Committee Date: 23 April 2015

Reference: 15/00002/VAC

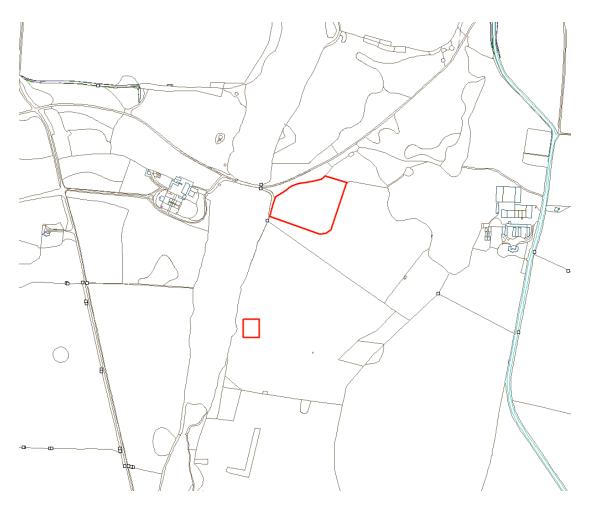
Date Submitted: 29.12.2014

Applicant: Belvoir Estate

Location: Field No 1962 Belvoir

Proposal: To extend the time limit conditions on planning permissions for the marquee at

Belvoir Castle so that the permission will endure for five years instead of three.



Introduction:-

This application seeks to extend the time limit conditions on planning permissions for the marquee at Belvoir Castle so that the permission will endure for five years instead of three, thereby ending on 31 October 2017.

The purpose of the marquee is to assist with the wedding functions currently operating at the site and to provide a larger seating venue which will enhance the current wedding facilities offered at Belvoir Castle. It is considered that the main issues relating to the proposal are:

- Impact upon the setting of the Listed Building and designated parklands
- Sustainable Development
- Compliance with National and Local Policy

The application is presented to the Committee because of the extent of public interest in the application.

Relevant History:-

<u>Application No 10/00660/FUL</u> – proposal for the erection of a marquee in field no 1962 on lakeside close to the bridge –Refused but later granted on appeal. The decision was subsequently issued on 30 January 2012.

The Inspector applied the following condition in relation to time periods:

The erection of the marquee hereby permitted is for a period of three seasons extending from 1 March to 31 October each year from 1 March 2012. It shall be removed from the site and the land restored to its former condition on or before 31 October 2014, in accordance with a scheme of restoration works submitted to the Council at least 3 months prior to the aforementioned date and agreed in writing by them, unless in the meantime a further application has been submitted and approved in writing by the Council.

<u>Application 12/00618/VAC</u> – was submitted to vary the time period condition and was approved on 19 October 2012. The condition was varied to read as follows:

The erection of the marquee hereby permitted is for a period of three seasons extending from 1 March to 31 October each year from 1 March 2013. It shall be removed from the site and the land restored to its former condition on or before 31 October 2015, in accordance with a scheme of restoration works submitted to the Council at least 3 months prior to the aforementioned date and agreed in writing by them, unless in the meantime a further application has been submitted and approved in writing by the Council.

 $\frac{\text{Application } 14/00717/\text{VAC}}{14/00717/\text{VAC}}$ — was submitted to remove condition 1 of application no 12/00618/FUL relating to the type of marquee. The style of marquee originally permitted is no longer available and as a result a different design of marquee was required. This was permitted on 27 October 2014. There was no change to the time period condition.

Planning Policies:-

National Planning Policy Framework (NPPF)

NPPF: Seeks to ensure that there is a presumption in favour of 'Sustainable Development' introducing three dimensions in achieving sustainable development through the planning system.

- an economic role contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and

• an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

The framework introduces 12 core planning principles with more detailed criteria contained within the 13 chapters. Relevant to this proposal are:-

Supporting a prosperous rural economy

Paragraph 28 of the NPPF states that economic growth in rural areas in order to create jobs and prosperity should be supported. To this end, sustainable growth and expansion of all types of business and enterprise in rural areas should be supported. The development and diversification of agricultural and land-based rural businesses should also be promoted, including supporting the provision and expansion of tourist and visitor facilities in appropriate locations.

