



## Planning Policy Committee – 30 July 2018

### “Making” (adoption) of the Glapthorn Neighbourhood Plan 2016-2031

#### Purpose of report

Approval is sought for the Committee to “make” (adopt) the Glapthorn Neighbourhood Plan 2016-2031, which was passed at referendum on 5 July 2018.

#### Attachment(s)

Appendix 1: Adopted policies from 2011 Rural North, Oundle and Thrapston Plan which are to be replaced by policies in the Glapthorn Neighbourhood Plan 2016-2031

#### 1.0 Background

1.1 On 27 June 2016 Glapthorn Parish Council applied for the Parish area of Glapthorn to be designated a Neighbourhood Area. This application, approved under Regulation 7 of the Neighbourhood Planning (General) Regulation 2012 (as amended) enabled the Parish Council to lead preparation of a Neighbourhood Plan (or “Neighbourhood Development Plan”) for the Parish of Glapthorn.

1.2 Over the past two years the Parish Council has worked with the community to prepare a Neighbourhood Plan. Key milestones and further details regarding the Plan are set out in the Council’s Neighbourhood Planning web page:

- <http://www.east-northamptonshire.gov.uk/neighbourhoodplanning>).

1.3 The plan making process for the Glapthorn Neighbourhood Plan culminated in the passage of this Plan at referendum. The referendum was held on Thursday, 5 July 2018.

1.4 This report considers:

- Main features of the Glapthorn Neighbourhood Plan;
- Current adopted Local Plan policies that will be superseded by the Glapthorn Neighbourhood Plan within the Plan area.

#### 2.0 Main features of the Glapthorn Neighbourhood Plan

2.1 The Glapthorn Neighbourhood Plan contains a variety of spatial planning and development management policies relating to the Parish, for the period 2016-2031 (end-date corresponding with the current Local Plan period). These apply strategic policies from the North Northamptonshire Joint Core Strategy (JCS) 2011-2031 (the Local Plan Part 1), in the local context.

2.2 The Neighbourhood Plan sets out a distinctive local vision for Glapthorn; that the Parish:

- Will have continued to prosper and to have welcomed modest development and population growth in a manner which retains its rural character, maintains its open countryside attributes, sustains its community coherence and protects its strong sense of identity; and
- Suitable developments will be accepted provided the village’s linear character

and its perimeters are protected, the current extent of separation from Oundle is respected and the total number of new houses accord with the community's wish for only modest and sustainable growth.

- 2.3 It sets out detailed local development management policies for the Parish regarding rural diversification, landscaping, the built environment, design, traffic/ road safety and the provision and retention of community and recreational facilities. It also includes spatial and zonal policies; a defined linear settlement boundary, Local Green Space and avoiding coalescence with nearby Oundle.
- 2.4 The Plan includes housing allocations around the village, as defined by the settlement boundary, which provides the distinction between the built-up area and the countryside beyond. These eight separate site allocations, (of between 1-5 dwellings), are expected to deliver 38 dwellings by 2031; i.e. modest/ limited growth.
- 2.5 Overall, the Glapthorn Neighbourhood Plan sets out locally distinctive policies that complement and enhance existing policies.

### **3.0 Results from the Neighbourhood Plan referendum**

3.1 Glapthorn Neighbourhood Plan referendum, 5 July 2018:

- 123 “Yes” votes, to “make” (adopt) the Glapthorn Neighbourhood Plan, out of 140 issued – 87.9% in favour;
- Turnout 61.4%.

### **4.0 Current adopted Local Plan policies that will be superseded by the Glapthorn Neighbourhood Plan within the Plan area (the Parish of Glapthorn)**

4.1 The JCS sets out the strategic Local Plan policies that the Glapthorn Neighbourhood Plan must be in general conformity with. A number of non-strategic policies from the 2011 Rural North, Oundle and Thrapston Plan (RNOTP), the current Local Plan Part 2, also remain in force. The Council must consider which (if any) of these non-strategic Local Plan policies will be replaced by equivalent policies from the Glapthorn Neighbourhood Plan for the Parish area.

