, has been fully or properly assessed.

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## 4 Planning Policy and Reference Documents

- 4.1 The development plan for the area comprises of the Regional Spatial Strategy for the East Midlands (RSS8 - March 2005), the Milton Keynes and South Midlands Sub-Regional Strategy (MKSM SRS – March 2005), saved policies from the Northamptonshire Structure Plan 1996-2016 (adopted March 2001) and saved policies from the Daventry District Local Plan 1991-2006 (adopted June 1997).
- 4.2 Emerging policy may also be relevant to the determination of this appeal, including the draft RSS which was subject to Examination in Public in the summer of 2007. The Panel Report was published in November 2007 and the Secretary of State's proposed changes are anticipated imminently.
- 4.3 NCCHA may refer to the following documents in support of the recommendation for refusal referred to in paragraph 1.4:
- 1) Regional Spatial Strategy for the East Midlands (RSS8) 2005
  - 2) Milton Keynes and South Midlands Sub-Regional Strategy 2005
  - 3) Northamptonshire Structure Plan 1996-2016
  - 4) Daventry District Local Plan 1991-2006
  - 5) Planning Policy Guidance Note 13: Transport (PPG13) 2001
  - 6) Planning Policy Statement 1 : Delivering Sustainable Development
  - 7) Planning Policy Statement 3 : Housing
  - 8) DfT Circular 07/2007 'Planning and the Strategic Road Network'
  - 9) DCLG / DfT 'Guidance on Transport Assessment' March 2007

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- 10) Northamptonshire County Council's Transport Strategy for Growth 2007.
  - 11) Daventry Transport Study 2004
  - 12) Daventry Infrastructure Study 2008
  - 13) 1998 Transport White Paper – A new deal for transport: better for everyone
  - 14) The Roads Review – a new deal for trunk roads 1998
  - 15) The 10 Year Plan for Transport (July 2000)
  - 16) Strategic Roads 2010 – Highways Agency 10 Year Strategy
  - 17) 2004 White Paper – the Future of Transport – A network for 2030
  - 18) Towards a Sustainable Transport System – Supporting Economic Growth in a Low Carbon World (Oct 2007)

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**APPENDIX 1**

**Northamptonshire County Council Highway**

**Authority**

**Formal Response**

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**PLANNING APPLICATION 07/0001/OUTWND & 07/0002/OUTWND  
DA/2007/0200 & DA/2007/0201  
PROPOSED DEVELOPMENT OF LAND TO PROVIDE A  
COMPREHENSIVE MIXED-USE URBAN EXTENSION COMPRISING  
RESIDENTIAL DEVELOPMENT (UP TO 4,000 DWELLINGS), PROVISION  
OF EMPLOYMENT LAND, DIVERSION OF THE B4036, ACCESS ROADS,  
DRAINAGE, FOOTPATHS AND CYCLEWAYS, OPEN SPACE, PLAYING  
FIELDS, LANDSCAPING, PROVISION OF SOCIAL AND COMMUNITY  
INFRASTRUCTURE, INCLUDING SCHOOLS, DISTRICT CENTRE AND  
LOCAL CENTRES.  
ON LAND AT CHURCH FIELDS, LONG BUCKBY ROAD, DAVENTRY.**

**HIGHWAY AUTHORITY RESPONSE**

The Highway Authority made the following observations in respect of the above planning application:

As a consequence of the forthcoming developments to achieve a population of 40,000 in Daventry by 2021, the Highways Agency together with NCC Highways have commissioned an independent transport study to understand the individual and collective impacts of this proposed growth in terms of its size and location in respect of highway infrastructure. The results of the study are not anticipated to be available until early 2009.

Until this information is available it is the Councils view that it would be premature to consider any major developments in Daventry prior to ascertaining where development would be best located and what highway infrastructure will be required in order for the collective growth of Daventry to be sustainable.

***Background***

In 2004 the Daventry Transport Study was undertaken by Ove Arup and Partners (Arup) on behalf of Northamptonshire County Council (NCC). The study considered the transportation requirements of a number of development options (initially 4) for the growth of Daventry in line with the development

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numbers proposed in the MKSM Sub Regional Strategy. A subsequent area wide multi modal transport model was established with each of the development options being tested and a transport strategy developed which included infrastructure requirements and likely costs.

In 2007 the multi modal transport model was reviewed and further modelling work was undertaken by Arup. This further work sought to determine the optimum location and scale of development such that it would be sustainable in terms of encouraging mode shift (in accordance with PPG13) and achieving best value in terms of required infrastructure. The model formed part of a wider study referred to as the Daventry Infrastructure Study (DIS) and was produced in line with Government policy and guidance on behalf of WNDC.

The Transport Assessment submitted by the applicant is based on the earlier 2004 Daventry Transport Study and is therefore out of date. It will therefore be necessary for the applicant to update the Transport Assessment so that it is consistent with the 2007 multi modal study and option tested against the various development proposals being considered. This piece of work (option testing) is currently being carried out as a joint modelling exercise by both Transport Authorities with the intention of informing the impending Public Inquiry.

The approach to the DIS estimated the amount of available capacity within the highway network for new development allowing for background growth to 2021. One of the key controlling factors was considered to be the demand and capacity at key junctions and sections of the highway network in the morning peak condition.

Distributing development around Daventry assumed that the significant growth proposed would need expansion of the urban area, with consequent impacts on traffic flows. Without additional investment it was assumed that mode shares would broadly be the same.

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The study matched the trips generated by development to the available network capacity based on existing distributions and sought to achieve a sustainable balance of development where improvements to public transport and accessibility could be achieved to encourage a higher mode share but as far as possible within the existing infrastructure.

### ***Findings***

With the optimum development scenario recommended by DIS the existing highway network copes with background growth without the need for substantial infrastructure provision for increased highway capacity. However, the key constraint occurs on the A45 south-east of Daventry, which is forecast to approach capacity by 2021.

The DIS identifies the optimal location for major growth in Daventry, along with recommending where Sustainable Urban Extensions should be placed where there are no capacity constraints and good opportunity to shift trips to public transport and other sustainable modes. Furthermore, the location of the development should not be placed where it is likely to encourage motorised travel, particularly for employment purposes, outside of Daventry to other neighbouring centres.

### ***Conclusions***

Whilst it may be possible to develop a transport strategy to mitigate the transport impacts of most development scenarios put forward for Daventry, development options differ significantly in terms of sustainability and infrastructure requirements. The outcome of the modelling work currently being undertaken by the NCCHA and the Highways Agency is intended to inform on the impact on both local and strategic networks of the development sites, individually and cumulatively.

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8th October 2008