

Appendix 2e – Rural Area

Comment No.	KBC Response
<p>16. Policy RS01 – Category 1 villages In order to be compliant with JCS Policy 11 there must be some method of determining whether any proposed development is meeting local need which cannot be more sustainably met elsewhere. What method was used to determine the location and scale of development site allocations?</p>	<p>The Joint Core Strategy sets out the requirement for the Rural Area as 480 dwellings in the period 2011-2031. As recorded in March 2017, there were 200 existing commitments and recorded completions since 2011, leaving a residual requirement of 280, 140 of which is considered to be windfall, leaving a further 140 dwellings. Allocated sites in the rural area will look to fulfil this remaining requirement through the SSP2.</p> <p>In addition to point a) with regards to the meeting of local need, Policy 11c) states that ‘Local Plans....will identify sites within or adjoining the villages to meet the rural housing requirements identified in Table 5’.</p> <p>The site allocations process started in 2012, as part of the Options Paper and the Rural Masterplanning report. Since this time, site assessments have been undertaken on sites that were originally considered as part of this process as well as additional sites which have been promoted through consultations. The most recent site assessments resulted in recommendations being taken to Planning Policy Committee, where Members decided on which sites to allocate in the SSP2.</p> <p>The level of growth proposed in Rural Area is considered to be proportionate to the size of the settlement and the range of facilities and services located in these villages. This is considered through the site assessment process when looking at sites individually as well as a whole when deciding on recommendations to take to Planning Policy Committee and</p>

Appendix 2e – Rural Area

	<p>ultimately allocating sites for housing. As mentioned above, the level of proposed growth through allocations in the Rural Area exceeds the residual requirement of 140 with rural allocations in the Draft Plan totalling 171-179. Given the emphasis placed on the protection of the rural area and a limited ability to absorb further development, additional development beyond the proposed levels of development in the rural area is likely to result in harm to the open countryside and put significant strain on existing services and facilities in these settlements.</p>
<p>18. Chapter 12 Rural Area As housing allocations have been proposed in villages with Conservation Areas has there been a screening consultation with Historic England to ascertain whether an SEA is required?</p>	<p>Through the assessment of sites consultation has been undertaken with Historic England. Through this site assessment process alternative sites and options have been considered and this is set out in the Housing Background Paper (May 2018). Sites have been assessed using the sustainability appraisal criteria. These assessments will form part of a Sustainability Appraisal for the Plan as a whole. The Pre-submission plan will be accompanied by a Final Sustainability Appraisal report.</p>
<p>29. Policy RS03 – Category C villages We are instructed by our client **** to make representations to the above consultation. **** has an interest in land at Braybrooke Road, Dingley. We take this opportunity to make the following comments;</p> <p>Whilst we understand that the plan proposes growth locations centered on larger settlements, the Plan needs to strike a balance between urban and rural and the plan must do more to support <u>all</u> rural communities, to assist not only the survival but to promote the development of local services and facilities. Whilst we are not advocating unrestrained rural development,</p>	<p>It is acknowledged that a proportionate level of growth to rural settlements can have a positive impact by maintaining the vitality of these communities while supporting services and facilities in the village. Those villages considered to be Category C villages are designated as such because of their dispersed nature and lack of services and therefore no housing allocations have been considered for Category C villages.</p> <p>Table 1 of the North Northamptonshire Joint Core Strategy sets out the spatial role of settlements. The village category includes all villages other than settlements of a dispersed form, which may be designated as open countryside outside the</p>

Appendix 2e – Rural Area

appropriate levels of new development within or well-located to existing settlements, of all sizes, can help rural communities to flourish. We highlight NPPF para 55:

“To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as:

- the essential need for a rural worker to live permanently at or near their place of work in the countryside,
- where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets,
- where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting,
- the exceptional quality or innovative nature of the design of the dwelling”

The government’s Planning Practice Guidance, which was introduced in May 2016 and thus must be considered as post-dating the adopted NNJCS (although officially adopted in July 2016), recognises this and states,

“all settlements can play a role in delivering sustainable development in rural areas – and so blanket policies restricting

formal settlement hierarchy

Table 1 also sets out the role of the open countryside. This sets out that some rural settlements with a dispersed form may be designated as open countryside, where development is limited.

The identification of scattered settlements is in conformity with the approach set out in the Part 1 Local Plan.

Dingley is considered to be a scattered village, Dingley is identified in Policy RA4 of the 1995 Local Plan as a scattered settlement, this designation has been reviewed and this has been carried forward into Policy RS03 as it is considered to be the most suitable designation for Dingley. This is further justified through the findings of the Rural Masterplanning Report from February 2012 and the Rural Settlement Facilities Background Paper (April 2018).

Dingley has been identified as a scattered settlement because of its low density and small number of dwellings, it is viewed as scattered development in the open countryside. The village has very limited facilities and new development in Dingley would not be considered sustainable development. Development would require the need to travel for almost all purposes.

