

**Daventry District Council**

**Boughton Village Design Statement**

**Supplementary Planning Document**

**Statement of Consultation**

**Adopted May 2017**



## Introduction

This report sets out the consultation undertaken on the Boughton Village Design Statement Supplementary Planning Document (SPD). This report is required by regulation 12 of the Town and Country Planning (Local Development) (England) Regulations 2012.

At its meeting on 12<sup>th</sup> January 2017 the Council's Strategy Group resolved that consultation could take place on the VDS.

## Consultation

Consultation commenced on 16<sup>th</sup> January 2017. Developers, landowners, Parish Councils, statutory consultees and adjoining local authorities were notified.

## Publicity

The draft SPD could be accessed from the Planning Policy and Consultation pages of the Daventry District Council Website.

Copies were available in all district libraries as well as the Council Offices at Lodge Road, Daventry.

A Consultation Notice was also placed on the website, all district libraries and in the Council Offices, a copy of which is included at Appendix A.

## Consultation Period

Consultation took place with organisations referenced above and local residents on the document for a period of 6 weeks until 5.00pm on the 27<sup>th</sup> February 2017.

## Comments received.

Two responses were received. These are set out in appendix B.

## Consideration of Responses

The Council carefully considered all of the comments received. A number of changes were made to the document as a result of these responses. These changes are set out in appendix B.

The representations were reported to the Council's Strategy Group on 13<sup>th</sup> April 2017 followed by Full Council on 17<sup>th</sup> May 2017 when the document was adopted.

## Appendix A

### **Boughton Village Design Statement**

#### **Town and Country Planning (Local Planning) (England) Regulations 2012**

#### **Regulation 12, 13 and 35 – Consultation Statement regarding Supplementary Planning Document**

Daventry District Council is consulting on a Village Design Statement (VDS) for Boughton. The document will, when adopted, provide design guidance for development in Boughton Parish and will supplement the saved policies from the Daventry District Local Plan and the West Northamptonshire Joint Core Strategy.

The Council hereby welcomes comments from any interested party on the document. The document will be available during the consultation period for inspection at Daventry District Council, Lodge Road, Daventry and the libraries at Brixworth, Daventry, Long Buckby, Moulton and Woodford Halse during normal opening hours.

A copy will also be available on the Council's website:

<https://www.daventrydc.gov.uk/living/planning-policy/village-design-statements/>

The consultation commences on 16<sup>th</sup> January 2017 and closes at 5pm on Monday 27<sup>th</sup> February 2017.

Comments in writing should be forwarded to Jane Parry, Senior Policy Officer (Planning), Daventry District Council, Lodge Road, Daventry, Northamptonshire, NN11 4FP or e-mail [planningpolicy@daventrydc.gov.uk](mailto:planningpolicy@daventrydc.gov.uk) by **5pm on Monday 27<sup>th</sup> February 2017** at the latest.

Comments cannot be accepted after this time.

Jane Parry  
Senior Policy Officer (Planning)

**Appendix B Schedule of Comments, Agreed Responses and Actions**

Under 'Suggested Action', new text is shown as ***bold italics***; deleted text is shown as ~~strike through~~.

Respondent	Summary of Comments	Suggested Response	Suggested Action
Gladman	<p>Text in the foreword suggests that Boughton Parish Council determines planning applications in its area. Whilst parish councils have an important role reviewing applications as consultees it is the role of the local planning authority or the Secretary of State to determine applications. The text should be amended to reflect this.</p> <p>Noted that Daventry District Council intends to adopt the document as an SPD. Gladman are concerned that the VDS seeks to introduce policy measures that should come forward in a local plan. SPDs cannot alter existing planning policies or introduce new ones and Gladman are concerned that the VDS seeks to introduce a number of local plan policies without an appropriate level of scrutiny.</p>	<p>It is acknowledged that the statement in the foreword regarding the Parish Council using the VDS to determine planning applications is incorrect. The text will be amended to reflect the fact that the Parish Council will use the VDS to inform their consideration of planning applications as a statutory consultee.</p> <p>Section 1.4 makes the status of the VDS clear by stating that it provides guidance and it will be an SPD once adopted. SPDs can set policy independently of local plan policy, provided that they do not contradict it. A review of the guidelines concludes that Landscape Guideline B is worded as a policy that reflects Local Plan saved policies. It does not introduce anything new and does not need to be deleted. However, an additional reference to saved policy HS22 would be appropriate.</p>	<p>Amend foreword (page 2) as follows:            'Boughton Parish Council continues to use the VDS as a significant reference document in <del>determining</del> <i>considering responses</i> to individual planning applications within the Parish <b><i>in its role as a statutory consultee.</i></b>'</p> <p>Amend Landscape Guideline B (page 14) as follows:            'B. No new building should take place beyond the established village confines. Permission for development in Open Countryside, i.e. outside the village confines, will only be granted in exceptional circumstances (Local Plan saved policies <b><i>HS22</i></b>, HS24, GN1 AND EN42).'</p>

