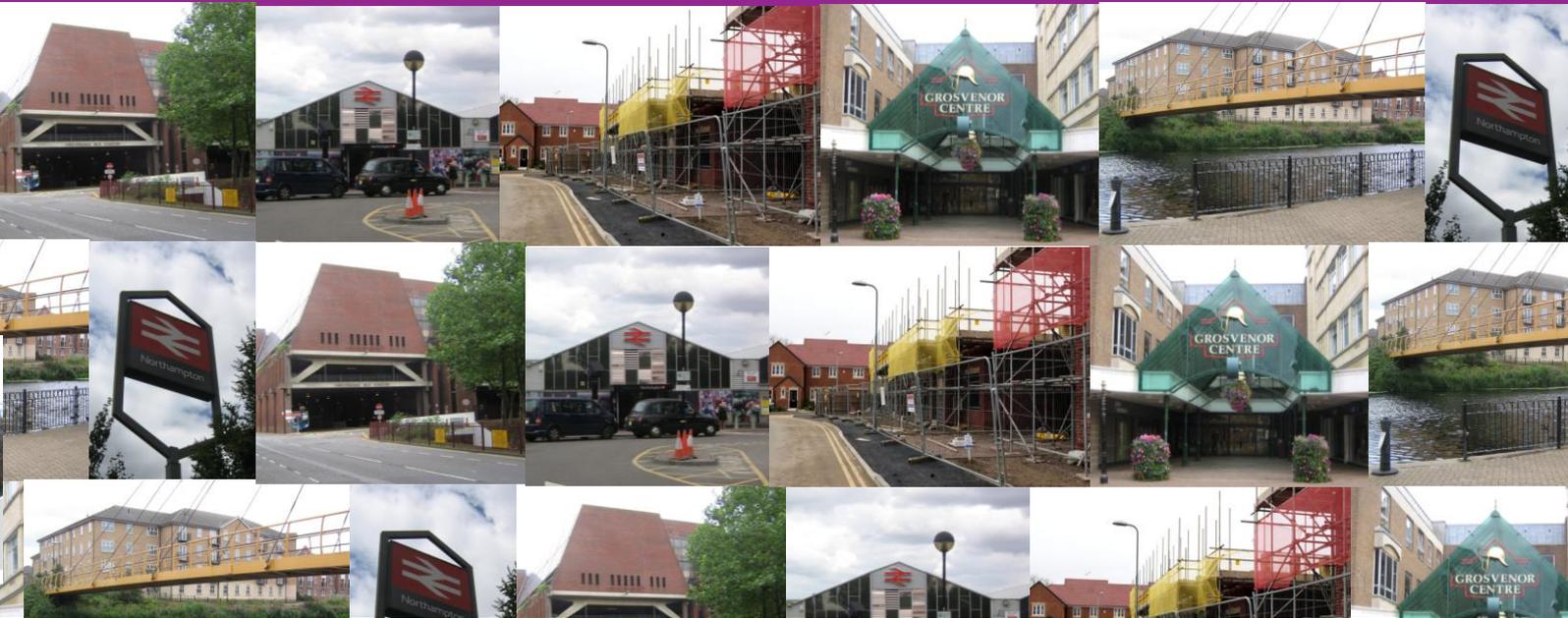


Northamptonshire Highway Development Management Strategy

Fit for Purpose



December 2013



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Northamptonshire Highway Development Management Strategy

Contacts and Further Information

This is Northamptonshire County Council's Highway Development Management Strategy. It sets out the overarching vision for highway development management within Northamptonshire and our strategy to achieve it.

This strategy is one of a series of thematic daughter documents to the Northamptonshire Transportation Plan that was adopted in April 2012.

Consultation on strategy took place in September and October 2013. A summary of the consultation responses can be found on our website at:

<http://www.northamptonshire.gov.uk/en/councilservices/Transport/TP/Pages/NTP-thematic-strategies.aspx>

If you have any problems accessing Northamptonshire County Council's website or do not have access to the internet, please contact us using the details below.

This strategy was approved and adopted by Northamptonshire County Council's Cabinet in December 2013.

This strategy, together with the other daughter documents and the Northamptonshire Transportation Plan itself can be viewed on the County Council's website at:

<http://www.northamptonshire.gov.uk/en/councilservices/transport/tp/pages/local-transport-plan.aspx>

Should you have any queries regarding this strategy, please contact the Transport Planning Team.

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Northamptonshire Transportation Plan: Fit for Purpose

Transportation is not an end in itself. The movement of people and goods takes place not for its own sake, but to fulfil the diverse needs and desires of the public. Therefore the County Council's transport policies are similarly promoted for their effect on other specific goals, priorities and objectives, rather than as an end in themselves.

Northamptonshire Transportation Plan Vision:

For Transport and Travel to contribute towards making Northamptonshire a great place to live and work, through creating tangible transport options to satisfy individual needs and to encourage more sustainable travel. The transport system will provide fast and efficient movement of people and goods, and will be accessible for all. Expanding networks and capacity of networks in Northamptonshire will be fully integrated into new developments and regeneration areas to support more sustainable communities.

Economic growth and prosperity is a top priority for Northamptonshire and connectivity has a vital role to play in encouraging businesses to locate to the area, and getting people to work and services such as education and health, as well as to leisure activities and for shopping. Improved technology and local accessibility will reduce the need to travel, whilst supporting economic growth, within a low carbon environment and Northamptonshire will become an exemplar for the latest developments in information technology, fuel technology, and new forms of transport.

The county council will work in partnership with all stakeholders and the wider community to deliver this transport vision and strategy.

This transportation plan needs to be both aspirational and realistic at the same time. Current economic climates mean that transport is certainly in a more austere time than in the last 15 to 20 years and this plan needs to reflect that but at the same time still plan for future growth .

The overall aim for this Transportation Plan is:
'Northamptonshire Transportation - Fit for..... Purpose'

The aim 'fit for purpose' means creating a network that delivers exactly what Northamptonshire needs to be able to function plus what it needs to be able to grow, no more and no less.

This overarching aim can then be broken down into six objectives that have been chosen to guide this Transportation Plan. These objectives have been drawn up to reflect the issues which have been identified as locally important through consultation, while at the same time reflecting wider national and local policy context. These objectives have been deliberately chosen to reflect the main impacts that transport can have on the wider community, rather than being linked to particular schemes or measures. They form the basis upon which the policies and programmes contained in this Plan have been developed.

1. **Fit for.....the Future** – creating a transport system that supports and encourages growth and plans for the future impacts of growth, whilst successfully providing benefits for the County.

2. **Fit for.....the Community** – through the transport system help to maintain and create safe, successful, strong, cohesive and sustainable communities where people are actively involved in shaping the places where they live.

3. **Fit to.....Choose** – ensuring that the people of Northamptonshire have the information and the options available to them to be able to choose the best form of transport for each journey that they make.

4. **Fit for.....Economic Growth** – creating a transport system that supports economic growth, regeneration and a thriving local economy and successfully provides for population and business growth.