In relation to RS01, Table 1 of the North Northamptonshire Joint Core Strategy sets out the roles of villages. This table states that Part 2 Local Plans may identify villages that have a

Appendix 2e – Rural Area

<p>housing development in some settlements and preventing other settlements from expanding should be avoided unless their use can be supported by robust evidence.”</p> <p>In terms of sustainability of location, paragraph 29 of the NPPF recognises that opportunities to maximise sustainable transport solutions will vary from urban to rural areas.</p> <p>We note that ‘Policy RS03 – Category C villages’ advocates the villages of Brampton Ash, Dingley, Orton, Pipewell, Glendon and Thorpe Underwood are located in the country and does not recognise them as individual settlements. We fundamentally object to Policy RS03 in that the policy is not positively planned, it is not supported by Policy 11 of the NNJCS, and is contrary to the overarching aims of the NPPF, and advice contained with the PPG. This purpose of this policy is to restrict housing, therefore, it cannot be seen to be consistent with the language of the Framework. The policy also restricts neighbourhood plans within such villages from identifying sites within or adjoining villages to help meet locally identified needs.</p> <p>Dingley is clearly a smaller settlement, however is not isolated and should be considered as a relatively sustainable rural location. The village is situated in the hinterland of Market Harborough and the facilities, services and employment opportunities of the market town are particularly accessible to village residents on foot or by bicycle. Dingley is arguably in a more sustainable location than most category B villages and a number of category A villages. In fact, Dingley performs</p>	<p>sensitive character or conservation interest, in which new development will be strictly managed. Policy RS02 is in conformity with this approach.</p>
--	--

Appendix 2e – Rural Area

equally as well as Sutton Bassett (Cat A), Weston By Welland (Cat A), Little Oakley (Cat B) and Warkton (Cat B), in terms of facilities and is in closer proximity to Market Harborough. Specifically, it is just over two miles to Market Harborough Railway Station which offers direct main line access to Leicester, Nottingham and London. The Point Business Park and Riversfield Industrial Estate presents abundant employment opportunities, alongside Tesco Express, B&M Home Store and the Roebuck Public House, shopping and leisure opportunities which are all located within one and a half miles of the village. In terms of education, Meadowdale Primary School is around 1.7 miles away.

The village is particularly accessible from the A6 via the A427 and is served by a limited rural bus service. Whilst it is acknowledged that the majority of trips will be made by private car, the NPPF recognises that different sustainable transport policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas. Again this is no different to most category B villages and a number of category A villages.

Additional residents may of course tip the balance in terms of local support for facilities and services, encouraging improvements or development of new services/ facilities or sustaining existing, i.e. the local church congregation and village hall. The PPG is clear that a thriving rural community depends upon on retaining local services, such as places of worship and community facilities. Allowing smaller villages to stagnate cannot be said to maintain the special mixed urban-

Appendix 2e – Rural Area

<p>rural character of North Northamptonshire, as outlined in the JCS vision, nor supporting thriving rural communities as advocated by paragraph 17 of the NPPF. Paragraph 12.5 of the Draft Plan justifies why new development should therefore be considered for all settlements.</p> <p>This matter is most simply addressed with the deletion of Policy RS03 and the inclusion of Brampton Ash, Dingley, Orton, Pipewell, Glendon and Thorpe Underwood villages within RS02, including assigning a settlement boundary(ies) and shifting policy emphasis to enhance connectivity with these villages.</p> <p>That said, we must also raise objections to ‘Policy RS02 – Category B villages’ as it identifies limited infill development as 1 or 2 dwellings. This is too prescriptive and unnecessary. There may be suitable sites in such villages, either now or in the future, where a greater scale development is appropriate, whilst retaining the character of the settlement. Such matters would be more appropriately considered on a case by case basis in accordance with RS04 and with SSP2. Policy RS04 is able to prevent inappropriate development without the need for a blanket restriction such as RS03.</p> <p>To reiterate, we are not advocating unrestrained rural development, however, appropriate levels of new development within or well-located to existing settlements, of all sizes, can help rural communities to flourish.</p>	
<p>41. Policy RS03 – Category C villages I support the designation of Dingley as a Category C village.</p>	<p>Noted. As Dingley has been categorised as a Category C settlement, no allocations have been identified and further</p>

Appendix 2e – Rural Area

<p>However, Dingley is cut in two by the main A427 trunk road which is an extremely busy but narrow road carrying high levels of traffic and many heavy lorries. It is regrettable that it is not possible to walk from one end of the village to the other without having to walk in the carriageway which is exceptionally dangerous. The pavement starts at the Corby end of the village but terminates about 150m before the junction with Dingley Lane. Surely it should be possible to walk through Dingley.</p>	<p>development will only be allowed in exceptional circumstances set out in the development plan. Therefore the issue you have identified with the pavement in the village is not likely to be funded through S106 funds. At present the Council is not aware that there are any plans to undertake such works in Dingley.</p>
<p>102. Policy RS04 – General Development Principles in the Rural Area</p> <p>12.28 In the Historic Core, or in other locations where appropriate, all street furniture, road alterations carried out under the Highways Act 1980, including repairs, kerbs, surface finishes, signage, fences, litter bins etc. will be expected to be of traditional design and in character with the settlement.</p> <p>Response = <i>This is welcomed</i></p> <ul style="list-style-type: none"> • Policy RS04 - General Development Principles in the Rural Area <p>Parking & Highways</p> <p>k) Parking should be designed to ensure the car does not become the focus of the street scene and, should be applied sensitively to ensure roads reflect the existing network of streets in the village</p>	<p>Noted. This policy if included within the adopted SSP2 will form part of the development plan for Kettering Borough and will therefore be used to determine planning applications.</p>