	<p>Appendix 6 makes reference to current planning policies including the WNJCS and saved policies from the Daventry District Local Plan 1997. The evidence against which these Local Plan policies were formulated and adopted will have altered significantly over the last 20 years. Many are likely to be out of date in the context of current government policy and guidance. The weight that</p>	<p>Settlement Guideline D refers to the remaining undeveloped areas between Boughton, Moulton and Northampton and states that they must be maintained and preserved. This area is currently designated as Green Wedge and Rural Access Area, the important aspect of which is their openness and undeveloped character. It would be more appropriate for the VDS to refer to consideration of retaining the openness of areas around the village.</p> <p>Although the saved policies date from 1997 the objectives of many of them are still consistent with national policy and therefore age is no basis for reducing the weight to be given to the policy (para 211 and 215 of the NPPF). The policies will in due course be replaced by the Part 2 Local Plan, but until then, they remain in</p>	<p>Amend Settlement Guideline D (page 23) as follows:  D. <b><i>Development should have regard to the openness of</i></b> <del>The rural aspects of the village and the <b>areas</b> space between neighbouring settlements, must be maintained and is especially important that the remaining undeveloped areas</del> <b><i>particularly</i></b> between Boughton, Moulton and Northampton <del>be preserved.</del> <b><i>to protect the rural setting of the village.</i></b></p> <p>No change.</p>
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	<p>can be attributed to them and any associated supplementary guidance is likely to be limited. This must be taken into consideration when determining planning applications in the area covered.</p> <p>An example is the Green Wedge policy, a designation which was formulated against national policy of the time and does not feature in the WNJCS. Other policies relating to development in the open countryside are also out of date due to changes in government policy including the presumption in favour of sustainable development. Object to the statement that <i>'No new building should take place beyond the established village confines. Permission for development in open countryside i.e. outside the village confines, will only be granted in exceptional circumstances'</i>. This is inconsistent with the NPPF and should be deleted.</p> <p>The introduction of locally important</p>	<p>force as part of the development plan.</p> <p>As stated above, a number of the saved plan policies are consistent with national policy and are therefore current and relevant. In terms of the Green Wedge policy (EN10) in particular, this is still used on a regular basis in decision making to seek to maintain the physical separation between settlements on the Northampton Fringe. Para 17 of the NPPF advises that the planning system should take account of the different roles and character of different areas and para 157 allows Local Plans to identify land where development would be inappropriate. Moderate weight has been attached to policy EN10 by inspectors in appeal situations and reference to this policy in the VDS is considered to be appropriate.</p> <p>Important views frequently</p>	<p>No change.</p> <p>Amend Landscape</p>
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	<p>views is also a concern. The rationale for their introduction should remain within the scope of village design and within the context of existing planning policies. It is unclear how the seven views have been identified and formulated through evidence including their importance to the local community. The VDS should set out more clearly why the views are important and criteria against the designations were assessed. VDS should recognise that development can take place in areas without eroding openness, landscape character or views. Statement that ‘All existing important views within the village as well as from and of it should be protected’ is therefore not appropriately evidence, overly restrictive and not reflective of presumption in favour of sustainable development.</p> <p>Some of the viewsheds do not relate to village design, including agricultural fields at former Boughton Green. This should be amended to extend in a westerly rather than southerly direction. This applies to viewsheds B, C and E.</p> <p>The VDS identifies a number of open</p>	<p>feature in village design statements. All of the views have been carried forward from the existing 2003 VDS to the review. They continue to be identified for their visual quality and importance to the character and setting of the village. Section 4.7 on page 11 states that they are highly valued by residents. An amendment to Landscape Guideline A on page 14 is recommended to provide greater clarity.</p> <p>As stated above, the views have been identified as an integral part of the character and setting of the village and have been carried forward from the existing VDS. As such it is important that harm to them is minimised.</p> <p>Open spaces frequently feature in village design statements as areas that are important for the character of a village. The needs assessment suggested by the respondent would be appropriate evidence for a local plan,</p>	<p>Guideline A (page 14) as follows:  <b>‘A. Careful consideration should be given to development which should minimise harm to protect the identified</b>  <del>All existing important views</del> <b>in order to protect them</b> <del>within the village as well as from and of it should be protected.’</del></p> <p>No change.</p> <p>No change.</p>
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	spaces. Any open spaces should only be identified after an appropriate evidence base comprising a needs assessment for open space, sport and recreation facilities.	however, it would be excessive for a VDS.	
Pawson Planning on behalf of Messrs C & P Jackson	<p>Principal concern relates to the status that will be afforded to the land at Spring Close, which is in clients' ownership. Representations have been made to the District Council for part of the field to be allocated for housing in the Part 2 Local Plan.</p> <p>The analysis of the main views and justification for their identification as 'giving a sense of proximity to the countryside' is agreed. However, reference to the view across the field behind the Parish Church from Spring Close implies that it is of equal importance and that it also contributes to this sense of proximity to the countryside. The view from Spring Close is only of very local importance as it is only available to users of the footpath alongside the field. The view is severely constrained by vegetation along the field boundary and not visible for most of the year. The field is</p>	<p>Noted.</p> <p>The open space referred to in the representation is located within the village confines. It is enclosed by development, however, it forms an important undeveloped open space within the village and forms part of the open setting of the listed Church of St John the Baptist when viewed from Spring Close. Views and open spaces identified in VDSs are by their nature important to the local community and this open space can be viewed by the public from Spring Close and the public right of way. The open space has a</p>	<p>No change</p> <p>No change.</p>

	<p>surrounded by housing on all sides and cannot the village's countryside setting and rural character. Views from housing are given no protection in planning and in this context should be discounted.</p> <p>The inclusion of the field in this section is not justified and it should be removed from section 4.7, the map and key on page 15 and 16. Landscape Guideline A should be re-written as follows: 'All existing important views from the village should be protected'</p> <p>The same field is also referred to in paragraph 5.5, Open Spaces, where it is listed as 'H' and shown on the map in Appendix 4. The open spaces listed in paragraph 5.5 include all the open space in and around the village</p>	<p>semi natural character and the view from Spring Close to the listed church is that of open countryside although it is within the confines. Recent work undertaken by the landowners to clear the field has further opened up the views from Spring Close across to the Church.</p> <p>The open space features in the existing VDS, when it was referred to 'The field between Spring Close and the Church'. It has been carried forward in VDS review because the Parish Council has identified this land as having particular significance as it provides a tranquil area within the heart of the village and open views from Spring Close across to the Grade II Listed Church of St John The Baptist. The open space forms part of the setting of the listed Church.</p> <p>The VDS has identified open spaces that are considered to be important to the visual quality of the village and its form and character. With the exception of open spaces marked K and P in</p>	<p>No change.</p> <p>Delete open space 'M' on page 19 as follows: <del>M. The fields west of the A508 and fields behind Moulton Lane, Butchers Land and Spring Close</del></p>
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	<p>although not all are shown on the map. If all the open spaces are shown green the whole village would be surrounded by important open spaces. They cannot all be very important to the visual quality of the village and its form and character.</p> <p>It is acknowledged that open spaces in public ownership should be shown as worthy of retention, however, for the list to have any value in influencing planning decisions affecting private land, analysis should be carried out to establish the value of each space, based on defined criteria. Until this work is undertaken the list should be reduced to those in public ownership.</p>	<p>Appendix 4, all of the important open spaces in the revised VDS have been carried forward from the existing VDS. The fields marked 'M' on the map in Appendix 4 is recommended to be removed (see below).</p> <p>Public and private open land that makes a positive contribution to the character and setting of a settlement can be regarded as open space. Clarity would be provided if the VDS made a distinction between 'public open space' and 'valued open space' on the map in Appendix 4 and additional explanatory text was added to section 5.5.</p>	<p><del>provide extensive views for the residents west, north and north east across open countryside.'</del></p> <p>Amend VDS to make a distinction between 'public open space' and 'valued open space' on the map in Appendix 4.</p> <p>Amend section 5.5 (page 19) as follows:  'Boughton's open spaces are very important to the visual quality of the village and to its form and character. The spaces identified as 'important open spaces' and which should be retained and managed appropriately, are the following: <b>A number of public open spaces and privately owned valued open spaces have been identified as follows:</b></p>
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	<p>Fields around the village in open countryside should be shown differently from the important open space. It is unreasonable to seek to protect all open space in the parish. The document is not a neighbourhood plan, which could include an objective put forward as a policy, having been considered through the formal process of preparing a neighbourhood plan. This objective could conflict with the Settlements and Countryside Local Plan. Landowner considers that inclusion of their field in this section is not justified and should be removed.</p> <p>The NPPF states that SPDs should only be prepared if they are really necessary. It has completely changed</p>	<p>Identified important open spaces around the village in open countryside are predominantly to the west of the built up part of the village. The fields west of the A508 and behind Moulton Lane, Butchers Lane and Spring Close are referenced 'M' in section 5.5 but not shown on the map in Appendix 4. The description in section 5.5 is mainly concerned with the views offered. It is acknowledged that the fields are too large to constitute 'open spaces' and they should be removed from section 5.5.</p> <p>The parcel of land referenced Jackson's Field in the VDS (section 5.5 site H; Appendix site 4) is not located in open countryside, it is within the confines of Boughton and has been identified as an important feature in the village adding to its form and character. It is considered that it should be retained.</p> <p>The NPPF in para 153 that SPDs should only be used when clearly justified and when they can help</p>	<p>Delete open space 'M' on page 19 as follows:  <del>M. The fields west of the A508 and fields behind Moulton Lane, Butchers Lane and Spring Close provide extensive views for the residents west, north and north east across open countryside.'</del></p> <p>No change.</p> <p>No change.</p>
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	<p>the national planning policy and does not provide any justification for the use of VDSs as SPDs. In the absence of an up to date Local Plan, any adoption of an SPD would be premature. References to such a role for the SPD should be removed.</p> <p>Submission includes an appendix with a list of suggested changes. Many of these are grammatical or typographical errors, however, there are some substantive comments:</p> <p>Page 13 section 4.13: reference to Corus Group should be changed to Tata UK. The section on the history of Pitsford Quarry is not relevant to the VDS other than to refer to historic ironstone working. Second paragraph needs updating to reflect the fact that Peter Bennie Ltd has recommenced inert waste recycling operations. Final sentence should be replaced with a statement that reflects the allocation of</p>	<p>applicants to make successful applications. The VDS provides information on the character of Boughton and will help applicants understand what is valued by the community and what sort of development would be acceptable.</p> <p>It should also be noted that Daventry District has an up to date local plan – the West Northamptonshire Joint Core Strategy.</p> <p>This is correct, reference to the Corus Group will be amended to Tata UK. The point about Peter Bennie Ltd is also correct and the reference will be updated. A reference to the Northamptonshire Minerals and Waste Local Plan will be made in the final sentence.</p>	<p>Amend section 4.13 as follows:  ‘From the 1960s to 1980, ironstone was extracted in large quantities by British Steel (now the <del>Corus Group</del> <b>Tata UK</b>).....’</p> <p><b><i>‘Boughton Quarry is a commitment for waste management and disposal in the Submission Northamptonshire Minerals and Waste Local Plan.</i></b> The landfill</p>
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	<p>Boughton Quarry as a waste site in the Northamptonshire Minerals and Waste Local Plan.</p>		<p>site at Boughton Quarry operated by Peter Bennie (Bennie) <b><i>is currently being used for some inert waste recycling operations.</i></b></p> <p><del>has now closed and Northamptonshire County Council are undertaking restorative aftercare, which includes the monitoring of the planting of trees, shrubs, and wildflower grass seed. It has emerged that some of the site is short of a suitable soil growing medium to achieve the planting objectives, with an estimated requirement of 3000 cubic metres of soil (250 lorry loads). The site at Buckton Fields may be a source for this. Bennie is currently intending to re-commence the inert waste recycling operations at the bottom of the site. There are currently no known plans for Bennie to</del></p>
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	<p>Landscape Guideline B is a matter for the Settlements and Countryside Local Plan not the VDS.</p> <p>List of open spaces in section 5.5 should align with map in Appendix 4 with same references used in both.</p>	<p>Landscape Guideline B is worded as a policy that reflects Local Plan saved policies. It does not introduce anything new and does not need to be deleted. However, an additional reference to saved policy HS22 would be appropriate.</p> <p>It is acknowledged that there is a discrepancy between the labelling of open spaces in section 5.5 and Appendix 4 which is confusing. The VDS will be amended to list the open spaces by using capital letters.</p>	<p><del>recommence any other waste recycling operations or to install a concrete batching plant, both of which are, however, permitted</del></p> <p>Amend Landscape Guideline B (page 14) as follows:  B. No new building should take place beyond the established village confines. Permission for development in Open Countryside, i.e. outside the village confines, will only be granted in exceptional circumstances (Local Plan saved policies <b>HS22</b>, HS24, GN1 AND EN42).</p> <p>Amend open spaces in Appendix 4 to capital letters, which correspond with the list in section 5.5.</p>
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	<p>Settlement Guidelines C and D are matters for the Part 2 Local Plan not the VDS.</p>	<p>Settlement Guideline C is not written as a policy. It reflects the fact that the areas west, north and east of the village are currently protected by Green Wedge (EN10), Rural Access Area (EN11) and Special Landscape Area (EN1) designations in saved Local Plan policies. An amendment to refer to the openness of these areas would be appropriate.</p> <p>This area is currently designated as Green Wedge and Rural Access Area, the important aspect of which is their openness and undeveloped character. It would be more appropriate for the VDS to refer to consideration of retaining the openness of areas around the village.</p>	<p>Amend Settlement Guideline C (page 23) as follows:</p> <p>C. It is important to preserve the openness <b>of the</b> areas to the west, north and east of the village and protect the proximity to the countryside enjoyed by the village.</p> <p>Amend Settlement Guideline D (page 23) as follows:</p> <p>D. <b>Development should have regard to the openness of</b> <del>The rural aspects of the village and</del> the <b>areas</b> space between neighbouring settlements, must be maintained and is especially important that the remaining undeveloped areas <b>particularly</b> between Boughton, Moulton and Northampton be preserved. <del>be preserved</del> <b>to protect the rural setting of the village.</b></p>
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	<p>Maps in Appendices 1, 2 and 3 would be more useful if they were up to date, with Buckton Fields added and a label added for Boughton Quarry.</p> <p>Map in Appendix 4 shows Boughton Park as an important open space but it is not listed in paragraph 5.5. It should be removed from this map as it is already shown on the map in Appendix 2. The map in Appendix 5 should show the boundary of the listed park and shading for the conservation area.</p> <p>Appendix 6: it is not the Local Plan that allows the preparation of neighbourhood plans and SPDs but the Town and Country Planning legislation.</p>	<p>The maps utilise the latest Open Data base mapping provided by Ordnance Survey. There is usually a delay of about a year before new development appears on the mapping.</p> <p>Open Space 'E' is Boughton Park. The text should be amended to provide a brief description, including why it is important. Appendix 4 should not be changed. Appendix 5 shows the listed buildings within the village, it is not necessary to show the Boughton Hall Park and Boughton Conservation Area as well.</p> <p>Agreed.</p>	<p>No change.</p> <p>Amend Open Space 'E' as follows:  <b><i>The garden and land at Boughton Hall, which includes an area known as Butchers Spinney, is included in the Historic England Register of Parks and Gardens as being of special historic interest and affords highly valued and fine views from</i></b> the open aspects of Butchers Lane and Vyse Road <del>are highly valued with fine views into Boughton Park.</del></p> <p>Amend Appendix 6 as follows:  <del>'The Local Plan, in turn,</del>  <b><i>The Localism Act 2011 introduced new powers</i></b></p>
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			<i>to</i> allows-neighbourhoods to interpret and tailor local policies further.....'
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