



PS056

**Publication Stage (Regulation 19)  
Proposed Submission Settlements and Countryside  
Local Plan (Part 2) for Daventry District (August 2018)  
Statement of Representation Form**

This form has two parts:

Part A – contact details

Part B – your representation

Please fill in a separate sheet for each representation you wish to make.

Ref:

(for official use  
only)

**Part A**

1. Personal Details*		2. Agent's Details (if applicable)
<i>* If an agent is appointed, please complete only the Title, Name and Organisation boxes below but complete the full contact details of the agent in column 2.</i>		
Title		Mr
First name		Guy
Last name		Longley
Job title (where relevant)		Executive Director
Organisation (where relevant)	Davidsons Developments Limited	Pegasus Group
Address line 1		4, The Courtyard
Line 2		Church Street
Line 3		
City/Town		Lockington
County		Derbyshire
Postcode		DE74 2SL
Telephone number		01509 670806
Email (if provided we will always contact you this way)		Guy.longley@pegasusgroup.co.uk

### Part B: Please use a separate sheet for each representation

Please note all comments will be made publically available. If you do not have sufficient space in the box please continue on a separate sheet or expand the box.

3. To which part of the Local Plan does this representation relate?	Paragraph number	Policy number	Policies Maps
Chapter 3 – Vision and Objectives	3.1.03		

4. Do you consider the Local Plan is: (please tick in the box below as appropriate and then provide details in the space below)				
4. (1) Legally compliant?	Yes	<input checked="" type="checkbox"/>	No	
4. (2) Compliant with the Duty to co-operate?	Yes	<input checked="" type="checkbox"/>	No	
4. (3) Sound?	Yes		No	<input checked="" type="checkbox"/>

#### 4 (3) Please give details of why you consider the Local Plan is not sound, referring to the tests of soundness as appropriate, be as precise as possible.

Chapter 3 of the Submission Draft Plan sets out the Vision and Objectives for the Part 2 Plan. Objective 9 states that the objective for housing is to provide a range of housing in sustainable locations, with housing development focused on the most sustainable location at Daventry, with limited development in the rural areas to provide for local needs and support local services.

The Part 2 Plan does not propose to make any further allocation in the rural communities over the plan period to 2029. Rather, the plan relies on windfall site provision in the existing settlement limits to provide for local rural needs. It is considered that this approach will fail to ensure the delivery of sufficient housing in the rural communities to meet needs and that, as a result this objective will not be met. As currently framed, the Part 2 Local Plan is unsound as it is not effective in providing for a range of housing sites across the district to provide for the needs of all communities over the plan period.

#### 5. Please set out what modification(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the matter you have identified at part 4(1) or 4(3) above where this relates to soundness. (NB Please note that any non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why this modification will make the Local Plan legally compliant or sound.

It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

To ensure that Objective 9 is met, the plan needs to make appropriate provision for housing in the more sustainable rural communities through specific allocations.

**Please note** your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

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6. If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination? (please tick as appropriate)			
No, I do not wish to participate at the oral examination		Yes, I wish to participate at the oral examination	✓

7. If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary.
Davidsons Developments has interests in land at Naseby, one of the identified Secondary Service Villages. It is important that they attend the examination to assist the Inspector in discussions in relation to the most sustainable approach to provision for housing in the rural areas.

**Please note** the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the oral part of the examination.

8. Please tick the box if you wish to be notified of further progress of the Local Plan.	✓
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9. Signature		Date	4 <sup>th</sup> October 2018
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**Thank you for taking the time to complete the form.  
Please return it to the Local Strategy Service at Daventry District Council  
by 4.30pm on Friday 5<sup>th</sup> October 2018.  
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Please note all comments will be made publically available. If you do not have sufficient space in the box please continue on a separate sheet or expand the box.

3. To which part of the Local Plan does this representation relate?	Paragraph number	Policy number	Policies Maps
Chapter 4, Spatial Strategy		Policy SP1	

**4. Do you consider the Local Plan is:**  
(please tick in the box below as appropriate and then provide details in the space below)

4. (1) Legally compliant?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
4. (2) Compliant with the Duty to co-operate?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
4. (3) Sound?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>

**4 (3) Please give details of why you consider the Local Plan is not sound, referring to the tests of soundness as appropriate, be as precise as possible.**

Policy SP1 sets out the overall spatial principles to guide sustainable development in the district. At sub-clause E, the policy refers to the protection and enhancement of existing services and facilities within the District's villages through allowing limited development to meet their identified housing needs.