Conserving and Enhancing the Historic Environment;

- Recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- The desirability of new development making a positive contribution to local character and distinctiveness, and;
- Opportunities to draw on the contribution made by the historic environment to the character of a place

Conserving and enhancing the natural environment:

- Protecting and enhancing valued landscapes
- Apply great weight to protection of designated landscape and scenic areas (e.g. National Parks)
- Avoid noise giving rise to significant adverse impacts
- Minimise other impacts on health and quality of life through conditions
- Identify and protect areas of tranquillity

It is considered that the NPPF is not in conflict with the provisions of the development plan which seek to restrict housing within existing settlements and to safeguard the character of the area and to not have a detrimental impact upon existing residential amenities.

Melton Local Plan (saved policies):

<u>Policy OS2</u> - carries a general presumption against development outside town and village envelopes except in certain instances such as development essential for agriculture and forestry, small scale employment, tourism and recreation development, development for statutory undertakers and telecommunications operators, changes of use of existing buildings and affordable housing.

<u>Policy BE1:-</u> This policy refers to the siting and design of buildings and amongst other things is concerned with buildings harmonising with their surroundings and any adverse effects on neighbours.

<u>Policy BE9;-.</u> This policy refers to Historic Parks and Gardens and states that planning permission will not be granted for any development that would have an adverse effect on their character or setting.

Consultations:-**Consultation reply Assessment of Head of Regulatory Services** English Heritage – EH consider that the There is currently planning permission to erect a application should be determined in accordance marquee on the site between 1 March and 31 with national and local policy guidance and on the October for a three year period which currently basis of the Council's specialist conservation expires on 31 October 2015. advice The original application to erect a marquee on the site considered the impact of the proposal on the setting of the listed building and the designated parkland In order to strike the balance between public harm and benefit as required by Policy HE9 and the NPPF it was considered that as well as the siting of the marquee being restricted to eight months per year that the overall period of consent should also be restricted to three years. In that regard its temporary siting would cause a less than substantial degree of harm to the setting of this part of the Estate, the listed bridge, the Hunt Kennels and Belvoir Castle. The time period would also give sufficient time to test the need for such provision and provide ample opportunity to reach a permanent solution that would better preserve or enhance the setting of the various assets within the Estate. Ultimately it was considered that due to temporary nature of the structure the proposal was considered acceptable. However that initial three year period was extended by another year (App 12/00618/VAC). This application proposes to increase the temporary siting for a further two years beyond the permitted time extension. It is considered that to erect the marquee indefinitely would cause substantial harm to the interests of the heritage assets, whereas the original temporary three year permission caused less that substantial harm. The balance must therefore be drawn between another two year extension over and above the permitted one year extension and whether it would cause substantial harm. Belvoir Parish Council -. Object as follows: The marquee is incongruous within the grade II It was considered that the original three year listed historic park and garden, the bridge over the temporary consent for the marquee when balanced lake and hunt kennel complex both of which are against the benefits of increasing the revenue

heritage assets.