Appendix 2e – Rural Area

<p>Response = <i>This is a fine sentiment and to be welcomed, but with what confidence can people hope that it will not be abused after KBC approved plan KET/2016/0081 not only giving, but having been solicited by KBC, allowing the only parking for a four bedroom house to be on a B road in the centre of a village ?</i></p>	
<p>198. Policy RS03 – Category C villages Any maintenance or repairs are undertaken in line with the highway authority’s current highway standards and any repairs are undertaken on a like for like basis; therefore this paragraph needs to be revised to reflect this.</p>	<p>Noted. This wording will be reviewed to take this into account.</p>
<p>215. Policy RS01 – Category 1 villages Rosconn Strategic Land (RSL) are making representations to the above document in respect of its land and development interests at Stoke Albany and specifically land south of Harborough Road for which we have entered into a promotion agreement with the landowner to promote the land with a view to progressing a planning application at the appropriate time.</p> <p>RSL support the identification of Stoke Albany as a Category A Village, being suitable to accommodate some growth appropriate to help meet local needs and enhance or maintain the vitality of this rural community, in line with the guidance at paragraphs 77 and 78 of the NPPF (July 2018). As further acknowledged by paragraph 78, Local Plans should identify opportunities for villages to grow and thrive, especially where</p>	<p>Noted.</p> <p>The site has been included in the Part 2 Plan as a proposed allocation following a site assessment process.</p> <p>The responses to this consultation will be considered and will inform the proposal included within the Pre-submission version of the Plan.</p> <p>The benefits of the scheme have been recognised and form part of the decision to propose this site as an allocation for housing.</p> <p>If progressed as an allocation residential development on the site would be supported subject to the development principles</p>

Appendix 2e – Rural Area

<p>this will support local services. Furthermore, it also recognise that where there are groups of smaller settlements, development in one village may support services in a village nearby.</p> <p>In the context of Stoke Albany, new housing development will help deliver housing to meet local needs (including affordable housing) whilst helping support the existing facilities within the village and those within the nearby village of Wilbarston which is within walking distance of Stoke Albany. It is notable that no housing allocations are proposed within Wilbarston, so new housing proposed within Stoke Albany would also assist in helping meet local identified housing needs in the wider area.</p>	<p>in Policy STA03 being met.</p>
<p>269. Policy RS04 – General Development Principles in the Rural Area</p> <p>Parked cars are now, in many places, the dominant feature of the street scene even in villages. So we enthusiastically support this statement of policy. But nowhere can we find references to where it is an actual problem or any detailed policies to deal with it. Should not the problem areas be specified, with specific appropriate policies for these areas covering the provision of off-street parking on private property and public facilities?</p>	<p>The purpose of Policy RS04 is to provide general development principles across the Rural Area, hence why the wording does not include any detail on specific issues.</p>
<p>447. Chapter 12 Rural Area</p> <p>As above, Table 12.1 repeats the housing targets for the rural areas, noting that 140 of the 280 required dwellings will come forward as windfall sites.</p>	<p>The Joint Core Strategy sets out the requirement for the Rural Area as 480 dwellings in the period 2011-2031. As recorded in March 2017, there were 200 existing commitments and recorded completions since 2011, leaving a residual requirement of 280, 140 of which is considered to be windfall,</p>

Appendix 2e – Rural Area

<p>Policy RS01 defines Pytchley as a Category A village.</p> <p>Paragraph 12.12 states that the scale of development in individual villages will be predominantly led by locally identified housing requirements. It also recognises that the proximity of the village to nearby settlements of a larger size, will also be an important consideration.</p> <p>Paragraph 12.13 states that a number of villages in the Rural Area provide a wider range of services than the smaller rural settlements. The paragraph implies that development should be focused in the larger villages on the basis that they can fulfil a sustainable local service centre role.</p> <p>While this is an appropriate designation for the village, it is not agreed that villages should only accommodate local growth particularly where they are in sustainable locations. Due to its proximity to Kettering, Pytchley is a sustainable location for growth and can accommodate more housing than allocated for in Table 12.26 ‘Pytchley’. This view is consistent with Policy RS01 which states that “Development in these villages will need to ... take into account the level of existing infrastructure and services in the individual villages, as well as the proximity of these to larger settlements”.</p> <p>Pytchley is considered to be a sustainable location which is capable of accommodating a greater quantum of development than is presently planned for by the SSP2.</p>	<p>leaving a further 140 dwellings. Allocated sites in the rural area will look to fulfil this remaining requirement through the SSP2.</p> <p>Paragraph 12.12 of the SSP2 references the need to consider distance to settlements of a larger size. This is in relation to table 5 of the North Northamptonshire Joint Core Strategy which sets out the role of villages to provide community infrastructure and services to meet day to day needs of residents and businesses in the rural area. Focal points for development to meet locally identified needs, unless those needs can be met more sustainably by a nearby larger settlement.</p> <p>The level of growth proposed in Pytchley is considered to be proportionate to the size of the settlement and the range of facilities and services the village. This is considered through the site assessment process when looking at sites individually as well as a whole when deciding on recommendations to take to Planning Policy Committee. As mentioned above, the level of proposed growth through allocations in the Rural Area of exceeds the residual requirement of 140 with rural allocations in the Draft Plan totalling 171-179. Given the emphasis placed on the protection of the rural area and a limited ability absorb further development, additional growth beyond the proposed levels of development in the rural area is likely to result in harm to the open countryside and put significant strain on existing services and facilities in these settlements.</p>
<p>449. Chapter 12 Rural Area</p>	<p>The windfall allowance used was used in the preparation of the</p>