The approach the Council has taken in proposing no further allocations within the rural part of the district means that there is a real risk that the housing needs within the rural communities over the plan period will not be provided for and, in the absence of further housing provision, some key local services and facilities could be under threat.

The constrained nature of the identified settlement limits means that the scope for further housing provision in these rural settlements through infill development will be limited.

**5. Please set out what modification(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the matter you have identified at part 4(1) or 4(3) above where this relates to soundness. (NB Please note that any non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why this modification will make the Local Plan legally compliant or sound.**

**It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.**

The Plan needs to make appropriate provision for additional housing in the more sustainable rural settlements to ensure that rural housing needs are addressed over the plan period.

**Please note** your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested

modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

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<b>6. If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination? (please tick as appropriate)</b>			
<b>No</b> , I do not wish to participate at the oral examination		<b>Yes</b> , I wish to participate at the oral examination	✓

<b>7. If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary.</b>
Davidsons Developments has interests in land at Naseby, one of the identified Secondary Service Villages. It is important that they attend the examination to assist the Inspector in discussions in relation to the most sustainable approach to provision for housing in the rural areas.

**Please note** the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the oral part of the examination.

<b>8. Please tick the box if you wish to be notified of further progress of the Local Plan.</b>	✓
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<b>9. Signature</b>		<b>Date</b>	4 <sup>th</sup> October 2018
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3. To which part of the Local Plan does this representation relate?	Paragraph number	Policy number	Policies Maps
Chapter 5 – Development in the Rural Areas	Paragraph 5.2.05, Table 2		

4. Do you consider the Local Plan is: (please tick in the box below as appropriate and then provide details in the space below)				
4. (1) Legally compliant?	Yes	<input checked="" type="checkbox"/>	No	
4. (2) Compliant with the Duty to co-operate?	Yes	<input checked="" type="checkbox"/>	No	
4. (3) Sound?	Yes	<input checked="" type="checkbox"/>	No	

### 4 (3) Please give details of why you consider the Local Plan is not sound, referring to the tests of soundness as appropriate, be as precise as possible.

Table 2 of the Submission Draft Plan sets out the classification of Settlements in the Hierarchy, with 18 settlements identified as Secondary Service Villages, including Naseby. The identification of the settlement hierarchy has been informed by the Settlement Hierarchy Background Paper, July 2018. This provides a two-stage quantitative and qualitative assessment to establish the settlement hierarchy. Naseby is identified as one of the more sustainable Secondary Service Villages.

The identification of Naseby as a Secondary Service Village is supported as this appropriately reflects the sustainability of the community and the range of services and facilities and access to public transport available.

### 5. Please set out what modification(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the matter you have identified at part 4(1) or 4(3) above where this relates to soundness. (NB Please note that any non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why this modification will make the Local Plan legally compliant or sound.

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Not applicable.

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6. If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination? (please tick as appropriate)			
No, I do not wish to participate at the oral examination		Yes, I wish to participate at the oral examination	✓

7. If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary.
Davidsons Developments has interests in land at Naseby, one of the identified Secondary Service Villages. It is important that they attend the examination to assist the Inspector in discussions in relation to the most sustainable approach to provision for housing in the rural areas.

**Please note** the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the oral part of the examination.

8. Please tick the box if you wish to be notified of further progress of the Local Plan.	✓
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<b>Last name</b>		Longley
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<b>Organisation (where relevant)</b>	Davidsons Developments Limited	Pegasus Group
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3. To which part of the Local Plan does this representation relate?	Paragraph number	Policy number	Policies Maps
Chapter 5 – Development in the Rural Areas	Paras 5.2.21-5.2.24	Policy RA2	

4. Do you consider the Local Plan is: (please tick in the box below as appropriate and then provide details in the space below)				
4. (1) Legally compliant?	Yes	<input checked="" type="checkbox"/>	No	
4. (2) Compliant with the Duty to co-operate?	Yes	<input checked="" type="checkbox"/>	No	
4. (3) Sound?	Yes		No	<input checked="" type="checkbox"/>

4 (3) Please give details of why you consider the Local Plan is not sound, referring to the tests of soundness as appropriate, be as precise as possible.

Policy RA2 sets out the policy approach to development in the identified Secondary Service Villages, advising that development will be located within the confines of the villages as identified on the Proposals Map. Development outside the village confines will only be acceptable in exceptional circumstances.

Paragraph 5.2.21 justifies this approach on the basis that the rural requirement as set out in WNJCS has been exceeded and that on this basis, to ensure the spatial distribution of development in the WNJCS, the Council considers that there is no justification for further allocations for Secondary Service Villages.

Paragraph 5.2.23 sets out the exceptional circumstances where development outside the limits could be allowed, including where the housing land supply is less than five years or where development would clearly meet an identified local need for housing, or would support an essential local service demonstrated to be under threat.

This is an unduly restrictive approach. In reality, the opportunities for further provision within what are tightly drawn settlement limits will be limited. The proposed approach to limiting development in the Secondary Service Villages means that rural housing needs are unlikely to be met over the period to 2029.

We comment separately on the implications of this approach on the robustness of the plan and its ability to deliver the required number of houses in the plan period.

Policy RA2 should be amended to make specific allocations at the more sustainable Secondary Service Villages, including Naseby, to help address the shortfalls in provision at Daventry Town to ensure that the overall housing requirement for the District is delivered and help to sustain rural services. The provision of smaller sites in the rural settlements are clearly attractive to the market and can be delivered effectively.

Davidsons Developments Limited has interests in land at Policeman's Field, Naseby. This provides a sustainable development option that should be included as an allocation as part of a revised strategy to deliver sustainable growth in the rural communities. Technical studies

commissioned by Davidsons confirm the suitability of the site for development. As part of previous submissions on the Part 2 Plan a supporting Heritage Statement was submitted. For completeness this is included as part of this submission.

**5. Please set out what modification(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the matter you have identified at part 4(1) or 4(3) above where this relates to soundness. (NB Please note that any non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why this modification will make the Local Plan legally compliant or sound.**

**It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.**

The Plan should make appropriate provision for further development in the more sustainable rural communities to meet local housing needs and sustain local services and facilities.

**Please note** your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested modification, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage.

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**6. If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?** (please tick as appropriate)

No, I do not wish to participate at the oral examination		Yes, I wish to participate at the oral examination	✓
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**7. If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary.**

Davidsons Developments has interests in land at Naseby, one of the identified Secondary Service Villages. It is important that they attend the examination to assist the Inspector in discussions in relation to the most sustainable approach to provision for housing in the rural areas.

**Please note** the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the oral part of the examination.

**8. Please tick the box if you wish to be notified of further progress of the Local Plan.**

✓

<b>9. Signature</b>		<b>Date</b>	4 <sup>th</sup> October 2018
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3. To which part of the Local Plan does this representation relate?	Paragraph number	Policy number	Policies Maps
Chapter 6 – Meeting District’s Housing Needs	Paras 6.1.01-6.1.09 and Table 4		

4. Do you consider the Local Plan is: (please tick in the box below as appropriate and then provide details in the space below)				
4. (1) Legally compliant?	Yes	<input checked="" type="checkbox"/>	No	
4. (2) Compliant with the Duty to co-operate?	Yes	<input checked="" type="checkbox"/>	No	
4. (3) Sound?	Yes		No	<input checked="" type="checkbox"/>

4 (3) Please give details of why you consider the Local Plan is not sound, referring to the tests of soundness as appropriate, be as precise as possible.

Paragraphs 6.1.01 to 6.1.09 set out the approach to further housing allocations at Daventry Town proposed in the Part 2 Local Plan. Paragraph 6.1.01 refers to the housing requirements in the WNJS requiring the provision of 12,730 dwellings in Daventry District from 2011 to 2029, with Daventry Town being the focus for 4,620 of those dwellings.

Table 4 sets out the updated position in relation to housing provision for Daventry Town. As at April 2018, this identifies 3,354 dwellings being provided from existing commitments and the Daventry North East allocation, leaving a balance of 1,266 to be provided to deliver the WNJS provision of 4,620 dwellings.

To address this shortfall, the Part 2 Plan proposes four new allocations to provide a total of 1,570 dwellings, including some 1,100 dwellings at a proposed urban extension at Daventry South-West.

This approach to dealing with the shortfall in provision is insufficiently justified or effective. The approach has not considered reasonable alternatives to meeting this shortfall in provision. The allocation of a further 1,570 dwellings to Daventry, in addition to the 4,000 home allocation at Daventry North East, means that there is a continued risk that the housing requirement for the District will not be delivered. The strategy places an over-reliance on an additional large strategic site at Daventry South-West, when the assumptions on delivery from the allocated Daventry North-East site have had to be reduced from 2,600 dwellings being provided in the plan period to 1,400 dwellings.

It is our submission that, to provide greater flexibility and a mix of sites, the Part 2 Plan should make further provision for development in the more sustainable rural communities, with sites allocated in the identified Primary and Secondary Service Villages to provide a mix of sites of different sizes in different housing market areas in order to ensure the overall housing requirement is delivered.

Part 3A of the Sustainability Appraisal (SA) accompanying the Part 2 Plan explains the approach the Council took to the consideration of reasonable alternatives, both in relation to overall strategy options and site options. Table 2.1 advises that, in terms of the spatial

strategy, as strategic decisions are set by the WNJCS, it would not be reasonable to test alternatives. For development in rural settlements, the SA advises that as this is a factual assessment of available services, there are also no reasonable alternatives.

As noted above, Policy S3 of the WNJCS sets out the proposed distribution of development over the plan period and the focus of development towards Daventry Town within Daventry District. Policy S6 of the WNJS sets out a clear strategy for monitoring and review. Actions outlined to address lower than expected delivery when other measures have not been successful include a review of targets, area action plans or alternative local plans, changes to the allocation of employment/housing land and a review of policy or strategy. The Policy is therefore clear that one of the mechanisms to address issues of delivery would be through local plans.

Given the shortfall in delivery at Daventry Town, in accordance with Policy S6 of the WNJCS, the Council should have considered through the preparation of the Part 2 Local Plan a review of targets, changes to the allocation of employment/housing and a review of policy. Policy S6 sets a framework for actions to address delivery issues that is not limited to a review of the WNJCS itself. In concluding that it was not possible to consider alternative strategies, the Council has failed to properly consider reasonable alternatives and has failed to apply the principles for monitoring and review as set out in Policy S6.

The WNJS allocates a significant amount of development to Daventry Town, primarily through the Daventry North East SUE to provide a total of 4,000 dwellings. It is understood that an application for the development of this site is imminent. This will achieve the desired focus of development on the town as the most sustainable location for growth in the district. The issue is one of timing, with the latest Council assessment reducing the delivery of the SUE during the plan period.

The approach the Council has taken to address this issue is to propose the allocation of an additional large scale SUE at Daventry Town on the basis that this was the only option available consistent with the spatial strategy set out in the WNJCS. This ignores the requirements of Policy S6 to apply measures including alternative local plans and changes to the allocation of employment/housing land.

The Council has failed to consider reasonable alternatives, including a distribution of some development to the sustainable rural settlements to provide a mix of housing sites and locations to ensure the strategic housing requirement is delivered. It is considered that this more flexible approach to the distribution of development represents a more appropriate strategy than the Council's strategy of addressing the shortfall at Daventry Town simply by directing more development to the Town.

Davidsons has an interest in land at Policeman's Field, Naseby which provides an opportunity to deliver additional housing in a sustainable settlement to help address the identified shortfalls in provision at Daventry Town.

**5. Please set out what modification(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the matter you have identified at part 4(1) or 4(3) above where this relates to soundness. (NB Please note that any non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why this modification will make the Local Plan legally compliant or sound.**

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The Plan should make appropriate provision for further development in the more sustainable rural communities to meet local housing needs and sustain local services and facilities.





























