Committee Date: 4th September 2014

Reference: 14/00390/COU

**Date Submitted:** 12.05.2014

**Applicant:** Mr And Mrs Saunders

Location: Ladywood Farm, Braunston Road, Knossington, Oakham, LE15 8LW

Proposal: Change of use from agricultural barn to wedding and function venue.



The application seeks retrospective planning permission for the continued use of a former agricultural barn to wedding and function venue. The venue sits within the grounds of Ladywood Farm wholly within the open countryside. Access to the site is via Braunston Road which gives access to villages of Knossington and Braunston within Rutland. The associated dwelling sits to the south of the converted barns with the whole sit sitting in an elevated position within the rolling landscape. The site has a sweeping access drive with formal gardens either side; with ornamental steps and statues. There is a collection of stables to the rear of the site and a number of fishing lakes to the northwest including a lake house.

It is considered that the main issue relating to the application is:

- Compliance with the planning policies and promoting rural economic growth.
- Impact upon the character of the area.
- Impact upon Residential Amenities
- Impact upon Highway Safety.

The application is required to be considered by the Committee due the recommendation to depart from the Development Plan.

#### Relevant History:-

# 12/00463/FUL - approval for alterations and extensions to existing agricultural buildings and the erection of a pagoda. $31^{st}$ August 2012

11/00895/FUL – fishing lodge/summer house approved 6<sup>th</sup> February 2012

11/00016/FUL - Withdrawn - erection of gatehouse for house keeper

06/00483/FUL - Stone built conservatory with sash windows approved on the 24<sup>th</sup> February 2012

04/00691/FUL – Proposed extension to dwelling approved on the 11<sup>th</sup> October 2004

00/00640/COU – Appeal Allowed for the construction of fishing lake (non commercial)

00/00740/COU – Permitted - Construction of two ponds for wildlife and conservation

### Planning Policies:-

#### Adopted Melton Local Plan (Saved Polices)

<u>Policy OS2</u> does not allow for development outside the town and village envelopes shown on the proposals maps except for development essential to the operational requirements of agriculture and forestry, and small scale development for employment, recreation and tourism.

<u>Policy BE1</u> Siting and design of buildings: Allows for new buildings subject to criteria including the design harmonising with the surroundings, no adverse impact on neighbouring properties by loss of privacy or outlook, adequate space around and between buildings being provided and adequate access and parking arrangements being made.

Policy C2 - planning permission will be granted for farm based diversification proposals provided:

- the activities would be ancillary to the main agricultural use and would not prejudice the future operation of the holding;
- the proposal should reuse or adapt any suitable farm building that is available. if a new building is necessary it should be sited in or adjacent to an existing group of buildings; e proposed development is compatible with its rural location in terms of scale, design and layout:
- there is no significantly adverse impact on the character and appearance of the rural landscape or conservation of the natural environment;
- access, servicing and parking would be provided at the site without detriment to the rural character of the area; and
- the traffic generated by the proposal can be accommodated on the local highway network without reducing road safety

<u>Policy C6</u> allows for reuse of rural buildings for commercial, industrial or recreational use providing the building is of substantial, sound and permanent construction and if it is in the open countryside, is proposed for reuse and adaptation without major or complete reconstruction, the design is in keeping with its surrounds and respects local building styles and materials, traffic to be generated can be safely accommodated by the site access and local road systems with adequate parking provision and harm to the environment through the creation of noise, dust, smoke, fumes, grit, vibration or any form of water, soil to air pollution.

# The National Planning Policy Framework introduces a 'presumption in favour of sustainable development' meaning:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:

- o any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; **or**
- o specific policies in this Framework indicate development should be restricted

The NPPF offers direction on the relative weight of the content in comparison to existing Local Plan policy and advises that whilst the NPPF does not automatically render older policies obsolete, where they are in conflict, the NPPF should prevail.