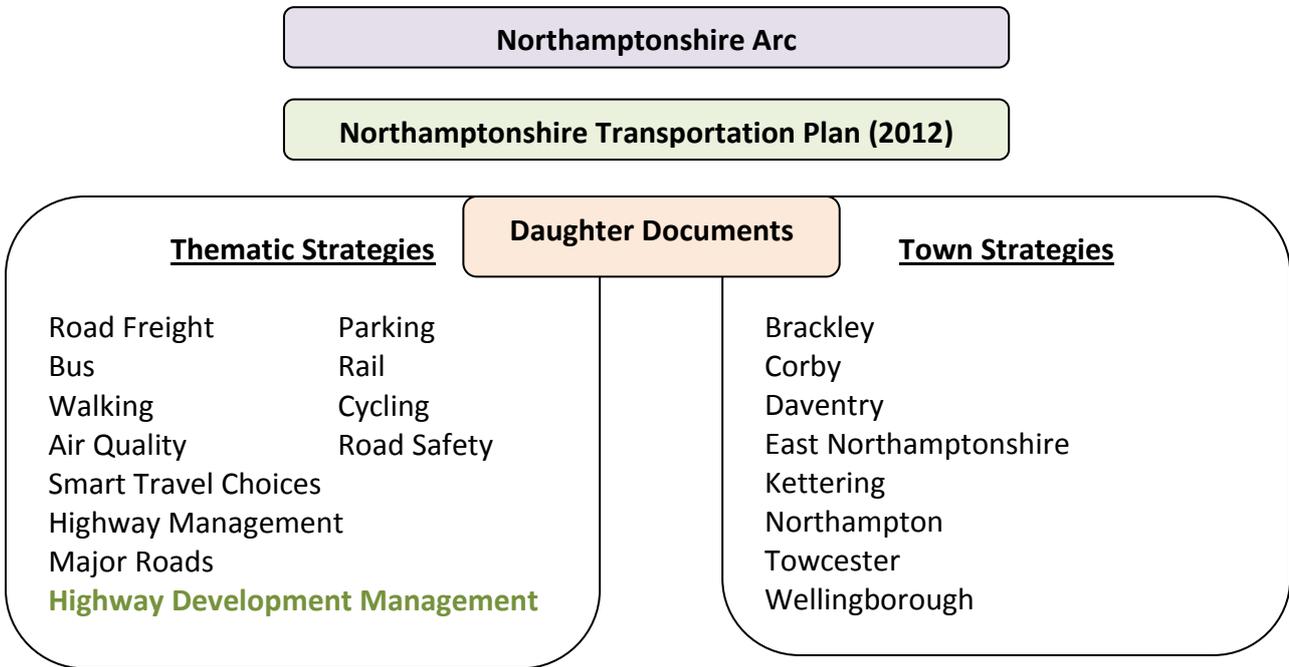
5. **Fit for.....the Environment** – to deliver a transport system that minimises and wherever possible reduces the effect of travel on the built, natural and historic environment.

6. **Fit for.....Best Value** - being clear about our priorities for investment and focusing on value for money by prioritising what we spend money on and how it can be beneficial for the county as a whole and search for alternative sources of funding.



Daughter Documents

This Strategy is the part of a series of documents which will eventually form the Northamptonshire Transportation Plan 'suite of documents'. This suite of documents will include strategies or plans covering a range of transport themes and also detailed geographic strategies or plans for the Northamptonshire's main towns.



The Northamptonshire Transportation Plan fits in with the Northamptonshire Arc, helps to deliver the Core Spatial Strategies in West and North Northamptonshire and supports the work of the Local Enterprise Partnerships, namely Northamptonshire Enterprise Partnership (NEP) and South East Midlands Local Enterprise Partnership (SEMLEP).



Highway Development Management Strategy

The following table shows how the Highway Development Management Strategy ties in with the six over-arching Northamptonshire Transportation Plan objectives:

	Fit for..... the Future	Fit for..... the Community	Fit to..... Choose	Fit for..... Economic Growth	Fit for..... the Environment	Fit for..... Best Value
Development Management Policies	These policies aim to minimise the impact of development on the transport and highway network and secure appropriate levels of funding.	These policies aim to minimise the impact of development on surrounding communities.	These policies seek to ensure that a wide range of travel choices are available for all new developments.	The policies will encompass all new employment sites in the county.	The policies will encourage the development of travel plans that encourage less environmentally damaging travel.	The policies encourage appropriate levels of developer funding to deliver value for money solutions to mitigate transport and highway impacts.

Northamptonshire’s 10 Point Plan – March 2013

Northamptonshire is ready and able to help Britain in the ‘global race’. Our growth proposition and strategic plan to Government is based on very clear indicators of what we can achieve, why we believe we can achieve this, and how our success will benefit the local, regional and national economies. It aligns with the ambitions and priorities of Northamptonshire Enterprise Partnership (NEP); the local enterprise partnership (LEP) for the county. It is also based on and informed by, a robust set of Plans: the Northamptonshire Arc Prosperity Plan and development proposals identified in Core Spatial Strategies prepared by the borough and district councils and Joint Planning Units. Our proposition is also informed by discussions with and evidence provided by, the Federation of Small Businesses, Northamptonshire Chamber of Commerce and the Institute of Directors. This means that it has strong support and buy-in from a wide range of interests.

Government is already playing a part in creating the foundations for this growth through its support for the electrification of the Midland Main Line, which will benefit Corby, Kettering and

Wellingborough, and funding for the Castle Station redevelopment in Northampton. This commitment is very welcome and it is already helping to boost investment confidence.

Our vision is that Northamptonshire will continue to build on the success stories of the past few years and place itself firmly on the national and international business map. We want to be the place of choice for ambitious small and medium-sized businesses looking to grow in an innovative and supportive environment. Also, for multinational companies looking to build their businesses in the UK and people wanting to settle and contribute to national economic prosperity.

The 10 key themes of our strategic plan are:

- Housing growth
- Digital economy
- Innovation
- High performance technology
- Logistics and distribution
- Public sector land and buildings
- International investment and trade
- Energy efficiency
- Civic infrastructure
- Skills and employment

Through this plan we want to help create 70,000 new jobs here in Northamptonshire over the next 15 years and provide the infrastructure which could potentially release over 80,000 new homes.

Tension between Transport Objectives

Achieving the transport objectives of the Northamptonshire Transportation Plan is essential to the delivery of the vision, but in developing the daughter documents to deliver them we had to be aware of certain tensions between the objectives.

These tensions will, in some cases, limit what can be achieved in support of single objectives in respect of their negative effects on others. For example, there is always an inherent tension between the safety and congestion objectives in dealing with junction sites where safety can be improved only at the expense of traffic throughput.

These tensions always need to be taken into account when developing any transport strategy or policy.

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Chapter 1

Highway Development Management

Northamptonshire County Council is the highway authority for non-trunk roads in the county and is a statutory consultee regarding planning applications received from both the District and County Planning Authorities. Whereas the Highway Agency are responsible for the Strategic Road Network (motorways and trunk roads) in the county. Northamptonshire Highways, a combination of the County Council and its Service Provider carries out this function for and on behalf of the County Council. Northamptonshire Highways are, therefore, responsible for ensuring that new developments within Northamptonshire comply with Northamptonshire County Council's policies, highway design, adoption and safety standards, guidance and policies as required by central and local government.