available for maintenance and repair of the Castle

Estate would cause less than substantial harm to the

the grade II listed.. This was made clear in the

appeal decision and is the reason that the initial

consent was for a period of three years only. Whilst

previously hidden the marquee is now visible from Knipton Lane. The original temporary consent for the marquee Noted was to enable a business case for a permanently sited wedding venue during the three year period. The period to October 2015 should have provided ample time to do this. Concerned that the Estate will continue to stretch The original temporary consent was for a three year the definition of temporary by continuing to extend period which was increased by a further year. This the period beyond 2017. application relates to two further years extending the overall period to six years. To extend the period further could be considered to be harmful to the heritage assets. Lack of weddings during the 2014 season has Noted resulted in the need for this extension. This is unfortunate but not the concern of the Parish Council. The Estate has a record of non-compliance with the These issues have been addressed in stipulated conditions attached to the Appeal comprehensive comments of the Environmental Decision, the premises licence and the disregard of Health Officer. the concerns of local residents. The Noise Management Plan (Hepworth Acoustics – January 2012) required the implementation of a suitable calibrated noise limiter, this action is still incomplete and there have been noise complaints from local residents as a result. The Estate has an inconsistent Parkland Noted Development Strategy. Restoration works being undertaken to the historic landscape are inconsistent with the adjacent unsightly marquee. The Parish Council have suggested several Noted conditions that they would wish to see applied should the two year extension be approved. These include noise regulations, implementation of the Traffic Management Plan (Fisher German), stipulated opening hours and a commitment to dismantle the marquee at the end of the additional two year period. Melton Borough Council Environmental Health Noted - Object as follows Environmental Health object to the application because noise generated by the marquee would create an unacceptable noise situation at the nearest noise sensitive receptors, on the basis that (a) the Hepworth Acoustics noise assessment substandard, (b) the 2012 noise management plan has not been implemented and (c) calculations by Environmental Health demonstrate an unacceptable noise situation.

The original planning application 10/00660/FUL was refused by MBC but the applicant successfully appealed to the Planning Inspectorate. The applicant was able to demonstrate to the Inspector that Environmental Health's noise conditions could be achieved by submitting a noise report undertaken by Hepworth Acoustics in August 2009. The following appraisal is offered on that report:

- 1. Table 1 provides a summary of existing background noise levels at the closest residential properties before 23:00 hours (day) and after 23:00 hours (night). However, the sampling times, ranging from 22 minutes and 12 minutes for day and night time noise respectively are considered too short to adequately assess the noise character at those noise sensitive receptors. At locations D & C Harston and Castle Farm total sampling times are just 15 minutes.
- 2. Paragraph 5.3 states that maximum allowable noise limits were calculated at 50m from the loudspeakers. It is unclear why a reference point of 50m was selected.
- Paragraph 5.3 states that 'calculations take into account attenuation due to distance, any noise shielding and ground absorption.' However the report fails to identify the relevant noise shields for each receptor or the ground absorption coefficients used.
- 4. Table 2 provides predicted noise levels at the noise sensitive receptors. It should be noted that the day time predicted noise level at each noise sensitive receptor match exactly the measured existing background noise level at the same receptor. Similarly, the night time predicted noise level at each noise sensitive receptor are exactly 10dB lower than the measured existing background noise level at the same receptor. Given that each receptor is unique in distance, noise shielding and ground absorption, the statistical probability of the two data sets being an exact match are questionable.
- 5. Paragraph 5.6 provides approximate noise levels on the edge of the dance floor based on the estimated sound level reduction offered by the marquee. The report fails to provide the marquee manufacturer's acoustic performance data. It should also be noted that no justification is given for the difference in the

day/night dance floor noise levels or the wide range of values of up to 11 dB. In any event, a dance floor noise level involving amplified music of 66-74 dBAmax is not realistic. Whilst an average dance floor noise level of 80-90 dB specified in paragraph 5.7 is still optimistic, it conflicts with the states made by the consultant in paragraph 5.6.

6. The report fails to provide any calculation or noise modelling to substantiate the claims made in this noise report.

The noise report provided by Hepworth Acoustics does not meet the minimum standards required by Environmental Health. Had this information been available in 2009, the Inspector may not have taken the findings of the Hepworth noise report at face value in his determination.

As a condition of planning permission granted on appeal, the applicant was required to submit a noise management plan. The noise management plan was undertaken by Hepworth Acoustics and was submitted and approved by MBC in March 2012. The following appraisal is offered.

- 1. The primary control outlined in the noise management plan to protect noise sensitive receptors is the use of a 'tamper-proof electronic noise limiter, calibrated to a level approved by a Local Authority Environmental Health Officer.' However, no noise limiter has been installed to date nor has it been calibrated, and Environmental Health have not been invited to approve a noise limiter or to take part in its calibration.
- 2. The plan suggests that the calibration should be undertaken at the nearest noise sensitive receptor. This should not be necessary as the consultant has already approximated the dance floor noise levels necessary to achieve the noise conditions by 'calculation'. The consultant states that a maximum noise level of 66-74 dB LAmax at the dance floor is required to achieve the condition on inaudibility after 23:00 hours. Noise generation will be generated by two sources – amplified music and human activity such as talking etc. Even if the noise limiter was set to the higher value of 74 dB LAmax, given the noise generated by the human component, amplified music could not then be played at a sufficient volume to provide reasonable entertainment before the noise limiter threshold was breached and the music

cut.

Based on the conclusions of the Hepworth Acoustic noise report, the installation of a noise limiter would not be feasible as the maximum dance floor noise levels are too low to provide an entertainment environment. Regardless, the applicant has failed to implement the primary control stipulated in the noise management plan — to install a noise limiting device.

Regulatory Services has received <u>eleven</u> <u>complaints</u> in relation to noise from three functions held at the marquee in 2014. Should the applicant be successful in this application, it would be advantageous for officers from Regulatory Services to attend and monitor future functions in order to (a) ascertain compliance with planning conditions (b) to substantiate allegations of noise nuisance.

By way of comparison a basic calculation has been undertaken to demonstrate likely noise levels at the receptors identified by Hepworth Acoustics.

Assuming an 'on the dance floor' noise level of 95 dB, the sound power level of the acoustic systems can be calculated to be:

$$Lw = Lp + 20 \log (r) + 11$$

 $Lw = 95 + 20 \log (3) + 11$
 $Lw = 115 dB$

Assuming a sound reduction of 8 dB for the marquee, the sound pressure level at the each receptor can be calculated as follows using the equation $Lp = Lw - 20 \log (r) + 11$ (note that the marquee roof offers negligible acoustic protection and the marque does not appear to be lobbied, as such sound break-out will occur during access and egress).

Receptor	Background Noise	Background Noise	Calculated Noise Level
	Level (dB) Before 23:00	Level (dB) After 23:00	dB)
	Before 25:00	After 25:00	
Clayfield Cottages	32	31	37
Belvoir Kennels	31	28	46
Knipton Gatehouse	32	27	38
Harston Hall	34	28	37
Castle Farm	37	30	41
Тор	30	27	37

Cottages,	_
Woolsthorp e	
	J
As can be seen, the calculated noise levels at each	
receptor exceed the measured background noise	
levels at both before 23:00 hours and after 23:00	
hours.	
As such, noise generated by the marque has failed	
to meet the conditions of background or below	
before 23:00 hours and inaudible after 23:00	
hours. This could explain why MBC has received	
noise complaints from the 2014 functions.	
South Kesteven District Council – No response	N
Leics CC Highways – No comments to make	V

Representations:

As a result of the consultation exercise a total of five letters of objection and one letter of support have been received.

received.		
Heritage Issues: The marquee is incongruous within the grade II listed historic park and garden, the bridge over the lake and hunt kennel complex both of which are the grade II listed. Given that the grounds are a grade II listed historic park and garden the land should be reinstated to its original condition sooner rather than later.	Noted These issues are addressed on pages 11 and 12 below	
Erection of the marquee indefinitely would cause substantial harm to heritage assets.		
Policy Issues: Consider that the marquee is contrary to Policy OS1 insofar as the Estate will be adversely affected as the marquee does not harmonise with its surroundings and is not in keeping with the character of the locality. It also causes loss of amenity by virtue of noise etc. and loss of residential privacy.	Policy OS1 is not relevant to this application	
It is also contrary to Policy OS2 insofar as it is detrimental to the appearance and rural character of the open countryside.	Noted This issue is addressed on page 11, below	
Contrary to Policy BE9 as it harms the setting of the historic park and garden	This issue is addressed on page 11, below	
Noise and Nuisance Issues: There have been complaints arising from non-compliance with the restrictions put in place to avoid noise and nuisance. Failure to comply with Noise Management Plan;	Noted Noise issues are addressed in the comprehensive observations of the Council's Environmental Health Officer on pages 5 - 8	

No Noise limiter has ever been installed;	
Traffic Noise arriving and departing events;	
Loud music, PA systems and fireworks	
The Estate has a record of non-compliance with the stipulated conditions attached to the Appeal Decision, the premises licence and the disregard of the concerns of local residents. The Noise Management Plan (Hepworth Acoustics – January 2012) required the implementation of a suitable calibrated noise limiter, this action is still incomplete and there have been noise complaints from local residents as a result.	
Noise levels should be limited and no fireworks after 10 pm	
Ecological Issues: There were sound ecological grounds for the restoration of the land to its original condition	The extant permission states that the land will be reinstated to its normal condition once the marquee is removed
Business Issues: Whilst in it in the interests of the local community that the Castle remains a viable business any proposals should not adversely affect the local residents or damage the countryside.	These issues have been addressed above
A Section 106 should have been prepared to demonstrate a direct financial link between the income from the marquee and the repair of the Castle, its parkland and associated listed buildings	The Inspector considered a condition to be adequate.
The original temporary consent for the marquee was to enable a business case for a permanently sited wedding venue during the three year period. The period to October 2015 should have provided ample time to do this.	No evidence has been put forward to demonstrate that this issue has been addressed.
Concerned that the Estate will continue to stretch the definition of temporary by continuing to extend the period beyond 2017.	The original temporary consent was for a three year period which was increased by a further year. This application relates to two further years extending the overall period to six years. To extend the period further could be considered to be harmful to the heritage assets.
Lack of weddings during the 2014 season has resulted in the need for this extension. This is unfortunate but not the concern of the Parish Council.	Noted
Licensing Issues:	The second secon
Operated the marquee without a premises licence Other:	There is currently a premises licence in place
Failure to remove temporary road signs post events;	Noted
The Estate has an inconsistent Parkland	Noted

Development Strategy. Restoration works being undertaken to the historic landscape are inconsistent with the adjacent unsightly marquee. If mindful to approve the time extension would request additional conditions: • appropriate signage to be erected to ensure that the Traffic management Plan is effective; • No further time extension applications to be considered; • Any further breaches of conditions should result in immediate rescinding of the planning permission. Letter of support In support of the application but conditional on the following; • The existing Noise management Plan should be fully implemented; • The noise limiter is calibrated and implemented in March 2015; • The existing Traffic Plan is fully implemented with additional signage; • An Estate Manager should be present throughout all marquee events; • This is the final extension, to be conditioned in any approval and the land reinstated at the end of the additional 2 years; • Opening and licensing hours remain as stipulated at the Licence Hearing			
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stipulated at the Licence Hearing	•		
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Other material considerations (not raised through consultation of representation)

Considerations	Assessment of Head of Regulatory Services	
Application of Development Plan and other planning policy		
Policy OS2 carries a general presumption against development outside town and village envelopes except in certain instances such as development essential for agriculture and forestry, small scale employment, tourism and recreation development.	Although not identified as a specific use in the policy the time extension of the temporary marquee permission will continue to provide small scale employment whilst it remains erected on site. It will continue impact on the character of the countryside and landscape of the Castle grounds in that part of the Estate to a minimal degree. However a balance needs to be drawn between the perceived impact and the overall public benefit of the proposal together with the continued temporary nature of the application	
Policy BE1: This policy refers to the siting and design of buildings and amongst other things is concerned with buildings harmonising with their surroundings and any adverse effects on neighbours.	Despite the time extension, the marquee will only be on site for eight months per year and will not harmonise with its surroundings whilst erected, however the continued temporary nature of the application mitigates that to a degree. Despite its	

Policy BE9. This policy refers to Historic Parks and Gardens and states that planning permission will not be granted for any development that would have an adverse effect on their character or setting.

remote location within the grounds of the Castle there is evidence that it adversely affects neighbours.

The continued temporary nature of the application is considered to mitigate this to an extent.

The proposal is considered to be contrary to local plan policy and national planning policy.

Impact on the setting of historic assets

The proposal is for another extension to the temporary planning permission for the erection of a <u>permanent</u> marquee on the east side of the lake, from <u>March to October</u>; The site will return to open parkland during the winter months.

The site of the marquee is within the area currently designated as the concert site;

No additional screening is proposed.

The proposed location is approximately 1.3 km SE of Belvoir Castle and the land between castle and the site is predominantly woodland and pasture land. In that regard the structure cannot be seen from the castle and therefore does not impact on the setting of the grade I listed building;

The grade II listed hunt kennels and associated buildings are approx. 300 metres away on the other side of the lake. Likewise there are areas of tree planting separating the two and acting as a screen between them. In that regard the setting of the kennels remain unaffected;

The grade II listed bridge, approx 280m to the north, however is in the direct line of vision from the marquee site and vice versa. It follows therefore that whilst the view from the marquee across the water, set against the valley ridge and woodland backdrop, will enhance the wedding experience. By contrast arguably the setting of the bridge will be affected by views of the marquee;

Views of the marquee are contained within the estate by virtue of the landform;

Clearly however, when viewed within the landscape context the marquee presents a modern addition to the landscape that is quite noticeable.

Clearly there is a degree of harm to the landscape setting of the Historic Park and Garden and listed bridge;

The marquee will not be directly viewed from the castle but there will be views within the wider landscape from various viewpoints;

Some views form the various access routes around the estate will be partially screened and set against a treed or valley backdrop;

The marquee is only to be on site for 8 months per

year and will be removed during the winter months and the land reinstated to pasture.

It is considered that to erect the marquee indefinitely would cause substantial harm to the interests of the heritage assets, whereas the original temporary three year permission caused less that substantial harm. The balance must therefore be drawn between another two year extension over and above the permitted one year extension and whether it would cause substantial harm.

It is considered that the proposal would continue to impact on the landscape and heritage assets

Conclusion

Belvoir Castle is a grade I listed building set within its own extensive grounds and occupying a prominent and elevated position overlooking the Vale of Belvoir. It also benefits from its own conservation area which encompasses the majority of the associated gardens and grounds which are also notified as being a grade II historic park and garden. In that respect it is clearly one of the most important listed buildings within the Borough

The proposal is for a three year extension to the current temporary planning permission for the erection of a marquee for wedding events for an eight month period (March to October) annually; during the winter months the site will be returned to open parkland. The marquee will remain located adjacent the Belvoir Upper Lake which abuts the conservation area but is within the boundary of the Historic Park and Garden designation. Whilst the marquee will not be visible from the grade I listed Castle it is within site of the grade II listed bridge between the upper and lower lakes and the grade II listed hunt kennels.

The original application for the temporary siting of a wedding marquee was won on appeal following refusal by this Committee. A temporary consent for three years was granted by the Planning Inspector. Subsequently another application (Ref 12/00618/VAC) was permitted to extend the temporary siting of the marquee by a further year.

As a condition of planning permission granted on appeal, the applicant was required to submit a noise management plan. The noise management plan was undertaken by Hepworth Acoustics and submitted to MBC in March 2012. The applicant has **failed to implement** the primary control stipulated in the noise management plan – to install a noise limiting device. As a result Regulatory Services has received **eleven complaints** in relation to noise from three functions held at the marquee in 2014.

Therefore the Environmental Health department has objected to the application because noise generated by the marquee would create an unacceptable noise situation at the nearest noise sensitive receptors. This decision has been reached on the basis that (a) the Hepworth Acoustics noise assessment is substandard, (b) the 2012 noise management plan has not been implemented and (c) calculations by the Environmental Health department demonstrate an unacceptable noise situation.

RECOMMENDATION:-refuse for the following reasons:

1. It is considered that the proposed two year extension to the current temporary planning permission would result in undue noise and disturbance to nearby residents arising from amplified music and vehicles arriving and leaving the facility, particularly when they extend into hours when other sources of disturbance have subsided.

2. The extension of the existing temporary consent would result in the impact on the heritage asset becoming more permanent and therefore harmful. It is therefore considered that to erect the marquee for a longer period would cause substantial harm to the heritage assets, whereas the original temporary three year permission caused less that substantial harm, which it is considered are not outweighed by substantial public benefits. The proposal is therefore contrary to Policy BE9 of the adopted Melton Local Plan and the NPPF para 132.

Contact: Richard Spooner Date: 7 April 2015