It also establishes 12 core planning principles against which proposals should be judged. Relevant to this application are those to:

- Support sustainable economic development.
- Recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it.
- Promote mixed use development, encouraging multiple benefits from the use of land in urban and rural areas.
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable

## On Specific issues relevant to this application it advises:

#### **Building a Strong Competitive Economy**

- Planning should encourage growth, not prevent it and should plan proactively to encourage economic growth
- Significant weight should be given to the need to support economic growth

#### Supporting a Prosperous Rural Economy

- Support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through new buildings and conversions.
- Support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside.

### **Promoting Sustainable Transport**

- Safe and suitable access to the site can be achieved for all people
- Development should located and designed (where practical) to give priority to pedestrian and cycle movements, and have access to high quality public transport facilities.

# Require Good Design

- Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- Securing high quality and inclusive design goes beyond aesthetics considerations and should address the connections between people and places and the integration of new development into the natural, built and historic environment.

This National Planning Policy Framework does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise. (NPPF para. 12)

## Consultations:-

Consultation Replies	Assessment of Head of Regulatory Services	
Highway Authority:- No objection subject to	The Supplementary Statement sets out the fall	
conditions.	back permission that the applicants could rely on	
	should planning approval not be granted. This	
Following a site meeting with the applicants,	statement tries to demonstrate that the fall back	
agent and highway consultant to discuss the	position to undertake 28 events a year, would be a	

highway issues and following receipt of the Supplementary Statement, dealing with the highway concerns, the Highways Authority are prepared to look favourably on the proposal.

worse scenario than the one which is being sought approval for.

The Highways Authority consider that the fall back position would result in a significant amount of traffic being generated by the site, of which there would be little control through the use of conditions or agreements. Should planning permission be granted there would be an element of control, with an event management plan, improved vehicular access, control of the number of events and a limit on the numbers that can attend any one function which can be secured through the imposition of conditions.

An Event Management Plan has been submitted but it is emphasised that this is a working document and will be monitored and updated as and when required. A Unilateral Undertaken has been submitted for consideration which restricts the use of the site to that proposed within the application (25 weekends) and prevents the site being sold onto an Event Company, restricting the use to personal operation by the occupiers of Ladywood. The Event Plan would provide a long term management strategy that seeks to deliver transport objectives through positive action. Signs are to be erected to direct traffic away from Knossington and a restriction placed on coaches to be 28 seater only. The provision of catering facilities on site is stated to reduce the need for catering companies to bring their own equipment, thereby reducing the size of vehicles required to service the site

On that basis, despite the Highways Authority having certain reservations relating to the inadequacies of the local road network to cater for the level of traffic likely to be generated, the Highway Authority feel that in this instance it could not demonstrate severe harm, especially as the use has been operating for some time now, without appearing to create significant highway dangers.

The Highways Authority are not objecting to the proposal on grounds of Highway safety subject to the events being controlled.

# MBC Environment Health Officer no objections, subject to conditions.

An investigation has been carried out into the setting of the two noise limiting devices installed at the premises. This was undertaken on Thursday 3 July 2014 and an explanation of the outcome of his investigation is contained in his letter of the 10 July 2014 to the applicants.

The letter provides a thorough explanation of the

The application has been supported with noise reports which have been verified by the Environment Health team. Some concerns were raised and have since been addressed. It is considered that impact upon residential amenity of the nearby neighbours can be protected by conditions.

The Event Management Plan will be a 'living' document and will evolve over time to address any short comings it may have. A condition is to

setting necessary to achieve a condition to the effect that "Amplified music is not to be louder than the level of background noise at the boundary of neighbouring residential properties after 23:00hrs." is 102dB(Z).

- Monitoring of the site during an event lead to the following findings:.
- Ladywood Music loud but not so loud as to prevent conversation at 1m with raised voice.
- Nearest Receptor No music audible but can hear voices.
- Knossington No noise audible at all.

The setting of the noise limiter does therefore appear to be at an appropriate level.

This does not necessarily address the comment about the sound of voice described above.

It is understood that there is a landscaped patio area to the West Elevation and it is the congregation of guests on this patio which is the likely source of the voice.

This being the case it is suggested that the use of this patio area is restricted.

ADC Infrastructure Limited have provided an Event Management Plan to apply to the Ladywood Estate, it is primarily involved with traffic management. A Supplementary Statement dated 6.8.2014 was also submitted.