In addition Northamptonshire Highways facilitate the adoption of new roads within new developments and facilitates works required on the existing network required to accommodate proposed developments.

As part of assessing the suitability of development proposals the impact of the development in terms of highway safety and capacity are considered. Where appropriate highway works or funding towards such works is also secured. Such works or contributions may include, (but not exclusively) off-site highway infrastructure improvements, traffic calming, foot/cycleway provision and public transport services as part of a package to mitigate the impacts of a development on the existing highway network, protecting the interests of new and existing communities.

Northamptonshire County Council welcomes economic growth, in particular that which enriches the quality of life of its communities. Developers will be expected to ensure that such growth is not to the detriment of highway safety or disruption of the current road network. Measures will need to be taken to deal with the anticipated transport impacts of a scheme and to improve accessibility and safety for all modes of transport, particularly for alternatives to the car such as walking, cycling and public transport.

When considering an application, Northamptonshire Highways will have regard to many factors, including:

- Impact on highway safety;
- National Planning Policy Guidance and planning policies contained within the Joint Core Spatial

Strategies, District and Borough Local Plans, Town / Parish Plans, the Local Transport Plan;

- Northamptonshire County Council policy and standards
- Relevant planning history of the site, including extant live permissions;
- Existing and future capacity of the local highway network;
- Design of the new access or road layout;
- A positive impact on the quality of streetscape and place
- Environmental issues;
- Convenience to users of the highway and of the development;
- Published design standards.

Highway Development Management in Northamptonshire

As detailed in the previous section Northamptonshire Highways has an important role to play in the determination of planning applications and in ensuring that all development proposals do not have a negative impact on Northamptonshire's transport network. To achieve this all development proposals must be planned, justified, designed and constructed in accordance with relevant national and local policies and standards.

Local policies and standards referenced by Northamptonshire Highways include, (along with subsequent documents, revisions and updates);

- Northamptonshire Transportation Plan and its family of associated thematic and town strategies
- Northamptonshire's Place and Movement Guide (December 2008)
- Northamptonshire Parking Strategy – Fit for Purpose (January 2013)
- Supplementary Planning Guidance – Parking (March 2003)
- Supplementary Planning Guidance – Planning Out Crime (December 2003)
- Local Highway Authority Standing Advice – domestic accesses serving 1 to 5 dwellings
- Adoption Agreement Drawing Preparation Guide – Section 38 (March 2013)

- Fire and Rescue Pre-Application Advice and Guidance for Developers Designing New Residential and Commercial Development Schemes in Northamptonshire.
- Northamptonshire Estate Road Construction Guide (1999) (Currently under review)
- North Northamptonshire Joint Planning Unit - Urban Structures Study - Draft August 2013

It is clear when dealing with applications, and in particular large commercial and residential sites, that the effect of increased traffic, generated by such developments will need to be given careful consideration.

If the proposed development is likely to increase traffic generated to or from the site (e.g. expansion of commercial premises, new residential development, etc) or involves a new or existing access to the highway, Northamptonshire County Council is likely to be interested in the effects of the proposals.

In accordance with Circular 08/05, Northamptonshire Highways has 21 days in which to make a formal response to the Planning Authorities. This period starts when it considers it has sufficient information to form advice. A formal response may take one of three forms:

1. Request further information or amended plans in order to resolve highway concerns or clarify the proposals.
2. Raise 'no objections' to the proposal and/or recommend planning conditions be attached to any consent - where the application is considered to have no detrimental effect on highway issues or the effects can be mitigated by improvement works and / or a suitable legal agreement.
3. Recommend that the application be refused on highway and transport grounds. Such recommendations are made on the understanding that the reasons given to the Local Planning Authority must be fully justifiable if challenged on appeal.

In practice there is regular dialogue between Northamptonshire Highways and the Planning Authorities to ensure that they can make informed decisions. As such, formal responses may cover combinations of the options noted above.

Pre-Application Discussions

In line with Government guidance and advice Northamptonshire County Council recognises that Pre – application discussions have a number of benefits, including:

- A reduction in the time spent by professional advisors in working up a proposal.
- Helping to ensure a smoother and quicker passage through the decision making process.
- Ensuring an application is complete, comprehensive and to a satisfactory standard, avoiding rejection at the registration stage or early refusal of permission because of inadequate information.

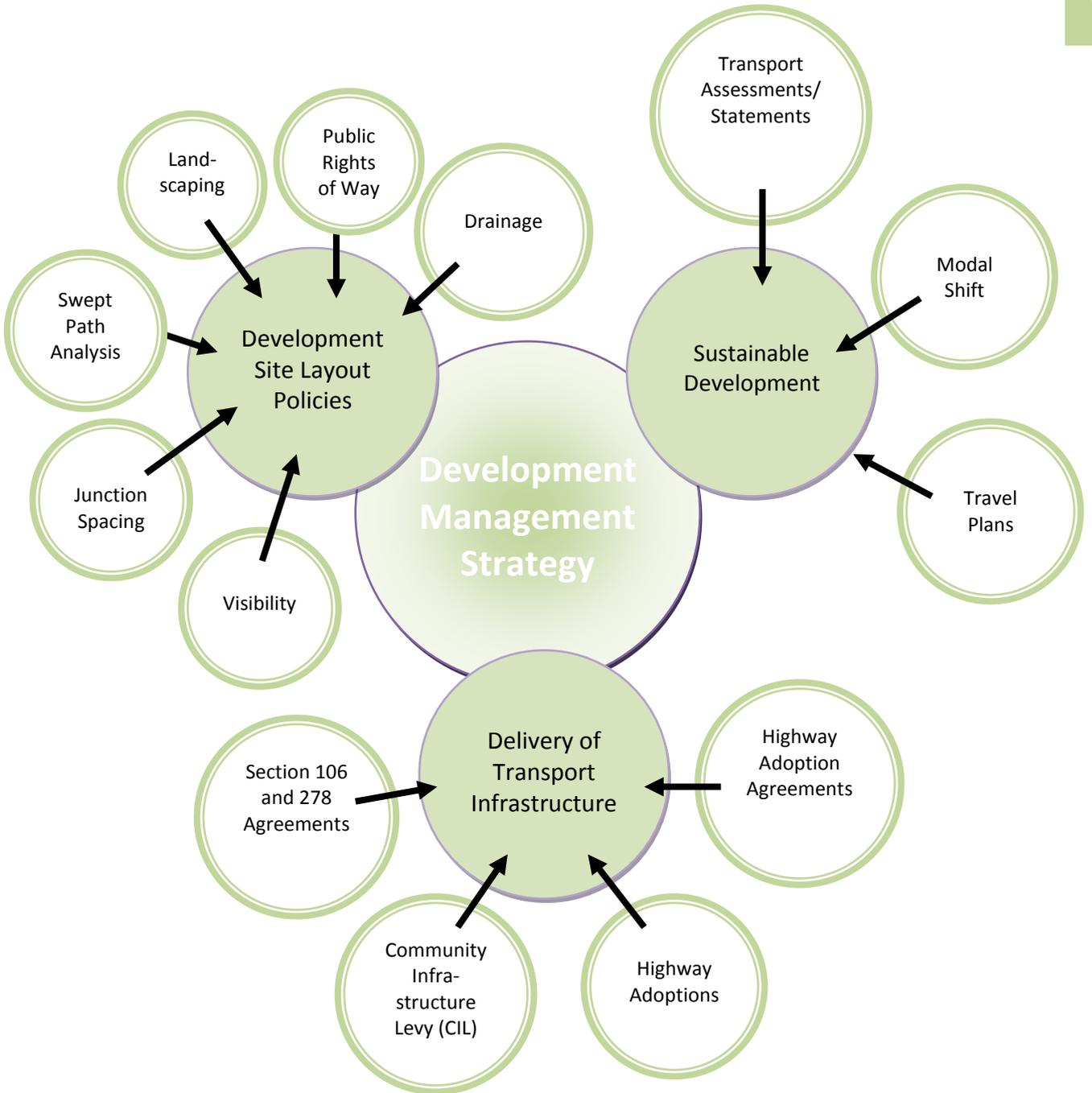
Northamptonshire County Council encourages developers to agree the scope of key documentation such as Transport Assessments, Transport Statements, Travel Plans, educational provision, Public Transport proposals.