Appendix 2e – Rural Area

<p>There are serious deficiencies with the SSP2 strategy which seeks to deliver 50% of the housing needs of the rural areas through windfall sites. As we have detailed above, the vast majority of the 'easy win' sites have already been developed, leaving behind the more constrained sites. It is likely that future windfall sites will come forward at a significantly slower rate than they have in the past and this will be compounded by the tightly defined village boundaries. The heavy reliance on windfall sites is clearly inappropriate having regard to the advice contained in the National Planning Policy Framework.</p> <p>Development plans have a role in both reflecting the wishes of the community and proactively pursuing growth for the future. The SSP2 should therefore take the initiative to support further allocations in rural communities where they are a sustainable form of development that can support local requirements for the future.</p>	<p>JCS in the identification of the rural housing requirement. A background paper will be prepared to accompany the consultation on the pre-submission plan which will provide the evidence used in identifying the level of windfall development in the rural area.</p> <p>The Joint Core Strategy sets out the requirement for the Rural Area as 480 dwellings in the period 2011-2031. As recorded in March 2017, there were 200 existing commitments and recorded completions since 2011, leaving a residual requirement of 280, 140 of which is considered to be windfall, leaving a further 140 dwellings. Sufficient sites will be identified in the SSP2 to meet the remaining requirement.</p>
<p>453. Chapter 12 Rural Area</p> <p>Table 12.1 and Paragraph 12.1 repeat the housing targets for the rural areas, noting that 140 of the 280 required dwellings will come forward on windfall sites.</p> <p>Policy RS01 defines Broughton as Category A village.</p> <p>Paragraph 12.12 states that the scale of development in individual villages will be predominantly led by locally identified housing requirements through this plan as well as Neighbourhood Plans. It states that one of the key matters</p>	<p>Development in Broughton will now be shaped by the recently adopted Broughton Neighbourhood Plan and Broughton Neighbourhood Development Order. This plan therefore, will not make any further allocations than those set out in these documents which set out the growth strategy for Broughton during the period until 2031. Therefore, no further sites will be considered for allocation in the SSP2 in Broughton.</p> <p>Paragraph 12.12 of the SSP2 references the need to consider distance to settlements of a larger size. This is in relation to table 5 of the North Northamptonshire Joint Core Strategy</p>

Appendix 2e – Rural Area

<p>when considering housing delivery is the proximity of the village to nearby settlements of a larger size.</p> <p>Paragraph 12.13 states that a number of villages in the Rural Area provide a wider range of services than the smaller rural settlements. The paragraph implies that development should be focused in the larger villages on the basis that they can provide a sustainable local service centre role.</p> <p>While this is an appropriate designation for the village, it is not agreed that villages should only accommodate local growth particularly where they are in sustainable locations. Due to its size (second largest village in the rural areas), facilities and proximity to Kettering, Broughton is a highly sustainable location which can accommodate a far greater level of growth than presently planned for. The allocation of Land to the Rear of 18 - 20 Glebe Avenue, Broughton would make a significant contribution to sustainable housing delivery in accordance with paragraphs 12.12 ad 12.13.</p>	<p>which sets out the role of villages to provide community infrastructure and services to meet day to day needs of residents and businesses in the rural area. Focal points for development to meet locally identified needs, unless those needs can be met more sustainably ay a nearby larger settlement.</p>
<p>455. Chapter 12 Rural Area</p> <p>In considering the above, there are serious deficiencies in the SSP2 strategy and the reliance on windfall sites to meet 50% of the housing needs of the rural areas. On the basis that most of the infill sites have already been developed, it is likely that future windfall sites will come forward at a significantly slower rate than they have in the past. It is also relevant to note that the historic delivery rates appear to have been artificially skewed by 5-year land supply cases. There is no evidence that</p>	<p>The windfall allowance used was used in the preparation of the JCS in the identification of the rural housing requirement. A background paper will be prepared to accompany the consultation on the pre-submission plan which will provide the evidence used in identifying the level of windfall development in the rural area.</p> <p>Settlement boundaries are used to make a distinction between the open countryside and the urban form of settlements and</p>

Appendix 2e – Rural Area

<p>adjustments were made to trend calculations to offset these large 'one-off' developments i.e. to avoid distorting the results.</p> <p>As a result, the heavy reliance on windfall sites to meet rural needs is not considered to be based on clear and compelling evidence and is therefore contrary to the advice contained in the National Planning Policy Framework. This deficiency will be further compounded by the tightly defined village boundaries which will constrain development further.</p>	<p>provide certainty over where development is likely to be acceptable. The principles that have been used to define the settlement boundaries have been formulated through previous work from 2005 and been updated a number of times to ensure they provide an up-to-date and robust evidence base to accurately define the settlement boundary for settlements in Kettering Borough. The Council believes that these principles allow for the defining of settlement boundaries which clearly define the built framework and open countryside. This allows for the simultaneous protection of the open countryside whilst allowing for growth in areas of these settlements in suitable locations within the existing built environment.</p>
<p>459. Chapter 12 Rural Area Policy RS01 defines Mawsley as Category A village.</p> <p>Paragraph 12.13 states that a number of villages in the Rural Area provide a wider range of services than the smaller rural settlements. The paragraph implies that development should be focused in the larger villages on the basis that they can fulfil a sustainable local service centre role.</p> <p>Due to its size (largest village in the rural areas) and infrastructure which includes schools, shops, public houses, community buildings, and employment uses, Mawsley is a sustainable location that can accommodate a greater level of growth than presently planned for by the SSP2.</p>	<p>Category A villages include the majority of the villages in the rural area and development in these villages is expected to be on small scale infill sites in accordance in accordance with Policy 11 of the JCS and on sites allocated in the plan, with a simultaneous emphasis on the need to protect their environment and limited ability to absorb further development.</p> <p>The Joint Core Strategy sets out the requirement for the Rural Area as 480 dwellings in the period 2011-2031. As recorded in March 2017, there were 200 existing commitments and recorded completions since 2011, leaving a residual requirement of 280, 140 of which is considered to be windfall, leaving a further 140 dwellings. Allocated sites in the rural area will fulfil this remaining requirement through the SSP2.</p> <p>The level of growth proposed in Mawsley is considered to be proportionate to the size of the settlement and the range of facilities and services the village. This is considered through</p>