Alterations to this Supplementary Statement are suggested as follows:

Paragraph 4 to read:" It is clarified by means of this Statement that to control and to confine the sound of music to within the Pavilion as much as possible. The doors marked A will remain closed at all times whilst music is being played".

In conclusion it is recommended that conditions are attached to the application.

be imposed requiring submission of the report which can ensure that noise levels as well as traffic management can be affectively managed to prevent noise disturbance.

# Knossington and Cold Overton Parish Council:

Knossington and Cold Overton Parish Council wish to oppose the above application for change of use of an agricultural barn to a wedding and function venue.

As you are aware the Ladywood Estate has been trading for some years without the correct licenses and permissions. We understand you have received a number of objections from residents,

Since the objection has been received additional information has been received to address many of the points raised.

Events have been taking place on the site and a premises licence has been granted following the retraction of the appeal. Following noise complaints on an unregulated event MBC Environmental Health Officers have been conducting noise monitoring and reviewing this current application. As a result noise limiters are to be installed and visitors will be restricted to

and a recent petition against the further development received almost unanimous support from within Knossington Village. We also understand that the recently awarded license is currently the subject of an appeal by a group of villagers.

The principal objection of the residents concerns serious disturbance and impact on quality of life, as there has been a steady increase in the number of Ladywood events over recent years. This is mainly about noise, especially late at night by revellers, and especially by loud amplified music. There are also concerns about increased traffic, again especially late at night, and the safety aspects of such traffic on a small country lane.

At the heart of this argument is the right of Mr Saunders to legitimise his business interests and the right of residents to enjoy reasonable peace and quiet within a rural community. That Mr Saunders has been somewhat cavalier in his approach to the niceties of planning and licensing in the past does not give us the greatest confidence that some of the proposals made in his application are more than a convoluted 'smoke screen' designed to impress.

The request for 'twenty five events, may at first sound reasonable, but each 'event' might last three or four days; the reality of the 'wedding season' is this creates disturbance almost every evening of every summer weekend.

## **Highway Safety**

Braunston Lane is a long and very narrow, twisting road with very limited passing, mainly used by farm traffic. It is most unsuitable for large numbers of vehicles, and even less so for coaches as mentioned in Transport statement (Section 19). The Wisp, at the eastern end of Braunston road is well known to be a difficult junction at which there have been a number of accidents over recent years.

Moreover, because of satellite navigation systems, the primary source of directions for most visitors, over 70% of traffic movements are directed through Knossington village, down the long narrow lane and not via the main Tilton/Oakham road. (source AA route planner).

#### Noise

Villagers and neighbours have been affected by noise on very many occasions over the last few years, leading to the petition and letters of complaint. The fact that no 'event management plan' was forwarded to the Parish Council with using the double door lobby area and rear access to smoking areas to reduce any amplified noise from escaping. An Event Management Plan has been prepared and will be monitored and updated as things change or progress. It is considered that the mitigation proposed addresses the highway and noise issues and will protect the residential amenities of the nearby residents. The final revision of this document will need to be submitted and approved by the Local Planning Authority and will allow the development to be adequately controlled.

Under permitted development up to 28 per events may be held each year without the need for planning consent. This does not exempt them from requiring the licences controlled under separate legislation. A premises licence has now been granted.

This application was submitted following an enforcement investigation, where a breach in planning control was discovered. It is accepted that retrospective planning applications may be submitted to try to regularise unauthorised development.

The application seeks consent to allow 25 events which is stipulated within the Event Management Plan to 25 weekends within a year which in reality may be less.

The applicants have prepared an Event Management Plan which address traffic routing and operations. The Highways Authority have not objected to the proposal subject to conditions.

the documentation possibly speaks volumes, but in any case, most of the details of this 'plan' as outlined under this point, (dress code, seating plans etc) have no impact on the main issues of noise and traffic.

Over recent years we have seen little evidence of any priority given to neighbourliness, in fact, rather the opposite. We question if the acoustic system is even in use, or how strictly noise emissions are checked. Only last week on the 6 June, loud music was heard in the village until just before 11.00 pm. This was on a *Friday* night which appears to be in contravention of the recent license, although this is currently under investigation by MBC. Ladywood must be completely aware of local unhappiness as they have communicated with more than one neighbour following complaints.

At no point in recent years has any resident reported seeing the phantom 'venue event team' on patrol checking noise levels

However if permission is granted, we would request further consultation with MBC; in particular we would seek vigorous restriction of activity and practical measures as follows:

- Precise timing of all allowed events only Friday, Saturday, Sunday and Bank Holiday Monday.
- Specific events described as no of days and not 'events', which is misleading.
- Friday 18.00 hours to 23.00 hours.
- Saturday 16.00 hours to 24.00 hours
- Sunday and Bank Holidays 12.00 hours to 23.00 hours.
- We understand Mr Saunders has offered to agree to restrictions re the license under appeal to no more than ten 'late night' evenings a year; ie one extra hour on the above times. All music to be indoors at all times, not just after 2300.
- Restriction on noise levels as per environmental health dept request; never above 'residual level' at boundary at all times, not just after 23.00 hours.
- 30/35 db is the correct ambient noise level for a rural area.

#### Also:

- Professional acoustic deadening to be added to all walls and roofs of the barns.
  The current structures – that of an agricultural barn – are likely to have very poor sound insulation, which is no doubt one reason why music causes so much disturbance.
- The addition of double doors/and a porch

Blue Tree Acoustics undertook noise monitoring at the site on the 3<sup>rd</sup> July in order to test the noise limiters on the site. This testing revealed that the sound levels produced by DJ's and bands were at different dB(A) levels and this affected the trigger point for the noise limiter which was set to unweighted sound pressure levels dB(Z) which allowed music to be played above the limiter. This has now been corrected and they are confident that they can meet the requests of MBC Environment Health Officer that amplified music and sound of voice is not to be louder than the background level of noise at the boundary of neighbouring residential properties after 2300hrs.

An Event Management Plan would set out requirements of use of the Pavilion and measures are to be put in place to prevent noise escaping from opening and closing of doors. Stewards will be placed on the doors and visitors will be directed to smoking areas to the rear of the building with no use of the patio area during evenings.

- to the barns to lessen the impact of noise as people arrive and leave.
- Signs to be erected at Ladywood feeding traffic left on exit to the main road.
- Signs at other points ( eg Withcote and the Wisp) directing traffic away from Knossington village
- A check to be made so that Mr Saunders cannot extend any conditions by applying for additional TENs, or by promoting additional smaller 'non licensable' events.

# Comments on supplementary information on noise and use of building

The statement is not credible, containing bald assertions as to noise attenuation unsupported by any data or performance specifications from a qualified acoustic consultant relating to the existing construction of the building and/or the measures proposed or already in place. At the very least the Council would expect such a consultant to hold a Master's Degree in Acoustics, Vibration and Noise Control and be a member of either or both of the Association of Noise Consultants and The Institute of Acoustics. The Councillors urge the Melton Borough Council to require the preparation of a report.

Reliance by the Planning Committee upon the Supplementary Statement in the absence of any such report would be perverse and unreasonable as in the Council's view it has not been satisfactorily demonstrated that adequate noise attenuation measures are in place to avoid repetition of noise nuisance to local residents.

## **Rutland Borough Council**

No comments received

#### **Representations:**

A site notice has been posted and neighbouring properties notified. As a result 4 objections from 4 separate households and 1 letter of support have been received to date. The correspondence are summarised below.

•	•	•	
It is on	the edge of one	of the most pead	ceful
	in Leicestershire a		
from the	se events can cle	arly be heard in	the

**Representation Objection/Concerns** 

Impact upon Residential amenity

village even with windows closed.

Over the last two years we have seen and heard numerous firework displays and the neon lights are like looking at a spaceship

The impact of noise and light pollution resulting

#### **Assessment of Head of Regulatory Services**

The comments have been received prior to the submission of the Event Management Plan which addresses many of the objections raised.

Conditions can be imposed to restrict the use and to safeguard residential amenity.

from regular events including live music is not only a nuisance to residents but also of concern for domestic for domestic pets, farm animals horses and wildlife including nesting birds

Not an appropriate location for such large events

### **Highway Safety**

We have been told the venue will hold up to 400 guests so this means approximately 200 cars travelling to the venue

Traffic was supposed to be diverted to Braunston but most of the traffic goes through Knossington which has narrow streets.

Roads in the area in particular Braunston road are narrow with many blind bends unsuitable for excessive numbers of vehicles

The village is criss-crossed with bridle ways and footpaths used by many hikers , horse riders and farm vehicles and will be made dangerous if used by large volumes of traffic attending functions at Ladywood

When events are taking place large numbers of vehicles drive through the village both to and from the venue, and are a particular nuisance at night when headlights shine directly into our windows.

# Other matters

These buildings have been used for the last 2 years for weddings, parties and other functions without planning permission

What message does it send to legitimate competing businesses in the area when apparently you can buy a farm and, without planning permission or many of the normal commercial costs, regulations and obstacles, set up a rival operation to undercut and take business from them.

**Support**A close neighbour until recently has been very much against the granting of an entertainment licence and subsequent change of use planning application. The extent of opposition was such that an appeal was made regarding the Entertainment Licence that the applicant was recently granted.

The applicant has agreed to a number of restrictions in the way n which he will operate his premises which will result in as little interference to the neighbours from the activities there as could possibly be achieved. These include inter alia:

Traffic management

Please see commentary above.

The Highways Authority has not objected to the proposal in light that strict controls over the events can be conditioned.

Vehicles are to be directed away from the village of Knossington and coaches are to be restricted to 28 seats to reduce the large vehicles visiting the site.

The application follows intervention from the Enforcement Team. The current application seeks to regularise the activity on site and has been subject to consultation with relevant government bodies. No objections have arisen as a result and therefore the proposal is considered to be acceptable.

Noted. Permitted development allows28 events a year does not permit the exclusive use of buildings and would not remove the requirement to obtain relevant event licenses from the Council.

- Automatic noise monitoring equipment and sound attenuation measures with agreed limits
- A restriction on the number of events to be held per annum

It is critical that this planning application be approved as events need to be held in a building which restricts noise egress. If the application is turned down, the neighbours face the prospect of events being held in canvas tents with almost non-existent noise protection. This would be unacceptable.

#### Other material considerations (not raised through consultation or representation)

#### Consideration

# **Application of the Development Plan Policies**

Policy OS2 provides a general presumption against development in the open countryside except for limited small scale development for recreation and tourism which is not significantly detrimental to the appearance and rural character of the open countryside.

The site is located in the open countryside being outside of any settlement and in terms of the principle and policy in question it is considered that the proposal must be considered against the policies contained within policy OS2, C6 and BE1 of the Melton Local Plan

Policies OS2, C6 and BE1 of the Local Plan are applicable but under paragraph 215 of the NPPF it is necessary to consider if they should carry weight.

National Planning Policy Framework establishes 12 core planning principles against which proposals should be judged. Relevant to this application are those to:

- Support sustainable economic development.
- Recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it.
- Promote mixed use development, encouraging multiple benefits from the use of land in urban and rural areas.
- Actively manage patterns of growth to

# **Assessment of Head of Regulatory Services**

Policy OS2 allows for limited small scale development for employment, recreation and tourism which is not significantly detrimental to the appearance and rural character of the open countryside, and as such gives some support to the proposal. Where the principles are acceptable under Policy OS2 it will need to be assessed against more detailed policy within the plan. In this instance the proposal involves the reuse of a rural building therefore policy C6 is the most relevant. Policy C6 supports the reuse of rural buildings for commercial use providing the character of the area is not unduly affected and highway matters are addressed.

The site lies to the east of the village of Knossington on a 22 acres including woodland within the grounds of Ladywood Farm. The site has been carrying out weddings and events since 2009 but has since converted an agricultural building specifically for functions, subject to this application. Whilst it is not considered that the proposal fully complies with policy OS2 because it cannot be conceived as small scale, it does propose an expansion to existing rural business and involves the reuse of a rural building and is supported by policy C6.

The proposal would continue to bring benefits to the area and has not had a detrimental impact upon the countryside location. The buildings have been designed to complement the surrounds and the use of the site as a leisure facility. The site is well managed and the buildings have been converted to a high standard and have had little impact upon the countryside location being sited within the complex of Ladywood farm house and outbuildings.

The NPPF introduces a 'presumption in favour of sustainable development' and supports sustainable rural economic developments that benefit businesses in rural areas, communities and visitors,

make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable

# **Supporting a Prosperous Rural Economy**

- Support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through new buildings and conversions.
- Support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside.

and which respect the character of the countryside. This includes supporting the provision and expansion of leisure in appropriate locations.

There are considered to be economic benefits to be derived from the proposal; the development is likely to generate economic benefits to the area in job creation and services such as catering, coaches and taxi transport. The NPPF seeks to promote and support rural economic development providing it can be considered as supporting sustainable development objectives. Whilst the location cannot be considered sustainable, given it is outside of the village settlement and not accessible by public transport, its attraction as a wedding venue is its countryside location and this ensures the long term sustainability of the business.

The proposal is considered to comply with the principles and objectives of the NPPF (economic, social and environment principles) and will support rural economic growth. Its limited impact upon the unsustainable location is considered to be outweighed by the benefits of the economic development and is supported by the local plan policy OS2 (in part) and C6.

#### Conclusion

The proposal lies within the open countryside an established site where wedding and corporate events take place. It is not considered to meet the requirements of policy OS2 as it is not considered to be small in scale but supported by policy C6 in adaption and reuse of a rural building for commercial purposes. The proposal is supported in general by paragraph 28 of the NPPF which seeks to support a prosperous rural economy that is capable of preserving the countryside location. The building is considered to be well designed, with consideration of its countryside location in terms of the proposed materials, and the overall height combined with the agricultural feel of the look of the building. The proposal is not considered to have any negative impact on the safety of users of the highway, nor is it considered to have any negative impact upon the residential privacy or amenity of dwellings in the vicinity. Therefore, the application is recommended for approval, subject to conditions.

# **RECOMMENDATION: Approve, Subject to conditions:**

- All events shall be run in accordance with an Events Management Plan, that shall first have been submitted to and approved by the Local Planning Authority in consultation with the Highways Authority, such details to include literature for all guests as well as appropriate signage adjacent to the site access, to encourage vehicles to enter and leave the site from an easterly direction and not travel through Knossington, management of parking within the site, methods to reduce car borne travel to and from the site etc.
- Within two months of the date of this permission, the existing vehicular access shall have been widened as shown on the 'Proposed Driveway Access' plan submitted with the application. The widened access shall have been surfaced in tarmacadam, concrete paving or similar hard bound material for a minimum distance of 20 metres behind the highway boundary. Thereafter the access drive shall be permanently so maintained.
- Within one moth of the date of this planning permission, minimum visibility splays of 2.4 metres by 150 metres shall have been provided out of the site access in each direction on to

Braunston Road. These shall be in accordance with the standards contained in the current County Council design guide and shall thereafter be permanently so maintained. Nothing shall be allowed to grow above a height of 0.6 metres above ground level within the visibility splays.

- There shall be no more than 25 events a year held at Ladywood Farm, with a maximum number of guests at each event being limited to 400.
- 5. The noise limiters in the function room be set to a cut out value of 102dB(Z). The noise limiters are to be locked and confirmation of how the security of the noise limiters in order to prevent tampering will be provided to this authority for approval.
- 6. That the patio on the West Elevation is to be managed after 23:00hrs in order to prevent it being used as a site of congregation of guests.
- 7. The noise level from music and voice from events held at the premises is to be no louder than 30dB(A) 5 mins after 23:00hrs.
- 8. Events at the premises will be managed in accordance with the Event Management Plan and the Supplementary Statement.

Officer to contact: Mrs Denise Knipe Date: 26<sup>th</sup> August 2014