Working in partnership with the planning authorities, Northamptonshire Highways will endeavour to respond to all Pre-application enquiries within 21 days.

Northamptonshire Highways is keen to work with developers and planning authorities on design codes and quality audits following a combined development team approach to site delivery.



Highway Development Management Strategy



Aim, Objectives and Strategy Approach

Aim - the aim of the Highway Development Management Strategy is to ensure that all developments within Northamptonshire mitigate their effects on the transport network.

Objectives

Fit for ... the Future

Objective 1: to support and encourage growth in Northamptonshire, by securing appropriate mitigation of developments and the most appropriate sustainable transport schemes for all development.

Fit for ... the Community

Objective 2: Northamptonshire Highways will endeavour to ensure that communities across Northamptonshire are not adversely affected by development.

Fit to... Choose

Objective 3: when considering applications for development, all modes of transport, including walking, cycling and public transport will be considered, therein creating sustainable communities.

Fit for ... Economic Growth

Objective 4: Northamptonshire County Council has a major role to play in creating a prosperous economy for the county. Northamptonshire Highways has an important role in securing the necessary infrastructure and improvements to keep the highway network functioning.

Fit for ... the Environment

Objective 5: by securing modal shift and Travel Plans for all larger applications Northamptonshire Highways will help to limit transport related environmental damage, such as emissions, air quality, climate change, noise and severance. Northamptonshire Highways will promote well designed places with good connectivity.

Fit for... Best Value

Objective 6: Requiring developers to mitigate the effects of their developments will ensure Northamptonshire County Council has sufficient funds to fund the county's transport systems functioning.

Strategic Approach

Northamptonshire County Council's Highway Development Management Strategy has strong links to many of the strategies that are being produced as part of the Northamptonshire Transportation Plan.

The Highway Development Management Strategy has the following three areas that address delivery of development in Northamptonshire. Bringing these three elements together presents a rounded service that will ensure that development proposal in Northamptonshire has well planned transport infrastructure and services.

The three areas are:

- Sustainable Development – ensuring that the transport elements of developments contribute to delivering sustainable communities within Northamptonshire
- Delivery of Transport Infrastructure - ensuring that developments in Northamptonshire deliver the highway infrastructure necessary for a growing county
- Northamptonshire County Council's Development Site Layout Policies - ensuring that developments in Northamptonshire meet its layout, constructional and adoptable standards and requirements.

Development Management and Sustainable Development

Northamptonshire County Council is keen to promote best practice when dealing with the delivery of sustainable development and recognises that the location of development to other services influences how people chose to travel. It is important that timely and open dialogue is encouraged so that all parties involved in the proposed development are fully aware of the transport measures necessary to make the development sustainable. The transport measures required will go beyond those of highway capacity. The transport assessment/statements and travel plans accompany the proposals will also fully explore measures to support sustainable travel behaviour. Sustainable travel behaviour includes walking, cycling, public transport and a raft of Smarter Travel choices schemes. Each of these travel behaviour has a separate strategy as part of the Northamptonshire Transportation Plan and can be found on the County Councils website at www.northamptonshire.gov.uk.

Policy DM1 - Northamptonshire County Council will work in partnership with Borough and District Councils and developers across Northamptonshire to ensure that all developments in the county are designed to be sustainable by maximising suitable travel modes.

Modal Shift

The Northamptonshire Transportation Plan, strategic policy 2 sets out the County Council target for achieving mode shift away from single journeys to other sustainable modes of transport. The modal shift targets presented in strategic policy 2 were originally adopted by the County Council in 2007 via the Transport Strategy for Growth.

Northamptonshire Transportation Plan

Strategic Policy 2:

We will support the introduction of effective and attractive sustainable transport options that will encourage lasting modal shift in Northamptonshire. We have set two targets for modal shift based on 2001/2011 Census journey to work data to achieve by 2031.

- A reduction of 5% in single occupancy car journeys to work from the existing built up areas of town
- A reduction of 20% in single occupancy car journeys to work from new developments in peak hours, compared with currently single car occupancy levels recorded in appropriate local Wards (to be agreed with Northamptonshire Highways)

Strategic Policy 2 is one of the many policies that Northamptonshire County Council has introduced to ensure developers explore fully the alternative to single occupancy car journeys.

Transport Assessment/Statements

The National Planning Policy Framework (NPPF) requires development impacts to be appropriately assessed and references national guidance contained within the Guidance on Transport, (GTA) with regard to the preparation of Transport Assessments (TAs), Transport Statements, (TSs) and Travel Plans (TPs). The scope of such documentation should be agreed with Northamptonshire Highways prior to their submission in support of a planning Application. All proposed



developments are required to demonstrate that the likely impacts of the development are fully mitigated, and that there is a 'nil-detriment' impact, i.e. there is to be no difference in the safety and capacity of the local highway network as a result of the development proposals compared to the existing situation. If this can be demonstrated to the satisfaction of Northamptonshire Highways, and in the absence of any definitions within the NPPF on this matter, this is considered by the County Council as meeting the NPPF's policy requirement for there to not be a 'significant residual cumulative impact' as a result of a development. Failure to demonstrate a 'nil-detriment' impact is therefore considered to be contrary to the NPPF.

Policy DM2 – Northamptonshire County Council will require promoters of developments to agree the scope of Transport Assessment/Statements with Northamptonshire Highways in accordance with national guidance with particular inference on:

- Assessment and Mitigation of the effects on the highway network of the traffic generated by the Development in highway safety and capacity terms
- Making best possible use of the existing transport infrastructure
- Managing access of the highway network
- Demonstrate effective connections to the strategic road network
- Not focus on road building or highway capacity enhancement as the sole means of catering for the transport demand generated by the development
- On implementing Northamptonshire County Councils' modal shift targets
- Actively address the environmental impact of travel improving sustainable transport choices
- Maximise accessibility by walking, cycling and public transport modes
- Have proactive and appropriately funded Travel Plans which assist in influencing travel behaviour

Travel Plans

Travel Plans (TP's) assist in ensuring that proposed developments are sustainable in transport terms, helping employees, residents and school pupils to enjoy better health by building more physical activity into their lives, reducing single occupancy car travel and therein congestion on Northamptonshire's roads. Northamptonshire Highways will therefore require that TP's supporting planning application cover the following areas:

- Reducing the need to travel
- Influencing travel behaviour
- Optimising the use of existing available network capacity across all modes of transport
- Delivering accessibility by walk, cycle and public transport to key services and facilities
- Promoting smarter travel choice, mode shift to more sustainable modes and more responsible car use.