Appendix 2e – Rural Area

	<p>the site assessment process when looking at sites individually as well as a whole when deciding on recommendations to take to Planning Policy Committee. As mentioned above, the level of proposed growth through allocations in the Rural Area of exceeds the residual requirement of 140, with rural allocations in the Draft Plan totalling 171-179. Given the emphasis placed on the protection of the rural area and a limited ability to absorb further development, additional growth beyond the proposed levels of development in the rural area is likely to result in harm to the open countryside and put significant strain on existing services and facilities in these settlements.</p>
<p>461. Chapter 12 Rural Area In considering the above, it is clear that there are serious deficiencies in the SSP2 strategy and the reliance on windfall sites to meet 50% of the housing needs of the rural areas. On the basis that most of the infill sites have already been developed, it is likely that future windfall sites will come forward at a significantly slower rate than they have in the past. It is also relevant to note that the historic delivery rates appear to have been artificially skewed by 5-year land supply cases and there is no evidence that adjustments were made to trend calculations.</p> <p>As a result, the heavy reliance on windfall sites to meet rural needs is not considered to be based on clear and compelling evidence and is therefore contrary to the advice contained in the National Planning Policy Framework. This deficiency will be further compounded by the tightly defined village boundaries which will constrain development further. The allocation of the</p>	<p>The windfall allowance used was used in the preparation of the JCS in the identification of the rural housing requirement. A background paper will be prepared to accompany the consultation on the pre-submission plan which will provide the evidence used in identifying the level of windfall development in the rural area.</p>

Appendix 2e – Rural Area

<p>site would contribute to addressing this deficiency.</p>	
<p>474. Chapter 12 Rural Area It is noted that all settlements have a defined boundary. Under Policy LOD1 it is proposed that such settlement boundaries are used to interpret whether proposals are within or adjoining respective settlements for the purposes of Policies 11 & 13 in the NNJCS and Policies RS01 & RS02 of the SSLPP2. It is also proposed that Villages will be categorised into 3 designations Category A (Policy RS01), Category B (Policy RS02) and Category C (Policy RS03). Policy RS01 proposes to restrict development to only within settlement boundaries, Policy RS02 proposes to restrict development to infilling of 1 – 2 plots only within settlement boundaries and Policy RS03 proposes to limit development to the reuse, conversion and / or redevelopment of existing rural buildings.</p> <p>It is important that the Council recognises the difficulties facing rural communities in particular housing supply and affordability issues. The HBF suggests that the Council reconsiders its approach of preventing alternative sustainable developments adjacent to settlements from coming forward. By adopting a less restrictive approach as indicated in the NNJCS (Policy 11) and allowing sustainable development which is adjacent to as well as within settlement boundaries under Policies RS01 & RS02 the Council could provide greater flexibility within its HLS if any unforeseen problems occur with existing consents and / or site allocations. Such an approach would also provide potential opportunities for self-build / custom build in these localities which are the indicated preference of entries on the</p>	<p>Settlement boundaries are used to make a distinction between the open countryside and the urban form of settlements and provide certainty over where development is likely to be acceptable. The principles that have been used to define the settlement boundaries have been formulated through previous work and have been updated a number of times to ensure they provide an up-to-date and robust evidence base to accurately define the settlement boundary for settlements in Kettering Borough. The Council believes that these principles allow for the defining of settlement boundaries which clearly define the built framework and open countryside. This allows for the simultaneous protection of the open countryside whilst allowing for growth in areas of these settlements in suitable locations within the existing built environment.</p> <p>Category A villages include the majority of the villages in the rural area and development in these villages is expected to be on small scale infill sites in accordance with Policy 11 of the JCS and on sites allocate in the plan, with a simultaneous emphasis on the need to protect their environment and limited ability to absorb further development. Development not allocated in the Part 2 Local Plan or a Neighbourhood Plan which is outside of the settlement boundary will be resisted unless it is considered as a ‘rural exception’ under Policy 13 of the Joint Core Strategy.</p> <p>Policy 11 also states that ‘Local..Plans will identify sites within or adjoining the villages to meet the rural housing requirements identified in Table 5’. The SSP2 will allocate sufficient sites to</p>

Appendix 2e – Rural Area

<p>Council's Self Build Register.</p>	<p>meet the remaining housing requirement. Sites which are allocated will be included in the settlement boundary with the exception of sites which are allocated as rural exception sites.</p> <p>The allocation process in the rural area has been informed by the Rural Masterplanning Report (February 2012) which provided conclusions on a number of sites which were considered. Sites have been assessed using the criteria set out in the Housing Allocations Background Paper.</p> <p>At present this the approach to growth in rural areas and development outside of the defined settlements boundaries is resisted unless in accordance with Policy 13 or Policy 25 of the JCS. The housing allocations proposed in this plan look to meet the housing requirement as set out by the JCS (Policy 28 and Policy 29)</p> <p>In relation to self and custom build housing, the content of a related policy is yet to be determined and further work is required to look at the specifics of the determined demand. Although it is stated in the Housing chapter of this plan (Paragraph 4.28) that a rural exception policy may be included in the next version of this Plan, it is yet to be decided whether this is an appropriate approach to take in delivering self and custom build housing.</p>
<p>481. Chapter 12 Rural Area The HBF is concerned that Policy RS04 General Development Principles in Rural Area and individual village policies include design principles which go beyond national policy in setting out onerous requirements which were not viability tested during the</p>	<p>A viability assessment of the Pre-submission plan will be undertaken prior to the Pre-submission consultation.</p>