4.2 All policies from the JCS must be regarded as “strategic”. In addition, 10 policies from the 2011 RNOTP currently remain in force for the Parish of Glapthorn:

- Policy 2 – Windfall Development in Settlements;
- Policy 4 – Green Infrastructure;
- Policy 5 – Transport Network;
- Policy 6 – Residential Parking Standards;
- Policy 10 – Protection of Local Sites of Conservation Interest and Designation of Local Nature Reserves;
- Policy 12 – Considerate Construction;
- Policy 15 – Open Space, Sport and Recreational Facilities;
- Policy 23 – Rural Buildings – General Approach;
- Policy 24 – Replacement Dwellings in the Open Countryside; and
- Paragraph 8.18 – Longer term strategy.

4.3 A differentiation between “strategic” and “non-strategic” Local Plan policies was agreed by the Planning Policy Committee on 16 November 2015 (Minute 234), in advance of the adoption of the JCS. At the time this concluded that RNOTP policies 15, 23 and 24 should be regarded as “strategic”; while the other remaining RNOTP policies, 2, 4, 5, 6, 10 and 12 are non-strategic.

4.4 RNOTP paragraph 8.18 has also been referred to as a “policy”, despite this being supporting text within the Plan document as opposed to a defined policy. The status

of paragraph 8.18 was considered through the Neighbourhood Plan Examination. The Examiner concluded that: *‘Although including the terms “possible longer-term site allocations” and “which could come forward” the paragraph does state an intention appropriate for a longer-term strategy. A policy does not have to be presented under a heading “policy”.* Therefore, paragraph 8.18 must also be regarded as a strategic policy.

4.5 Nevertheless it is considered appropriate to reconsider the status of all 10 remaining policies from the 2011 RNOTP, in view of the subsequent adoption of the JCS (Local Plan Part 1), launch of a new District-wide Local Plan Part 2 and the passage of the Neighbourhood Plan at referendum. Given that the RNOTP pre-dates the National Planning Policy Framework (2012), it is necessary to establish which (if any) Neighbourhood Plan policy provides an equivalent replacement.

4.6 Officers assessed which (if any) of the remaining policies from the RNOTP has an equivalent Neighbourhood Plan policy (**Appendix 1**); such that the latter could represent a Parish-wide update. Of the 10 RNOTP that remain in force, the assessment has found that:

- Neighbourhood Plan policies 2 and 3, which relate to development within the defined settlement boundary, provide an NPPF-compliant replacement for RNOTP Policy 2 regarding windfall development within settlement boundaries;
- Neighbourhood Plan Policy 6, which relates to green infrastructure delivery, provides an appropriate “like for like” replacement for RNOTP Policy 4 (Green Infrastructure);
- Neighbourhood Plan policies 10 and 11, which set detailed design criteria including for mitigating traffic and managing road safety, represent an appropriate replacement for RNOTP Policy 5 (Transport Network);
- Neighbourhood Plan policies 3(9) and 11, which set the overall Plan standards for residential car parking and traffic management, represent appropriate replacement for RNOTP Policy 6 (Residential Parking Standards);
- Neighbourhood Plan Policy 12, which provides detailed local policy standards for the protection of existing and provision of new community and recreational services and facilities, represents an appropriate “like for like” replacement for RNOTP Policy 15 (Open Space, Sport and Recreational Facilities);
- Neighbourhood Plan Policy 4, which sets local criteria for the re-use of redundant farm buildings, represents an appropriate “like for like” replacement for RNOTP Policy 23 (Rural Buildings – General Approach).

4.7 Many of the policies in the Glapthorn Neighbourhood Plan provide clear “like for like” replacements for equivalent policies in the current Local Plan Part 2 (RNOTP). However, a small number of remaining RNOTP policies, are not found to have an equivalent Neighbourhood Plan replacement.

4.8 The Neighbourhood Plan contains little detail regarding “1 for 1” replacement of dwellings in the open countryside, given that its focus is upon the main built up area of the village rather than the surrounding countryside. Similarly, RNOTP Policy 12 (Considerate Construction) is a self-contained construction phase development management policy, for which there is no equivalent Neighbourhood Plan policy.