Policy DM3 – Northamptonshire County Council will work with Borough and District Councils and developers to ensure that effective, adequately funded, resourced and monitored Travel Plans are created and implemented.

Delivery of Transport Infrastructure

It is essential that a robust and consistent method of securing the implementation of transport infrastructure necessary to facilitate and mitigate the impacts of development is established within Northamptonshire. Highway works secured by planning conditions and, where appropriate, financial contributions via Agreements under Section 106 of the Town and County Planning Act 1990 are used.

The method of development mitigation, conditional highway works, financial contributions towards such works to be done by the County Council or others, are considered on a site by site basis. It is however essential that development impacts in highway capacity terms is mitigated to at minimum a Nil –Detriment basis ensuring that the development does not adversely affect the long term integrity of the highway network in highway safety and capacity terms in the interests of the free flow of traffic and economic viability of the County.

Policy DM4 – Northamptonshire County Council requires all developers to mitigate the impacts of their development in highway safety and capacity terms to a minimum Nil-Detriment basis ensuring the long term integrity of the highway network in highway safety and capacity terms.

Section 106

Government guidance within the Community Infrastructure Levy, (CIL) Regulations, advises that providing adequate infrastructure is a material consideration in granting of planning permission. Section 106 agreements need to meet the following tests:

- Necessary to make the development acceptable in planning terms
- Directly related to the proposed development
- Fairly and reasonably related in scale and kind to the proposed development

Given the above, if the highway measures proposed for a development are not sufficient to fully mitigate the likely impacts, this is not considered to be compliant with the CIL Regulations.

Section 278 Agreements

Where a consented development is required by condition to carry out works on the existing adopted highway, an Agreement will need to be completed between the developer and the Northamptonshire County Council under Section 278 of the Highways Act 1980. Examples of such works could be the construction of a new access, junction improvements or safety related works such as traffic calming and improved facilities for pedestrians and cyclists.

Under the Section 278 Agreement, Northamptonshire County Council enables the developer to provide the works directly, subject to an approval and inspection process or may provide the works at the developers' expense.

Policy DM5 – Northamptonshire County Council will work with the Borough and District Councils, Highways Agency and developers to ensure that the impacts of development proposals are adequately mitigated.

Community Infrastructure Levy (CIL)

CIL is a pre-set charge that can be applied to all new developments that create new floor space over a minimum size. The CIL charge is then spent on infrastructure (such as roads, schools, green spaces and community facilities) that is required to support the delivery of new development.

CIL takes the form of a charge per square metre of additional floor space (new build or extensions) and can be charged on most new developments. There are exemptions for charitable organisations and affordable housing. Developments under 100m² of net additional floor space, unless they comprise a new dwelling, are not required to pay CIL.

From April 2014, the ability to pool planning obligations through legal agreements under Section 106 of the Town and Country Planning Act 1990 will be restricted. This means that it will become difficult to deliver larger scale items of infrastructure such as schools and transport schemes where pooling of many individual planning contributions is often necessary. Section 106 will

continue to be used to deliver some infrastructure, but this will largely be restricted to site-specific mitigation.

The introduction of CIL will mean that larger items of infrastructure whose delivery affects a number of new developments will in the future be funded by this method instead of Section 106 contributions. Northamptonshire Highways will therefore work with district and borough councils in Northamptonshire to ensure that strategic highway infrastructure is included within the CIL schedules, with pooling of contributions where larger infrastructure has been identified within the Northamptonshire Transportation Plan Town Strategies.

Where a district or borough council within Northamptonshire do not have a CIL, Northamptonshire Highways will continue to work with these councils on infrastructure funding via Section 106.

Policy DM6 - Northamptonshire County Council will work with the Borough and Districts Councils within the County, to deliver CIL schedules that support the highway infrastructure needed to enable delivery of Northamptonshire's growth agenda.

Highway Adoptions

Northamptonshire County Council will adopt streets serving more than five dwellings independent of their own direct highway frontage subject to the streets being fit for purpose, safe and compliant with its adoptable standards in respect of layout and construction.

Northamptonshire County Council recognises issues associated with un-adopted roads. To address such issues the County Council promotes the use of planning conditions to ensure that new roads are laid out and constructed to appropriate standards prior to the occupation of dwellings served from the new streets. Appendix 1, Estate Streets Conditions and Notes, includes standard planning conditions based on those promoted by the Department for Transport.

Policy DM7 – The County Council will promote the use of appropriate planning conditions to ensure that new roads and streets within developments are laid out and constructed to appropriate and adoptable standards in the interests of highway safety and residential amenity.



Highway Adoption Agreements

Highway Adoption Agreements under Section 38 of the Highways Act 1980 are used by Northamptonshire County Council to facilitate the adoption of new estate roads to be maintained at public expense. Developers are encouraged to enter into such Agreements. These Agreements are required to be supported by financial securities or Bonds for the protection of the residents of the developments.

Where developers propose the use of non-standard surfacing materials and street furniture etc. within new developments, these will incur commuted sums to be included in the adoption agreement.

Advanced Payment Code

Under the Highways Act 1980, as and when Northamptonshire County Council is notified that Building Regulation approvals have been considered for residential developments that provide streets serving in excess of five dwellings without their own direct highway frontage, the County Council is obliged to serve Notices under the Advanced Payment Code, (APC) Sections 219 to Section 225 of the Highways Act 1980. There are some exceptions in individual cases, but these are at the discretion of Northamptonshire County Council. The APC ensures that appropriate financial securities for the costs of new roads are in place before the construction of new dwellings affected, commences. The completion of an adoption agreement under Section 38 of the Highways Act 1980 is an exemption from that process.

Northamptonshire County Council Development Site Layout Policies

The following layout policies and information are to help those involved in the design of sites to present development layouts that match Northamptonshire County Council's technical requirements. It is intended that these technical policies will ensure that Northamptonshire's highways are designed to a safe and adoptable standard. Further layout guidance and principles can be found in Manual for Streets 1 and 2, and Northamptonshire's Place and Movement Guide.

The table below sets out where supporting technical information can be found in other adopted Northamptonshire County Council documents.



Table1: Technical Advice

Technical advice	NCC Document Title
Public Transport	Northamptonshire Bus Strategy –December 2012
Walking	Northamptonshire Walking Strategy – December 2012 Individual town transport strategies - December 2012
Cycling	Northamptonshire Cycling Strategy - December 2012 Northamptonshire Place and Movement Guide - December 2008 Individual town transport strategies – December 2012
Parking	Northamptonshire Parking Strategy, Northamptonshire – January 2013 Northamptonshire Place and Movement Guide – December 2008
Junction and Forward Visibility	Local Highway Authority Standing Advice – April 2013 Northamptonshire Place and Movement Guide – December 2008
Junction Spacing	Northamptonshire Estate Road Construction Guide (1999) (under Review)
Pedestrian Visibility	Local Highway Authority Standing Advice – April 2013
Modal Shift	Smarter Travel Choices Strategy – December 2012 Northamptonshire Transportation Plan -2012

The following layout policies cover areas of technical detail that can not be found in documents already adopted by the County Council

Local Highway Authority Standing Advice

Northamptonshire County Council has for some years published advice on layout for minor developments, 1 to 5 dwellings. This document is available from Northamptonshire County Council's website.

Policy DM8 – Northamptonshire County Council's Standing Advice on highway matters is contained within the document "Local Highway Authority Standing Advice for Planning Authorities – Domestic vehicle accesses serving 1 to 5 dwellings and Advertisement Applications" (April 2013). It is County Council Transport policy that all developments within the scope of the Standing Advice should be assessed against this document.

Visibility

For safety reasons, drivers should be able to see any potential hazard in time to slow down or stop before reaching it. To ensure good sight lines at junctions, along roads and streets or private drives should be designed with suitable visibility splays. The minimum forward visibility along minor residential roads and streets is 25m, and 43m for primary residential streets.

Policy DM9 - The visibility requirements must be adhered to in the design of all developments and must conform to Design Manual for Roads and Bridges, (DMRB) guidance, Manual for Streets and the Local Highway Authority Standing Advice (April 2013), whichever Northamptonshire County Council considers is most relevant.

Junction spacing

For safety reasons to allow all users of a street to anticipate vehicular movements at junctions, and for junction visibility splays to remain unobstructed, the minimum spacing of junctions within 30mph speed limit streets is 40m on the same side, and 20m on the opposite side.

Policy DM10 – The minimum spacing of junctions within 30mph streets is 40m on the same side and 20m of the opposite side.

Swept Path Analysis

Northamptonshire County Council requires new estate streets and roads to be fit for purpose, practical to use, simple to maintain and above all safe. Swept path analysis or tracking, is used to determine the space required for various vehicles to pass each other with ease and is a key tool for designing carriageways for vehicular movement within the overall layout of streets. Northamptonshire County Council requires streets to be tracked with a four axle 11.32m (tailgate raised) Olympus Series refuse vehicle or other such standard vehicle as may be agreed with Northamptonshire Highways in one direction opposed by a large car or other such appropriate vehicle in the other.

In practice Northamptonshire County Council has found that the minimum carriageway width of 4.8m for short straights and cul-de-sacs maybe acceptable but that at junctions and bends swept paths may show that wider carriageways are required. Also, where there is insufficient or inappropriate car parking provision proposed on plot, a carriageway width of 4.8m can cause difficulties for vehicles attempting to pass cars parked on street. In general, most residential streets should consider a minimum carriageway width of 5.5m, with 2 x 1.8 minimum width

footpaths. Key spine roads and those that will accommodate public transport corridors should have a minimum carriageway width of 6.5m to ensure the safe passage of such vehicles and minimise service delays in the interests of highway safety, residential amenity and to assist in the promotion of alternatives to the use of the private car.

In respect of commercial developments swept paths tend to indicate that minimum widths of 6.5 to 7.3m are required to accommodate large articulated and rigid service vehicles. Where exclusively B1 office developments are proposed, it may be appropriate to reduce this carriageway width to 6m, again subject to tracking.

Policy DM11 - All proposed development layout plans must be checked using swept path diagrams of the largest vehicle likely to regularly access the area as agreed with Northamptonshire Highways. In most residential streets this is likely to be a 4 axle refuse collection vehicle.

Landscaping

Landscaping is recognised as an important element in the creation of an attractive public spaces and streets within Northamptonshire. Planting schemes not only provide visual amenity but also improve air quality, increase biodiversity, provide urban cooling and contribute to conditions for economic success. When considering landscaping schemes Northamptonshire Highways consider that a whole site approach is important rather than using “piece-meal” planting and that the wider corridor or place making impacts of the planting are taken into consideration.

Landscape planting within development, that Northamptonshire Highways will require details of include:

- Planting in verges
- Avenue, Access Road and Street Planting
- Trees for Structural planting and Wildlife corridors

Policy DM12 - Any tree or shrub proposed within the existing publicly adopted highway, or placed within 2.5m of the future adoptable highway, must be approved by Northamptonshire Highways.

Where landscaping schemes form part of the development proposals and the scheme has been approved by Northamptonshire Highways. The developer will be asked to contribute to the on-going maintenance of the landscaping via commuted sums secured within highway adoption agreements.



Policy DM 13 – Northamptonshire County Council will require developers to provide additional funding through a commuted sum to cover the costs of maintaining proposed planting within the existing or future Highway.

Drainage

Foul and Storm Water sewers outfalls must be approved. Foul drainage must be subject to adoption agreements with the appropriate water company, (Anglian Water Services and / or Thames water services) depending on site location.

Surface water drainage must also be adoptable by an appropriate water company or, if it only takes highway related water, Northamptonshire County Council as part of a Highway Adoption Agreements.

A licence under Section 50 of the New Roads and Street Works Act 1991 will be required for any trial hole, or connections to utilities or plant within the existing highway. Soakaways within 5.0m of an existing or proposed highway footway / service strip or carriageway are not acceptable.

Policy DM14 – All drainage arrangements within the new development proposals must be agreed with Northamptonshire Highways and the relevant adopting drainage company.

Sustainable Urban Drainage Systems

Sustainable Urban Drainage Systems (SuDS) are a sequence of water management practices and facilities designed to drain surface water in a manner that will provide a more sustainable approach than what has been the conventional practice of routing run-off through a pipe to a watercourse.

SUDS are currently not acceptable to the County Council within the operational highway, (footway, carriageway and verge, or within 5.0m of the operational highway. Highway drainage only soak-aways suitably located at least 5.0m from the operational highway may be acceptable subject to infiltration and drainage details. The area of highway water only soak-aways, would need to be adopted as part of the “highway” and readily accessible for maintenance purposes. Commuted sums for such facilities will be secured as part of the Highway Adoption Agreement. Practices involved with SuDS termed as ‘good housekeeping’ or ‘best management practices’ include:

- Mitigation of accidents that may result in pollution incidents;



- Reduction of polluting activities;
- Reduction of polluting materials;
- Bunding of oil tanks;
- Water harvesting.

Facilities are generally constructed arrangements. Such facilities include:

- Permeable surfaces;
- Filter strips;
- Filter and infiltration trenches;
- Swales;
- Detention basins;
- Underground storage;
- Wetlands;
- Ponds.

The Flood and Water Management Act 2010 (F&WMA) creates a significant change in the way that development gets approval prior to construction. When fully commenced (anticipated in April 2014), it will put in place a system that allows developers to build SuDS knowing that many can be adopted by the County Council in the same way that, for example, roads currently are. The Act sets out a system of approval whereby drainage strategies for sites should be submitted for review to a body known as the SuDS Approving Body (SAB). In Northamptonshire the SAB will be the County Council. If the drainage strategy is approved and the system is intended for adoption by Northamptonshire County Council, the council will then inspect the construction of the SuDS as they are built, with a view to ultimately adopting a safe and fully functioning system. If approval is not given for the drainage strategy then development is not allowed to start on site, regardless of whether or not the site has planning permission.

Northamptonshire County Council will be producing a locally specific set of guidelines for the approval, adoption and maintenance of SuDs Systems. This guidance, which will be produced by January 2014, will assist with the designing of sites for planning permission for both the County Council and developers and will enable a much smoother transition to the new drainage regime and help to prevent conflicting planning and drainage approvals.

Shared Private Drives

Shared drives to small developments are found across Northamptonshire, however private drives serving more than five dwellings independently of their own direct highway frontage may create problems for residents, utilities, refuse collection and emergency access. Issues regarding access



rights, parking, management and maintenance of shared accesses serving more than five dwellings often results in friction between neighbours. In order to minimise these potential problems Northamptonshire County Council allows no more than 5 dwellings independent of their own direct highway frontage to be served via a shared private drives. Where a private drive is proposed to serve flats or any other non residential use within a development, they are required to access the public highway directly and not shared with any other private drive for other dwelling types, such as houses. It should be noted that shared private drives serving five or fewer dwellings will not be considered for adoption by the highway authority.

Policy DM 15 - Northamptonshire County Council will not allow more than 5 dwellings independent of their own direct highway frontage to be served off a shared private drive.

Public Rights of Way

Where developments are located on or near to a Public Right of Way the developer may be required to undertake or contribute towards improvements to the Public Rights of Way network in the vicinity to encourage usage of the network for commuting and leisure purposes. Improvements to the Public Right of Way network may be via improving existing routes, filling in missing links or creating new links. The development will be required via planning condition to undertake such improvements or may be required to fund appropriate improvements via Section 106 agreements.

Policy DM16 – Northamptonshire County Council will require development located on or near to Public Right of Way to carry out or contribute towards any reasonable improvements deemed necessary by Northamptonshire Highways.



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Chapter 2

Delivering the Strategy

The previous chapters outline the policies. The table below demonstrates how these policies contribute to the objectives of this strategy and the Northamptonshire Transportation Plan.

Table 2: Strategy Delivery

Strategic Objective	Development Management Policy	Action	Timescale	Links to other NTP documents
Fit for the Future	1,2,3,4,5	Prosperity for Northamptonshire	On going	All Town Strategies, All Thematic Strategies
Fit for the Community	All policies	Allowing communities to prosper	On going	All Town Strategies, All Thematic Strategies
Fit to Choose	1,2,3	Offering different modes of travel	On going	Bus, Smart Travel Choices, Walking, Rail, Cycling
Fit for Economic Growth	1,2,4,5,6,7	Prosperity for Northamptonshire	On going	All Town Strategies, All Thematic Strategies
Fit for the Environment	1,2,3,6,9, 11,12,14,15,16	Balancing the need to travel with a clean environment	On going	Air Quality, Bus, Smart Travel Choices, Walking, Rail, Cycling
Fit for best value	2,3,4,5,6,13	Ensuring sufficient funding is resource from development to keep the County's roads functioning	On going	All Town Strategies

Strategy Funding

Funding for Northamptonshire Highways Development Management Strategy will mainly come from planning obligations in the form of:

- Section 106 Agreement contributions from developers
- Community Infrastructure Levy

However, these monies where appropriate may well be added to wider transportation projects that the County Council is promoting, and funding sources for those projects may come from:

- Localism
- Match funding from the public sector
- New sources of grant funding from public bodies
- Partnership with commercial operators
- The Integrated Transport Block (Northamptonshire Transportation Plan)
- Central government grants

Monitoring

The action plan will be reviewed to track the implementation of key changes and impacts of the strategy. Northamptonshire Highways will monitor progress in terms of individual projects or development.



Appendix 1 - Summary of Policies

Policy DM1 - Northamptonshire County Council will work in partnership with Borough and District Councils and developers across Northamptonshire to ensure that all developments in the county are designed to be sustainable by maximising suitable travel modes.

Policy DM2 – Northamptonshire County Council will require promoters of developments that require a Transport Assessment/Statement to follow the national guidance with particular inference on:

- Mitigating the effects on the highway network of the traffic generated by the Development
- Making best possible use of the existing transport infrastructure
- Managing access of the highway network
- Demonstrate effective connections to the strategic road network
- Not focus on road building or highway capacity enhancement as the sole means of catering for the transport demand generated by the development
- On implementing Northamptonshire County Council’s modal shift targets
- Actively address the environmental impact of travel improving sustainable transport choices
- Maximise accessibility by walking, cycling and public transport modes
- Have proactive and appropriately funded Travel Plans which assist in influencing travel behaviour

Policy DM3 – Northamptonshire County Council will work with Borough and District Councils and developers to ensure that effective, adequately funded, resourced and monitored Travel Plans are created and implemented.

Policy DM4 – Northamptonshire County Council requires all development to mitigate the impacts of their development in highway safety and capacity terms to a minimum Nil-Detriment basis ensuring the long term integrity of the highway network in highway safety and capacity terms.

Policy DM5 – Northamptonshire County Council will work with the Borough and District Councils, Highway Agency and developers to ensure that the impacts of development proposals are adequately mitigated.

Policy DM6 - Northamptonshire County Council will work with the Borough and Districts within the County, to deliver CIL schedules that support the highway infrastructure needed to enable delivery of Northamptonshire's growth agenda.

Policy DM7 – The County Council will promote the use of appropriate planning conditions to ensure that new roads and streets within developments are laid out and constructed to appropriate and adoptable standards in the interests of highway safety and residential amenity.

Policy DM8 – Northamptonshire County Council's Standing Advice on highway matters is contained within the document 'Local Highway Authority Standing Advice for Planning Authorities – Domestic vehicle accesses serving 1 to 5 dwellings and Advertisement applications (April 2013). It is County Council Transport policy that all developments within the scope of the Standing Advice should be assessed against this document.

Policy DM9 - The visibility requirements must be adhered to in the design of all developments and must conform to Design Manual for Roads and Bridges, (DMRB) guidance or Manual for Streets, whichever Northamptonshire County Council considers is most relevant.

Policy DM10 – The minimum spacing of junctions within 30mph streets is 40m on the same side and 20m of the opposite side.

Policy DM11 – All proposed development layout plans must be checked using swept path diagrams of the largest vehicle likely to regularly access the area as agreed with Northamptonshire Highways. In most residential streets this is likely to be a 4 axle refuse collection vehicle.

Policy DM12 - Any tree or shrub proposed within the existing publicly adopted highway, or placed within 2.5m of the future adoptable highway, must be approved by Northamptonshire Highways.

Policy DM13 – Northamptonshire County Council will require developers to provide additional funding through a commuted sum to cover the costs of maintaining proposed planting within the existing or future highway.

Policy DM14 – All drainage arrangements within the new development proposals must be agreed with Northamptonshire Highways and the relevant drainage company



Policy DM 15 - Northamptonshire County Council will allow not more than 5 dwellings independent of their own direct highway frontage to be served off a shared private drive.

DM Policy16 – Northamptonshire County Council will require Development located on or near to a Public Right of Way to carry out or contribute towards any reasonable improvements deemed necessary by Northamptonshire Highways.



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Appendix 2 – Estate Street Conditions and Notes, August 2013

Introduction

Problems associated with the status and safety of un-adopted new streets within developments has been considered by Government and debated in the House of Commons. Residents of new developments can find themselves without the benefits of an adopted highway due to current inconsistent application across the country of legislative measures that are no longer fit for purpose.

Local highway and planning authorities can find themselves powerless to ensure that roads are constructed and maintained to appropriate standards before people move in.

Representatives of the Department for Transport, (DfT), Department for Communities and Local Government, (DCLG), local planning and highway authorities have developed a series of planning conditions to address some of the issues raised in advance of any legislative changes that may also be considered by Government in due course.

For further details of the DfT promoted conditions, please see the attached link.

www.gov.uk/government/publications/unadopted-private-roads

Purpose

The conditions and notes are intended to ensure that: -

- Suitable details of road / street construction are obtained before commencement of the development, with the streets constructed in accordance with approved details
- Roads / streets are completed to an appropriate or intermediate level prior to occupation of dwellings, pending final surfacing and completion
- Roads / streets are appropriately managed and maintained in the interests of highway safety and residential amenity, be that publically via highway adoption agreements under section 38 of the Highways Act 1980, or privately via management agreements.

Recommendation

Northamptonshire Highways will recommend that the following conditions and notes are imposed and attached to all relevant planning consents where new estate roads / streets are proposed. The planning conditions and notes below have been developed by Northamptonshire Highways and are based on the model Draft Planning Conditions promoted by the DfT to address issues associated with un-adopted new roads.

Submission of Details

Many planning authorities are concerned that they lose control of the final appearance of a development, as such matters of surface finishes and materials tend to be left to the developer and the local highway authority to agree.

Bringing the submission of details into the planning system also ensures there is control of the construction and appearance of a street if the developer does not wish the development streets to be adopted by the local highway authority.

This approach also ensures that streets are designed and constructed to be fit for purpose and capable of taking the traffic expected of them.

In practice the planning authorities will be involved as part of a development team approach and can be included in the circulation of details outside any formal submission of details to them for the discharge of the condition.

Submission of Details – Adoptable Streets – Condition

No development shall be commenced until full engineering, drainage, street lighting and constructional details of the streets proposed for adoption have been submitted to and approved in writing by the local planning authority. The development shall, thereafter, be constructed in accordance with the approved details, unless otherwise agreed in writing with the local planning authority.

Reason: In the interest of highway safety; to ensure a satisfactory appearance to the highways infrastructure serving the approved development; and to safeguard the visual amenities of the locality and users of the highway in accordance with Policies x, y and z of the Development Plan

Submission of Details – Adoptable Streets – Notes

The applicant is advised to gain a technical approval for all estate street details from the local highway authority prior to the submission of such approved details to the local planning authority to discharge Condition **X** of this consent.

Completion of Streets

The appropriate completion of streets prior to occupation of the dwellings served ensures that residents can access their properties safely via streets to that are suitably made up, if not completed in the interests of their safety and amenity. The use of these conditions also ensures that as developments progress they do so in a phased and controlled manner.

Completion of Streets / Estate Street Phasing Plan – Condition 1

No development shall be commenced until an Estate Street Phasing and Completion Plan has been submitted to and approved in writing by the Local Planning Authority. The Estate Street Phasing and Completion Plan shall set out the development phases and the standards, intermediate or final that estate streets serving each phase of the development will be completed prior occupation of dwellings served.



Reason: - To ensure that the estate streets serving the development are completed and thereafter maintained to an appropriate standard in the interest of residential / highway safety; to ensure a satisfactory appearance to the highways infrastructure serving the development; and to safeguard the visual amenities of the locality and users of the highway, in accordance with Policies X, Y and Z of the Development Plan.

Completion of Streets / Estate Street Phasing Plan – Condition 2

[*No dwelling or dwellings / No dwelling or dwellings within phase 1 / No more than X number of dwellings*]* shall be occupied until the estate street(s) affording access to those dwelling(s) has been completed in accordance with the Estate Street Phasing and Completion Plan.

Reasons:- To ensure that the estate streets serving the development are completed and maintained to the approved standard, and are available for use by the occupants, and other users of the development, in the interest of highway safety; to ensure a satisfactory appearance to the highways infrastructure serving the approved development; and to safeguard the visual amenities of the locality and users of the highway, in accordance with Policies X, Y and Z of the Development Plan.

** delete as applicable*

Completion of Streets / Estate Street Phasing Plan – Notes

The Applicant is advised to obtain the written approval of the Local Highway Authority for the details required under Condition **X**, prior to the submission of such details to the local planning authority in seeking to discharge the said condition. Such details, as may be submitted to the local highway authority, would be subject to technical and safety assessments / audits, which may result in changes to the layouts and alignments as shown the indicative layout(s) approved by virtue of the planning permission. The Applicant is advised that the local planning authority may reject details submitted directly or exclusively to them for the discharge of the condition without evidence of technical approval from the local highway authority.

Management And Maintenance Of New Streets

The management and maintenance of streets can directly affect the safety and amenity of residents. Poorly maintained streets can have a negative effect on an area's appearance, environment and property value.

The following condition ensures that it is clear, at the planning stage, how and by whom streets will be managed and maintained, either by the local highway authority, subject to an adoption agreement or by a management company. This ensures that house buyers make informed decisions and know where to turn, should issues arise. The lack of clarity on such matters can also affect house sales.

The DfT promoted conditions cross reference matters raised in the associated Notes. This wording is bracketed. The intention is to cover any period between initial completion of the streets in



accordance with the phasing programme conditioned above, and the establishment of, a private management company or a signed Section 38 Highway Adoption Agreement.

Northamptonshire Highways promote the use of Section 38 Agreements and recommend that such agreements should be in place before the commencement of a development. In addition if Advanced Payment Code Notices are served, the completion of a Section 38 Highway Adoption Agreement is an exemption from that process reducing upfront costs.

Management and Maintenance of Estate Streets – Condition

No development shall be commenced until details of the proposed arrangements for future management and maintenance of the proposed streets within the development have been submitted to and approved by the local planning authority. The streets shall thereafter be maintained in accordance with the approved management and maintenance details [until such time as an agreement has been entered into under section 38 of the Highways Act 1980 or a private management and Maintenance Company has been established]

Management and Maintenance of Estate Streets – Note

The applicant is advised that to discharge condition **X** that the local planning authority requires a copy of a completed agreement between the applicant and the local highway authority under Section 38 of the Highways Act 1980 or the constitution and details of a Private Management and Maintenance Company confirming funding, management and maintenance regimes.

For further details regarding these Estate Street Conditions, please contact: -

Developmentmanagement@mgwsp.co.uk

Development Management
Northamptonshire Highways
Riverside House,
Riverside Way
Northampton
NN1 5NX





Northamptonshire Development Management Strategy

For more information please contact
LTPConsultation@northamptonshire.gov.uk