Appendix 2e – Rural Area

<p>preparation and examination of the NNJCS. If such design principles are pursued by the Council then further viability assessment should be undertaken.</p>	
<p>492. Chapter 12 Rural Area Paragraph 12.5 of the SSP2 acknowledges some of the positive benefits associated with growth to meet the local needs of villages. Notwithstanding this, the JCS identified a requirement for just 480 new homes to be delivered across the Rural Area of the Borough within the plan period.</p> <p>Paragraph 72 of the NPPF (2018) recognises that <i>“The supply of large numbers of new homes can often be best achieved through planning for larger scale development, such as new settlements or significant extensions to existing villages and towns, provided they are well located and designed, and supported by the necessary infrastructure and facilities...”</i>. In turn new development offers the opportunity to secure wider social benefits including: affordable housing and recreation facilities as recognised at paragraph 78 of the NPPF (2018) states <i>“To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby.”</i></p> <p>Paragraph 12.12 of the SSP2 states that <i>“The scale of development in individual villages will be predominantly led by locally identified employment, housing, infrastructure and</i></p>	<p>The scope of the SSP2 is to enable the effective delivery of the Part 1 Local Plan, the North Northamptonshire Joint Core Strategy. The role of the SSP2 is not to reconsider issues, such as the amount of housing provision, which have been found sound in the North Northamptonshire Joint Core Strategy.</p> <p>The site allocations process started in 2012, as part of the Options Paper and the Rural Masterplanning report. Since this time, site assessments have been undertaken on sites that were originally considered as part of this process as well as additional sites which have been promoted through consultations. The most recent site assessments resulted in recommendations being taken to Planning Policy Committee, where Members decided on which sites to allocate in the SSP2.</p> <p>The level of growth proposed in the rural area is in accordance with the housing requirement identifies in the North Northamptonshire Joint Core Strategy. The distribution of housing has been considered through the site assessment process which has looked at sites individually as well as a whole when deciding on recommendations to take to Planning Policy Committee and ultimately allocating sites for housing. As mentioned above, the level of proposed growth through</p>

Appendix 2e – Rural Area

service requirements through this plan as well as Neighbourhood Plans.” It is considered that this scale of development will be very limited in its ability to achieve social benefits in the rural area and maintain existing local services which does not support the principles of sustainable development.

No explanation has been provided for the amount of housing to be directed to each rural settlement.

Recommendation: Notwithstanding the provisions of the JCS, Kettering Borough Council should reassess the need for housing in the Rural Area to ensure that development is of a scale that can deliver wider benefits to the wider community in the interests of achieving sustainable development within the Rural Area.

Village Settlement Hierarchy

The Borough Council proposes a village settlement hierarchy within Kettering Borough: Category A, Category B and Category C. Support is given to the classification of Broughton as a Category A village.

Draft Policy 2 ‘Policy RS01’ identifies that development within Category A villages will need to: *“a. Be in accordance with Policy 11 [The Network of Urban and Rural Areas] of the JCS; b. Take into account the level of existing infrastructure and services in the individual villages, as well as the proximity of these to larger settlements;*

allocations in the Rural Area of exceeds the residual requirement of 140 with rural allocations in the Draft Plan totalling 171-179. Given the emphasis placed on the protection of the rural area and a limited ability absorb further development, additional growth beyond the proposed levels of development in the rural area is likely to result in harm to the open countryside and put significant strain on existing services and facilities in these settlements.

It is considered that Policy RS01 is in accordance with the NPPF and reflects the requirement of national policy.

The purpose of Policy RS04 is to set out general principles that can be applied to all villages in the Borough. It is recognised that the extent to which developments are able to demonstrate that the criteria in this policy have been met will depend on the development proposed. In relation to criterion c of Policy RS04, it is acknowledged that smaller sites may not be able meet this criterion. However it is considered that this would apply as stated, ‘in any potential moderate village expansion’ and therefore will be considered on a case by case basis.

Appendix 2e – Rural Area

- c. Be within the defined settlement boundary and classed an infill development, unless it can be demonstrated that it can meet the criteria under Policy 13 (Rural Exceptions) or Policy 25 (Rural Economic Development and Diversification) of the Joint Core Strategy or unless allocated in this Plan or a Neighbourhood Plan;*
- d. Show consideration and be sympathetic to the existing size, form, character and setting in the village;*
and
- e. Be compatible with other relevant policies in both the Parts 1 and 2 Local Plans.”*

Recommendation: Notwithstanding the provisions of Policy 13 of the JCS, Kettering Borough Council should review this policy in light of the provisions of the NPF 2018 to ensure this policy reflects the requirements of up to date national policy.

Draft Policy 4 ‘Policy RS04’ General Development Principles in the Rural Area

Development in the Rural Area will:

- “a. Reflect the height, scale and mass of neighbouring properties.*
- b. Involve the protection and enhancement of the character of all settlements, especially those with designated Conservation Areas.*
- c. Link to the centre of the village in several places and not result in a series of cul-de-sacs in any potential moderate village expansion.*

Appendix 2e – Rural Area

d. Allow greater permeability with the open countryside through the inclusion of spaces in between properties to allow views and accessibility for development on the edge of settlements.

e. Allow connections to be made for further development in the future for development on the edge of settlements.

f. Be well-spaced to retain the villages open and rural character, and views to the open countryside should be maintained through the use of low or soft boundary treatment on new development on the edge of the settlement. The use of high close-boarded fencing and brick walls should be avoided.

Redevelopment of historic farm buildings will:

g. Involve the retention of the historic fabric of the buildings themselves, where this is not possible or where there are no historic buildings left the plan form and arrangement of buildings should remain to retain the historic reference to farmsteads in the village.

h. Include an element of employment to retain this important function within the village, where redevelopment is possible.

i. Consider non-residential uses prior to using these historic buildings, given that this is most damaging.