RNOTP Policy 10 contains a site specific element regarding the Cotterstock Road verges, which are a designated local wildlife site. Given that there is no equivalent Neighbourhood Plan policy, RNOTP Policy 10 should be retained. Similarly, RNOTP paragraph 8.18 was found by the Neighbourhood Plan Examiner to be “strategic”, so should be retained as such as part of the adopted Local Plan.

## 5.0 Conclusions

5.1 This report seeks Council approval to “make” (adopt) the Glapthorn Neighbourhood Plan, recently passed at referendum, as part of the statutory development plan. In

seeking to adopt the Neighbourhood Plan, Council approval is also sought for policies from the 2011 Rural North, Oundle and Thrapston Plan (RNOTP) to be reviewed (in respect of the Glapthorn Parish) and superseded where the Neighbourhood Plan contains an appropriate replacement policy.

5.2 The assessment of RNOTP policies 2, 4, 5, 6, 10, 12, 15, 23 and 24, and paragraph 8.18 (Appendix 1) has identified the following changes that need to be made to the adopted development plan, for the Parish of Glapthorn (the defined Neighbourhood Area) that should accompany the “making” (adoption) of the Neighbourhood Plan:

- RNOTP Policy 2 be replaced by Neighbourhood Plan policies 2 and 3;
- RNOTP Policy 4 be replaced by Neighbourhood Plan Policy 6;
- RNOTP policies 5 and 6, be replaced by a combination of Neighbourhood Plan policies 3(9), 10 and 11;
- RNOTP Policy 15 be replaced by Neighbourhood Plan Policy 12; and
- RNOTP Policy 23 be replaced by Neighbourhood Plan Policy 4.

## **6.0 Equality and Diversity Implications**

6.1 There are no equality and diversity implications arising from the proposals at this stage. The Glapthorn Neighbourhood Plan was supported by an Equalities Impact Assessment, which considered potential equality or diversity implications arising from the Plan.

## **7.0 Legal Implications**

7.1 The Neighbourhood Plan has been prepared in accordance with the relevant legislation (2012 Neighbourhood Planning Regulations; 2004 Environmental Assessment of Plans and Programmes Regulations, and 2010 Conservation of Habitats and Species Regulations 2010). Changes have been proposed which, if approved, will result in changes to the statutory development plan policies that are in force for the designated Neighbourhood Plan Area (Glapthorn Parish).

## **8.0 Risk Management**

8.1 Once “made” (adopted), the Glapthorn Neighbourhood Plan will form part of the development planning framework that the Council is required to prepare. Now the Plan has been passed at referendum, the legislation requires the Council to adopt it as part of the statutory development plan for East Northamptonshire.

8.2 In addition to “making” the Neighbourhood Plan, the Council needs to resolve which (if any) of the Neighbourhood Plan policies should replace policies from the 2011 Rural North, Oundle and Thrapston Plan (the current Local Plan Part 2). If this is not properly considered there is a potential risk of confusion and inconsistency in decision making (determination of planning applications).

## **9.0 Resource and Financial Implications**

9.1 There are no direct resource and financial implications arising from this report.

## **10.0 Constitutional Implications**

10.1 There are no constitutional implications arising from this report.

## **11.0 Customer Service Implications**

11.1 The development plan policy index for the Parish of Glapthorn will need to be updated, and communicated to key stakeholders, as soon as practicable, to ensure that the correct and most up to date policy information is available (<http://www.east->

12.0 Privacy Implications

12.1 There are no implications arising from this report.

**13.0 Corporate Outcomes**

13.1 The relevant Corporate Outcomes are:

- Good Quality of Life – sustainable development, strong communities, high quality built environment, improved housing and public health;
- Effective Partnership Working – effective joint working with Town / Parish Councils and Neighbourhood Planning groups to ensure that the newly “made” (adopted) Neighbourhood Plan is used in decision making;
- Knowledge of our customers and communities – ensuring that the current development plan framework is correctly understood.

**14.0 Recommendations**

14.1 For the Parish of Glapthorn, the Committee is recommended to:

- (1) Adopt (“make”) the Glapthorn Neighbourhood Plan 2016-2031 as part of the statutory development plan for East Northamptonshire, in accordance with the relevant provisions in the 2011 Localism Act and 2012 Neighbourhood Planning Regulations.
- (2) Agree the replacement of 2011 Rural North, Oundle and Thrapston Plan Policy 2 by a combination of Glapthorn Neighbourhood Plan policies 2 and 3.
- (3) Agree the replacement of 2011 Rural North, Oundle and Thrapston Plan Policy 4 by Glapthorn Neighbourhood Plan Policy 6.
- (4) Agree the replacement of 2011 Rural North, Oundle and Thrapston Plan policies 5 and 6 by a combination of Glapthorn Neighbourhood Plan 3(9), 10 and 11.
- (5) Agree the replacement of 2011 Rural North, Oundle and Thrapston Plan Policy 15 by Glapthorn Neighbourhood Plan Policy 12.
- (6) Agree the replacement of 2011 Rural North, Oundle and Thrapston Plan Policy 23 by Glapthorn Neighbourhood Plan Policy 4.

*(Reason – To update the adopted development plan for the Parish of Glapthorn in view of the passage of the Neighbourhood Plan at referendum)*

<b>Legal</b>	Power: <b>Town and Country Planning Act 1990</b> <b>Localism Act 2011</b> <b>Neighbourhood Planning Act 2017</b> <b>Neighbourhood Planning (General) Regulations 2012, as amended</b> <b>Neighbourhood Planning (Referendums) Regulations 2012, as amended</b> <b>Neighbourhood Planning (Prescribed Dates) Regulations 2012</b> <b>Environmental Assessment of Plans and Programmes Regulations 2004</b> <b>Conservation of Habitats and Species Regulations 2010, as amended</b>				
	Other considerations: N/a				
<b>Background Papers:</b>	North Northamptonshire Joint Core Strategy 2011-2031, adopted July 2016 (Local Plan Part 1) Retained policies from the Rural North, Oundle and Thrapston Plan, adopted July 2011 (Local Plan Part 2) Glaphorn Neighbourhood Plan 2016-2031 – Referendum Version: <a href="http://www.glaphorn.org.uk/referendum.html">http://www.glaphorn.org.uk/referendum.html</a> Planning Policy Committee, 16 November 2015 (Minute 234)				
<b>Person Originating Report:</b>	Michael Burton, Principal Planning Policy Officer ☎ 01832 742221 ✉ <a href="mailto:mburton@east-northamptonshire.gov.uk">mburton@east-northamptonshire.gov.uk</a>				
<b>Date: 23 July 2018</b>					
<b>CFO</b>		<b>MO</b>		<b>CX</b>	

**Appendix 1: Adopted policies from 2011 Rural North, Oundle and Thrapston Plan which are to be replaced by policies in the Glapthorn Neighbourhood Plan 2016-2031**

2011 Rural North, Oundle and Thrapston Plan (RNOTP) Policy	Policy Name	Commentary	Replacement Neighbourhood Plan Policy
2	Windfall Development in Settlements	RNOTP Policy 2 provides detailed development management criteria regarding development within the designated settlement boundary, as defined on the adopted Policies Map (RNOTP Inset 22). The Glapthorn Neighbourhood Plan (GNP) reviewed the previous settlement boundary and amended this accordingly (Map 5). The GNP includes two specific policies for managing development within the amended settlement boundary. GNP Policy 2 explains the overall role of the settlement boundary, while Policy 3 sets out detailed criteria for development management within the boundary. These are therefore concluded to represent a direct replacement for RNOTP Policy 2.	2, 3
4	Green Infrastructure	Policy 4 is in 2 parts. The first specifies linear green infrastructure projects, none of which fall within Glapthorn Parish, so is not applicable. The second part includes development management criteria for delivering green infrastructure as part of new developments. GNP Policy 6 effectively updates the second part of RNOTP Policy 4; setting local green infrastructure development management criteria with reference to the Nene Valley NIA. Therefore, GNP Policy 6 represents a direct Glapthorn-specific replacement for RNOTP Policy 4.	6
5	Transport Network	Policy 5 includes two parts; a spatial direction regarding improving feeder services from rural areas to service centres (e.g. Glapthorn/ Oundle), plus more specific threshold criteria for delivering improved walking and cycling routes. Much of the more strategic element of Policy 5 is addressed through relevant criteria in North Northamptonshire Joint Core Strategy (JCS) 2011-2031 (Local Plan Part 1) policies 8 and 15. The GNP provides additional local context, through relevant criteria in policies 10 and 11. It is considered that relevant JCS and GNP policies, together, provide an appropriate replacement for RNOTP Policy 5.	10, 11

**Appendix 1: Adopted policies from 2011 Rural North, Oundle and Thrapston Plan which are to be replaced by policies in the Glapthorn Neighbourhood Plan 2016-2031**

2011 Rural North, Oundle and Thrapston Plan (RNOTP) Policy	Policy Name	Commentary	Replacement Neighbourhood Plan Policy
6	Residential Parking Standards	Policy 6 sets out a maximum car parking standard for the rural areas (2 spaces per dwelling). This was based on former national policy (Planning Policy Statement 3/ Guidance 13), which set maximum residential parking standards. Given that the NPPF does not require the setting of maximum parking standards, it may be questioned whether Policy 6 complies with current national policy. Furthermore, the GNP sets local residential parking standards (Policy 3(9) and 11), it is considered that this provides an appropriate replacement for Policy 6.	3(9), 11
10	Protection of Local Sites of Conservation Interest and Designation of Local Nature Reserves	<b>Policy 10 relates to designated local wildlife sites, as shown on the adopted Policies Map. The RNOTP includes one such site within the Plan area; the Cotterstock Road verges between the Oundle Sewage Works and Cotterstock/ Glapthorn Road turn (east of the main village). The GNP does not include any reference to such designated local sites of biodiversity importance, so it is considered that Policy 10 should be retained for the Parish of Glapthorn.</b>	Retain/ review as part of Local Plan Part 2
12	Considerate Construction	<b>Policy 12 sets additional local development management criteria for managing the construction phase of building. There is no equivalent policy within the GNP; therefore Policy 12 should be retained.</b>	Retain/ review as part of Local Plan Part 2
15	Open Space, Sport and Recreational Facilities	Policy 15 is in two parts. The first sets local thresholds for the provision of open space, sport and recreation facilities in association with new development. The second part relates to the retention and enhancement of existing spaces. The Policy 15 thresholds are above the scope of GNP Policy 3 (up to 5 dwellings), so are not regarded as being relevant. Furthermore, the GNP (Policy 12) designates relevant community facilities and standards for new facilities. GNP Policy 12 is therefore concluded to be a "like for like" replacement for RNOTP Policy 15.	12

**Appendix 1: Adopted policies from 2011 Rural North, Oundle and Thrapston Plan which are to be replaced by policies in the Glapthorn Neighbourhood Plan 2016-2031**

2011 Rural North, Oundle and Thrapston Plan (RNOTP) Policy	Policy Name	Commentary	Replacement Neighbourhood Plan Policy
23	Rural Buildings - General Approach	Policy 23 was retained as this provides detailed development management criteria regarding the re-use/ conversion of existing rural buildings, over and above the North Northamptonshire Joint Core Strategy (JCS) 2011-2031 (Local Plan Part 1) Policy 25. The GNP includes additional local detail regarding rural diversification (Policy 4), which focuses upon the re-use of redundant farm buildings and includes locally distinctive development management criteria. GNP Policy 4 must therefore be regarded as a direct/ "like for like" replacement for RNOTP Policy 23.	4
24	Replacement Dwellings in the Open Countryside	<b>Policy 24 sets development management criteria regarding a particular type of scheme; namely "1 for 1" dwelling replacement in the open countryside. There is no equivalent policy within the GNP; therefore it is considered appropriate to retain this policy for development management within the rural parts of the Parish, beyond the built up areas of Glapthorn and Oundle.</b>	Retain/ review as part of Local Plan Part 2
paragraph 8.18	Longer term strategy	RNOTP paragraph 8.18 refers to potential longer term site allocations at Oundle, including Land off Cotterstock Road/ St Peter's Road, part of which lies within Glapthorn Parish (Neighbourhood Area). Its status was reviewed through the GNP Examination, the Examiner concluding that this was a strategic policy and as such this would need to be reviewed through the Local Plan Part 2.	Retain/ review as part of Local Plan Part 2