Materials to be used will:

j. Reflect the limited pallet of materials used in the historic core of the village. The only exception to this should be where the exceptional quality and innovative nature of design merit an exception to this approach. These exceptions should demonstrate contemporary design and

Appendix 2e – Rural Area

should show how the development will impact positively on the character of the village.
Parking and Highways:
k. Parking should be designed to ensure the car does not become the focus of the street scene and, should be applied sensitively to ensure roads reflect the existing network of streets in the village.”

Objection is raised to criteria c of Draft Policy RS04. Kettering Borough Council needs to consider the effectiveness of this policy in relation to the scale of development anticipated to come forward in the rural area. It is anticipated that the majority of sites will take the form of cul-de-sacs but may offer opportunities for separate pedestrian links. In the interest of planning positively, if development proposals accord with the relevant highway requirements (in terms of highway safety) development should not be restricted by this policy.

Appendix 2e – Rural Area

536. Policy RS01 – Category 1 villages

The Estate supports the identification of Broughton and Geddington as Category A villages.

The Estate does however have some comments in respect of the proposed policy requirements for Category A villages within the context of paragraph 16 of the NPPF.

It is considered that part b) of Policy RSA01 does not conform to the requirement of paragraph 16d of the NPPF for policies to be clearly written and unambiguous. It is not made clear precisely how development proposals within villages should “take into account the level of existing infrastructure and services in the individual villages” and there is no supporting text to guide how applications within the Category A villages should be determined in accordance with this policy requirement. An additional point to make is that the LPP2, in not directing any development to Broughton (once the Neighbourhood Plan is adopted) is not taking into account the wide range of facilities and services within the village which should arguably support a high level of the Borough’s Rural Area housing requirement.

With regards to part c) of RSA01, which states that development should be within the settlement boundary and classed as infill (except if it is a rural exceptions or rural economic development site), it is not considered that this gives sufficient flexibility to enable the Council to meet its rural housing requirement of 480 dwellings. The point has been made above; there is not considered to be sufficient evidence

Noted. It is apparent that clarity is required with regards to criterion b) of Policy RS01, this will be reviewed and if it is considered that further detail is required this will be amended in the Pre-submission version of the SSP2.

The windfall allowance used was used in the preparation of the JCS in the identification of the rural housing requirement. A background paper will be prepared to accompany the consultation on the pre-submission plan which will provide the evidence used in identifying the level of windfall development in the rural area.

Category A villages include a majority of the villages in the Rural Area and development in these villages is expected to be on small scale infill sites in accordance in accordance with Policy 11 of the JCS with a simultaneous emphasis on the need to protect their environment and limited ability to absorb further development.

Since the start of the plan period Broughton has experienced significant growth. The Neighbourhood Plan provides planning policies for Broughton for the plan period and an NDO has been prepared for a site in the village.. The SSP2 will not allocate sites in addition the Neighbourhood Plan. The residual housing requirement can be delivered through allocated housing sites as well as windfall across other settlements in the Rural Area.

The Joint Core Strategy sets out the requirement for the Rural Area as 480 dwellings in the period 2011-2031. As recorded in

Appendix 2e – Rural Area

<p>that the rural housing requirement can be met through the proposed allocations and within the proposed settlement boundaries. As a result, this part of the policy is not considered to be positively prepared, in a way that is aspirational but deliverable (NPPF paragraph 16b refers). In order to address this concern, the LPP2 should be making provision for a further c.155 dwellings on allocated sites in the Rural Area.</p>	<p>March 2017, there were 200 existing commitments and recorded completions since 2011, leaving a residual requirement of 280, 140 of which is considered to be windfall, leaving a further 140 dwellings. Allocated sites in the rural area will fulfil the remaining requirement through the SSP2.</p>
<p>537. Policy RS02 – Category B villages The Boughton Estate has land interests at Newton and supports the designation of Newton as a Category B village. The Estate has previously put forward a case for the allocation of their site at Dovecote Farm, further information on this is provided in relation to Newton below.</p> <p>The same points with regards to infill development made in paragraph 18 above also apply to part c) of RS02.</p> <p>In addition the Estate does not consider that part b) accords with Section 11 of the NPPF which focuses upon making effective use of land. Paragraph 117 states that planning policies should promote an effective use of land in meeting the need for homes. Paragraph 118 confirms that planning policies should promote and support the development of under-utilised buildings and yards, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively. The redevelopment of under-utilised buildings and yards should therefore be encouraged in the LPP2 and should be</p>	<p>Villages identified as Category B villages have been identified because they are seen as having particularly important Conservation Areas, as well as having a particular charm, given that they are ‘estate villages’ associated with Boughton Estate. Given the special character of these villages, criteria c) is considered appropriate in the context of the North Northamptonshire Joint Core Strategy and the requirements of national policy.</p> <p>RS02 part b) is considered to conform with the NPPF as this allows for the re-use, conversion or redevelopment of existing buildings within the defined settlement boundary. Re-use of rural buildings in the open countryside is covered by Policy 25 of the North Northamptonshire Joint Core Strategy.</p> <p>The SSP2 does not need to repeat policy included in the NPPF.</p>

Appendix 2e – Rural Area

<p>broadened to sites within and adjoining the settlement boundaries. The NPPF also allows for the development of isolated homes in the countryside in specific circumstances, including where the development would re-use redundant or disused buildings and enhance its immediate setting (NPPF paragraph 79c refers).</p>	
<p>538. Policy RS04 – General Development Principles in the Rural Area Parts c), d) and f) of this policy are considered to be too prescriptive. An appropriate and sensitive design for development in the rural areas should be considered on a site by site basis and in the context of the particular settlement within which sites are located. This conclusion is supported by the NPPF which, in relation to design, states that the level of detail and degree of prescription of plans should be tailored to the circumstances in each place, and should allow a suitable degree of variety where this would be justified (NPPF paragraph 126 refers). Furthermore, it is questionable whether this policy is necessary given that development principles for each settlement are also proposed.</p>	<p>The purpose of this policy is to set out general principles that can be applied to all villages in the Borough. It is recognised that the extent to which developments are able to demonstrate that the criteria in this policy have been met will depend on the type of development proposed. The settlement specific and site specific development principles identify certain characteristics of the individual rural settlements to allow development to enhance and be sympathetic to the local area, whilst ensuring that sufficient assessments are undertaken to address any likely issues with the sites that may require mitigation. Policy RS04 will be reviewed in light of these comments to ensure that development can conform to this policy without unnecessary prescription.</p>
<p>550. Chapter 12 Rural Area The requirement for additional housing development in rural villages and areas is noted by the County Council. Policy RS01 sets out the requirement for development in 'Category A' villages to 'take into account the level of existing infrastructure</p>	<p>Policy 10 of the North Northamptonshire Joint Core Strategy sets out the requirement for development to be supported by the timely delivery of infrastructure, services and facilities necessary to meet the needs arising from development and to support the development of North Northamptonshire.</p>

Appendix 2e – Rural Area

<p>and services in the individual villages, as well as the proximity of these to larger settlements’.</p> <p>This approach is welcomed, however it is requested that consideration to infrastructure is also a requirement of all of the Policies set out in Chapter 12 of the draft SSP2, with specific regard being paid to Education infrastructure – particularly where capacity is constrained and the ability of schools to expand further is limited, or where pupils currently travel to external provision which may displace pupils situated closer to the school. The County Council would therefore strongly recommend inclusion within each individual Policy the requirement that any major applications (10 dwellings or more) be considered in respect of their impact on existing infrastructure (particularly Education infrastructure) that would serve the development, and contribute towards the provision of additional infrastructure through Section 106, where necessary, to mitigate this.</p>	<p>The Council will continue to work closely with NCC education to ensure adequate provision is made for education.</p>
<p>557. Chapter 12 Rural Area</p> <p>Policy LOD1 and the supporting proposals map, identifies settlement boundaries that ‘will be used to interpret whether proposals are within or adjoining settlements for the purposes of Policies 11 and 13 of the Joint Core Strategy and Policies RSO1 and RSO2 of this plan’. Policies RS01 and RS02 seek to define the type and scale of development that will be permitted within the defined settlement boundaries in Category A and B villages respectively.</p> <p>Gladman do not consider the use of settlement boundaries around category A, B and C villages to be an effective</p>	<p>Settlement boundaries are used to make a distinction between the open countryside and the urban form of settlements and provide certainty over where development is likely to be acceptable. The principles that have been used to define the settlement boundaries have been formulated through previous work and been updated a number of times to ensure they provide an up-to-date and robust evidence base to accurately define the settlement boundary for settlements in Kettering Borough. The Council believes that these principles allow for the defining of settlement boundaries which clearly define the built framework and open countryside. This allows for the simultaneous protection of the open countryside whilst allowing</p>

Appendix 2e – Rural Area

<p>response to future development proposals if they would act to preclude the delivery of otherwise sustainable development opportunities, as indicated in the policy. The Framework is clear that development which is sustainable should go ahead without delay. The use of settlement limits to arbitrarily restrict suitable development from coming forward on the edge of settlements does not accord with the positive approach to growth required by the Framework.</p> <p>Beyond this, Gladman consider it necessary that the policy recognises, that within the plan period, it may be necessary for greenfield development, outside of the defined settlement boundaries, to come forward to assist with meeting local housing needs. As such, we recommend that sufficient flexibility is established in the policy so as to ensure that the plan can adjust to any local changes.</p>	<p>for growth in areas of these settlements in suitable locations within the existing settlement boundary. The use of settlement boundaries is considered to be in accordance with the North Northamptonshire Joint Core Strategy and national policy.</p> <p>At present this the approach to growth in rural areas and development outside of the defined settlements boundaries is resisted unless in accordance with Policy 13 or Policy 25 of the JCS. The housing allocations proposed in this plan will identify sufficient sites to meet the housing requirement as set out in the JCS.</p>
<p>558. Policy RS04 – General Development Principles in the Rural Area</p> <p>Policy RSO4 sets out a list of development principles that all proposals for growth in residential area will be required to adhere to. Gladman are of the view that Policy RS04 is overly prescriptive and inconsistent with the policy emphasis contained within the Framework.</p> <p>Whilst Gladman recognise the importance of high quality design, planning policies should not be overly prescriptive and need flexibility in order for schemes to respond to sites specifics and the character of the local area. There will not be a ‘one size fits all’ solution in relation to design and sites should be considered on a site by site basis with consideration</p>	<p>The purpose of this policy is to set out general principles that can be applied to all villages in the Borough. It is recognised that the extent to which developments are able to demonstrate that the criteria in this policy have been met will depend on the type of development proposed. The settlement specific and site specific development principles identify certain characteristics of the individual rural settlements to allow development the enhancement and be sympathetic to the local area, whilst ensuring that sufficient assessments are undertaken to address any likely issues with the sites that may require mitigation.</p> <p>Policy RS04 will be reviewed in light of these comments to ensure that development can conform to this policy without unnecessary prescription and allows more flexibility.</p>

Appendix 2e – Rural Area

given to various design principles.

Gladman therefore suggest that more flexibility is provided in the policy wording to ensure that a high quality and inclusive design is not compromised by aesthetic requirements alone. We consider that to do so could act to impact on the viability of proposed residential developments. We suggest that regard should be had to paragraph 60 of the previous NPPF which states that: "Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles".