### **COMMITTEE DATE: 4<sup>th</sup> December 2017**

**Reference:** 16/00709/OUT

**Date submitted:** 30.09.2016

Applicant: Laura And Sarah Fitzpatrick

Location: Land At Back Lane, Long Clawson

Proposal: Erection of up to 19 dwellings with associated access, drainage infrastructure and

amenity space



### Proposal:-

This application seeks **outline planning permission for up to 19 dwellings**. The land is situated on the southern edge of Long Clawson, opposite the village hall Access to the site is proposed directly from Back Lane on the north of the site.

The scheme has been amended to now propose up to 19 dwellings instead of 22 in response to Ecology concerns.

The application is in outline with access to also be considered,

It is considered that the main issues arising from this proposal are:

- Compliance or otherwise with the Development Plan, Long Clawson Neighbourhood Plan. Emerging Local Plan and the NPPF
- Impact upon the character of the area
- Impact upon residential amenities
- Sustainable development
- Traffic and access issues

The application is required to be presented to the Committee due to the level of public interest and amount of representation received.

History:- None

#### **Planning Policies:-**

#### Melton Local Plan (saved policies):

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

<u>Policy OS3</u>: The Council will impose conditions on planning permissions or seek to enter into a legal agreement with an applicant under section 106 of the Town and Country Planning Act 1990 for the provision of infrastructure which is necessary to serve the proposed development.

<u>Policy BE1</u> - allows for new buildings subject to criteria including buildings designed to harmonise with surroundings, no adverse impact on amenities of neighbouring properties, adequate space around and between buildings, adequate open space provided and satisfactory access and parking provision.

<u>Policy H10</u>: planning permission will not be granted for residential development unless adequate amenity space is provided within the site in accordance with standards contained in Appendix 5 (requires developments of 10 or more dwellings to incorporate public amenity space for passive recreation with 5% of the gross development site area set aside for this purpose).

<u>Policy H11:</u> planning permission will not be granted for residential development of 15 or more dwellings unless it makes provision for playing space in accordance with the Councils standards at Appendix 6 of this Local Plan (on developments of 50 or more dwellings, every dwelling must be within a 5 minutes walk (240m straight line distance) of a LEAP (Local Equipped Area for Play).

<u>Policy C1</u>: states that planning permission will not be granted for development which would result in the loss of the best and most versatile agricultural land, (Grades 1, 2 and 3a), unless the following criteria are met: there is an overriding need for the development; there are no suitable sites for the development within existing developed areas; the proposal is on land of the lowest practicable grade.

<u>Policy C15</u>: states that planning permission will not be granted for development which would have an adverse effect on the habitat of wildlife species protected by law unless no other site is suitable for the development Policy C16.

# 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 impacts 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 planning principles against which proposals should be judged. Relevant to this application are those to:

- proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs.
- always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- recognising the intrinsic character and beauty of the countryside
- promote mixed use developments, and encourage multi benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions (such as for wildlife, recreation, flood risk mitigation

- 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.
- Take account of the different roles and characters of different areas, promoting the vitality of urban areas, recognising the intrinsic character and beauty of the countryside and support thriving rural communities.

#### On Specific issues it advises:

#### **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.
- Create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians
- Consider the needs of people with disabilities by all modes of transport.

#### **Delivering a Wide choice of High Quality Homes**

- Housing applications should be considered in the context of the presumption in favour of sustainable development.
- LPA's should identify land for 5 years housing supply plus 5% (20% if there is a history of under delivery). In the absence of a 5 year supply housing policies should be considered to be out of date.
- deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand

#### **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.
- Planning decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

#### Conserving and enhancing the natural environment

- Encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value
- Aim to conserve and enhance biodiversity by taking opportunities to incorporate biodiversity in and around developments.

#### Conserving and enhancing the historic environment

- In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.
- Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.
- Where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.
- In determining planning applications, local planning authorities should take account of:
  - -the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

- 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.
- When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.
- Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

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 reply Heritage England

# First response – 1<sup>st</sup> December 2016

The Grade II\* listed Church of St Remegius and the Scheduled Moated Manorial Site and later grade II\* listed Manor House represent the twin pillars of authority in the medieval landscape set side by side. The post-medieval Grade II\* listed manor house is the successor to the moated site in terms of secular authority whilst the grade II listed vicarage lies on the opposite side of the church representing the later survival of what will have been a succession of structures serving the vicar and clergy. The status of the medieval manor house is signified by the earthwork ditch and raised building platform still clearly visible. As set out in the CGMS report the remainder of the field contains the Scheduled Manorial site contains earthwork remains of structures and spaces intimately associated with the monument and its occupation. The application area contains remains of ridge and furrow cultivation, the agricultural system and landscape that supported the village peasant community, the gentry and its church and priest.

#### *Impact*

HE do not agree with the CGMS report that at the present stage of information received the archaeological potential of the proposed development site can be capped as at best regional in terms of its importance. The potential for early settlement remains preserved beneath the medieval cultivation cannot be effectively characterised in this

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

The Committee is reminded of the statutory duty under section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

The Heritage England objections give significant weight towards refusal this application.

The site represents a historically significant site and therefore needs to be preserved unless there are significant public benefits to the scheme proposed. The harm identified is considered to be 'substantial' and as such NPPF para 132 is engaged , which states that such harm should be "exceptional" and, as explained by the response opposite, requires a commensurately high level of justification.

The addition of further housing is a benefit but as the Borough is considered to have in advance of five years supply of housing and this site is relatively small, the benefits do not outweigh the harm to local heritage assets as summed up in the comments made by the statutory consultee.

case without some intrusive investigation (this is necessary information in terms of National Planning Policy Framework Paragraphs 128/129). Such remains may directly support the significance of the Scheduled Monument and highly graded listed buildings as archaeological context, the remains of activities and occupation which would enhance our understanding and appreciation of those designated assets.

Our principle focus on present information is the impact of the development deriving from the loss of the ridge and furrow earthworks and the pasture field as setting to the scheduled monument and listed buildings. The village and its nationally important heritage assets opens out to the agricultural landscape through the development area, which through its earthwork remains provides a direct link to how those ancient buildings and remains were inhabited and supported by labour on the land. The proposed development area represents the best point in the village where this link to the field strips and the farmed landscape can be made and experienced directly from the field containing the monument and flanked by the listed buildings. The height of the hedge around the development site is not of particular relevance, this height is transient and moreover landscape is experienced as one moves through and around if not simply from fixed point views.

#### **Policy**

As set out in both the 1990 Listed Buildings and Conservation Areas (S 66(1)) your authority must give great weight to the desirability of preserving the listed buildings in the setting. In terms of the NPPF great weight (para 132) should be given to the conservation of designated heritage assets including in terms of setting (and this would include setting impacts upon the character of Conservation Area) as well as the Grade II\* listed Church and Manor, Scheduled Monument, and Grade II listed Vicarage. This is great weight and special regard on the side of the heritage impacts when weighed against other public benefits (NPPF para 134). For a rigorous approach to the understanding of setting impacts we refer you to Historic Environment Good Practice Note 3 'Setting of Heritage Assets'.

#### **Position**

We object to the application on heritage grounds, specifically on the basis of the harm to the significance of the designated heritage assets discussed above, these are assets of National Importance and your authority has clear responsibilities in terms of the weight to be afforded to them. If this development takes place a key element in the significance of this group of interrelated ancient buildings and remains will be lost, that is their connection to the medieval strip

farmed landscape which they were tied to, and the experience of them in the context of the present day historic agricultural landscape.

#### Recommendation

We recommend the application is determined with the benefit of our advice above, such further site investigations as the County Council Principle Development Control Archaeologist may recommend and their advice in respect there-of. We Object to this application on heritage grounds.

# Second response – 10<sup>th</sup> May 2017 Summary

Historic England Advice

Our principle focus remains the impact of the development upon the significance of the scheduled monument, parish church and associated manor. With regard to the intrusive evaluation of below ground features to inform the consideration of the planning application (NPPF 128 / 129 issues) we refer you to the advice of the County Council Development control archaeologists as we understand that such investigations have not as yet been carried out. As explored in our letter of the 1st December 2017. 'The Grade II\* listed Church of St Remegius and the Scheduled Moated Manorial Site and later grade II\* listed Manor House represent the twin pillars of authority in the medieval landscape set side by side. The post-medieval Grade II\* listed manor house is the successor to the moated site in terms of secular authority whilst the grade II listed vicarage lies on the opposite side of the church representing the later survival of what will have been a succession of structures serving the vicar and clergy. The status of the medieval manor house is signified by the earthwork ditch and raised building platform still clearly visible. As set out in the CGMS report the remainder of the field containing the Scheduled Memorial site contains earthwork remains of structures and spaces intimately associated with the monument and its occupation. The application area contains remains of ridge and furrow cultivation, the agricultural system and landscape that supported the village peasant community, the gentry and its church and priest.'

Having read the 27th April letter from CGMS we find no cause to amend our previously expressed view that, 'the loss of the ridge and furrow earthworks and the pasture field (comprising the development area) would represent harm through setting impact to the significance the scheduled monument and listed buildings. The village and its nationally important heritage assets opens out to the agricultural landscape through the development area, which through its earthwork remains provides a direct link to how those ancient buildings and remains were inhabited and supported by labour on

the land. The proposed development area represents the best point in the village where this link to the field strips and the farmed landscape can be made and experienced directly from the field containing the monument and flanked by the listed buildings. The height of the hedge around the development site is not of particular relevance, this height is transient and moreover landscape is experienced as one moves through and around it, not simply from fixed point views.'

#### Policy

As set out in 1990 Listed Buildings and Conservation Areas (S 66(1) your authority must have special regard to the desirability of preserving the listed buildings in their setting. In terms of the NPPF great weight (para 132) should be given to the conservation of designated heritage assets including in terms of setting (and this would include setting impacts upon the character of Conservation Area) as well as the Grade II\* listed Church and Manor, Scheduled Monument, and Grade II listed Vicarage. This is great weight and special regard on the side of the heritage impacts when weighed against other public benefits (NPPF para 134). For a rigorous approach to the understanding of setting impacts we refer you to Historic Environment Good Practice Note 3 'Setting of Heritage Assets'.

With regard to the presumption in favour of consent under paragraph 14 of the NPPF it is vital that your authority consider the full text, specifically that; 'where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless: Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in this Framework indicate development should be restricted."

Government is clear therefore that in the case of impact upon a designated heritage asset the specific policies in paragraphs 132, 133, 134 and 139 stand regardless of whether a plan may be considered out of date. Great weight should be applied to the conservation of the designated asset's significance as required by para. 132 in weighing against other public benefits under para.134.

#### Position

We object to the application on heritage grounds, specifically on the basis of the harm to the significance of the designated heritage assets discussed above, these are assets of National Importance and your authority has clear responsibilities in terms of the weight to be afforded to them. If this development takes place a key element in the significance of this group of interrelated ancient buildings and remains will be

lost; that is their connection to the medieval strip farmed landscape which they were tied to, and the experience of them in the context of the present day historic agricultural landscape.

#### Recommendation

Historic England maintains its objection to the application on heritage grounds. We consider that the application does not meet the requirements of the NPPF, in particular paragraph numbers 132 and 134. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. We also draw your attention to section 38(6) of the Planning and Compulsory Purchase Act 2004 to determine planning applications in accordance with the development plan unless material considerations indicate otherwise.

# Highways Authority - No objection, subject to conditions

The site benefits from two points of extant vehicular access which will become redundant as part of the proposal. These will need to be reinstated to highway verge. The development will instead be accessed by a new point of access off Back Lane, approximately 35 metres west of the junction with School Lane.

The access has been designed to take the form of a simple T junction, and the visibility requirements based on 85th percentile speeds which are appropriate. The principle of the access is acceptable to the Highway Authority, but will be subject to a detailed design /technical approval which will be undertaken as part of a future Section 278 agreement with the Highway Authority.

The applicant has also proposed to facilitate an additional length of footway along Back Lane to tie in with the existing footway on Back Lane which is very much welcomed; this will in turn link with a footpath within the development site which will assist future residents, and existing ones to walk to destinations west of the development site.

Given that this is an outline planning application, the layout which has been provided is for indicative purposes only and has not been subject to a design check. We would advise that any future road layout and associated parking provision should be designed to standards set out in the 6Cs Design Guide available at www.leics.gov.uk/htd, and that the applicant should seek to achieve a layout which can be put forward for adoption by the Highway Authority.

Noted.

The site benefits from sustainable transport opportunities to access services both within the village and further afield. To encourage future residents to use local bus services, a 3 month bus pass and associated travel pack will be provided, which is welcomed.

The existing situation in the vicinity of the junction of Back Lane and School Lane at the beginning and end of the school day is noted with on street parking evident. That said this is a scenario which is not uncommon outside schools across the rest of the County and indeed the Country and whilst not desirable, is an extant situation. The applicant can only reasonably be expected to mitigate the impact of its own development and cannot be expected to resolve any existing highway situation.

Other Observations that affect the highway network which in the view of the Local Highway Authority cannot be considered "severe" in accordance with Paragraph 32 of the NPPF, but which may impact on the amenity of the local community. The Local Planning Authority is advised to consider if these are material and the relative weight which that they can give in planning terms to these amenity issues in their decision making processes.

There are a number of housing allocations within Long Clawson identified in the draft Melton Local Plan. The total number of proposed dwellings within current planning applications in Long Clawson is in excess of the allocated number for the village as outlined in the draft Local Plan. This planning application constitutes LONG 2 and is allocated for housing

The site falls within the catchment area of Long Clawson C of E Primary School. Long Clawson Primary is at capacity and the proposed development would generate a need for school places as set out elsewhere in the County Council's education response. The school occupies a very constrained site with very limited potential to expand to provide the additional places required. Any expansion of the school would only be capable of accommodating pupils arising as a consequence of the proposed allocations in the draft Local Plan, provided the costs of that additional accommodation is met by developers. Until such time as school places are available, the County Council would expect the developer to meet the transitional school transport costs through section 106 contributions.

For those housing developments which come forward that exceed the draft Local Plan allocation, pupils arising from those developments will not be able to be accommodated at the local school and pupils would need to be transported to the nearest

The s106 requests for sustainable transport are considered to comply with CIL Regs. 122 and 123 in that they are necessary and related directly to the application and can be included in an Agreement if permission is granted.

Noted – the traffic issues associated with the development are not considered to satisfy the threshold identified in the NPPF to justify refusal.

These comments have been superseded by the 'Focussed Changes' to the Local Plan in July 2017 in which the site allocation was deleted.

Noted.

available school. The County Council would expect that developers would meet the costs of that additional school transport unless and until such time an acceptable means of accommodating those additional pupils at the local school can be provided, and if deemed necessary the cost of expanding the school also through section 106 contributions.

# Following changes to dwelling quantity change:-

Given that the Highway Authority offered no objection to the marginally larger scale of development, our comments of February 2017 remain in their entirety.

#### Leicestershire County Council Archaeology

The Authority are in agreement that the setting issues have not been resolved and warrant a refusal of the scheme. There is a potential that a reduced and redesigned scheme might be acceptable, but not in its current form.

Noted.

Noted. The concerns identified are considered to

#### **Leicestershire County Council Ecology**

Initial objection on account of the ecological survey not including an assessment of the site against LWS criteria, as is recommended within our Habitat Survey Protocol.

be matters that weigh significantly against the granting of permission. Local Wildlife Sites are afforded protection within

paragraph 117-118 of the NPPF and in Policy EN2 of the Draft Melton Local Plan. Section 5 of the ecological report makes reference to the retention of approximately 30% of the grassland on site and indicates that this will be sufficient mitigation for the development. We disagree with this assessment. Much of the area of retained grassland will not be able to be managed in a way that will promote the retention of this habitat. For example, the large area to the east of the site is marked on the masterplan as a water attenuation area. Even if this is designed to be dry the majority of the time it will require some considerable groundwork to create, destroying the grassland in the interim. We are unsure how this could be managed in an appropriate way to allow for the retention of the botanical value of the site and for water attenuation. We therefore do not consider this an acceptable area for grassland retention and compensation. The area on the western edge of the development which is shown on the masterplan as grassland is also not suitable for appropriate management. The grassland is immediately adjacent to a path and dwellings and it is inevitable that this would be managed more as amenity grassland; long grass beside pathways would effectively 'narrow' the path and residents would not want longer grass immediately outside of their house. Plot boundaries such as front gardens and paths are also likely to encroach in this area. We also do not consider that the retention of 30% of the grassland is sufficient.

We would therefore object to this application, based on the loss of a Local Wildlife Site quality grassland without adequate compensation or mitigation.

However, should the Planning Authority be minded to grant permission for this development, we have the following comments to make:

The report identifies that there is a population of great crested newts (GCN) in the local area. None were recorded on the site, but as they were recorded in ponds surrounding the site we are in agreement that mitigation will be required. There is a very basic mitigation plan outlined in section 5.19-5.21 of the report which states that GCN will be trapped from the site and placed into a receptor area. We would recommend that this receptor area is identified at this stage in order to ensure that it can be incorporated either into the design of the development, or can be secured via planning obligations as appropriate.

We are in agreement with the recommendations in 6.5 and 6.7 to 6.9 of the report.

Ecological surveys are only considered to be valid for a period of two years. Updates should therefore be submitted either in support of the reserved matters application or prior to the commencement of the development, whichever is soonest (Spring 2017).

#### **Comments on Amended Plans:**

Now satisfied with the proposed layout, provided that the grassland will all (including the storm water attenuation area) be managed in an appropriate way for its biodiversity value. This will allow the site to continue to meet Local Wildlife Site Criteria, albeit in a smaller area. There are two ways of appropriately managing grassland, one is to graze it and the other is to manage it as a hay meadow. Grazing isn't appropriate for a site like this, and hay management may have an impact on the public open space aspect of the site. We would have no objections for a path to be 'mown' throughout the site, but a hay crop is obviously taller than amenity grassland.

Provided that the applicant is happy to accept the above conditions, I would have no objections to the application. My formal recommendations for conditions would be as follows:

- Layout to be in accordance with drawing EMS2660\_006 Rev B. Any amendments must retain the same area of retained grassland.
- A Biodiversity Construction and Management Plan must be submitted. This must include details on how the botanical quality of the grassland will be retained throughout the development (including during the construction of the SUDs area) and how it will be managed long-term. It must be

These matters have been overcome by the amended plans. Conditions would be necessary in order to specify the layout and management details referred to. The recommendations suggested can be incorporated into any permission granted as conditions.

- managed for its botanical value, with an appropriate management regime.
- We would usually request this information prior to the commencement of the development. However, the detail will be required to inform the acceptability of the reserved matters application.
- A detailed GCN mitigation plan should be submitted. This must be based on sections 5.19-5.21 of the Ecology Survey. The receptor site must be identified and shown on the plans submitted with the reserved matters application.
- The recommendations in sections 6.5 and 6.7 to 6.9 of the ecology survey should be followed.

#### **Leicestershire County Council Footpaths**

Public Footpath G47 runs diagonally across the site. There is no objection to the application in principle as it has identified the need to divert the Public Footpath and has illustrated how this might be done in a way which provides a convenient alternative route. The site layout is to be dealt with as a reserved matter however and therefore I recommend that the following condition is placed on any outline permission granted for the site:

No development shall take place until a scheme for treatment of the Public Footpath has been submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority. Such a scheme shall include provision for surfacing, width, structures, signing and landscaping. *Reason:* In the interests of amenity, desirability, safety and security of users of the Public Footpath

#### **Lead Leicestershire Flood Authority**

Initially objected as required further evidence on the suitability of the proposed sewer to the south of the site to ensure that the site can drain under gravity to the location chosen. Also, further investigation on the drainage ditch identified previously by the LLFA in the topographical survey to ensure the drainage hierarchy has been fully explored.

This has now been completed and the LLFA have now recommended conditions:

#### **Surface Water**

No development approved by this planning permission shall take place until such time as a surface water drainage scheme has been submitted to, and approved in writing by, the local planning authority.

## **Construction Surface Water Management Plan**

No development approved by this planning permission shall take place until such time as details

Noted - the conditions recommended can be applied to any grant of permission.

Noted.

The application site is not within a known Flood Risk area and is not at risk from flooding.

The proposed development includes formation of surface water attenuation pond and SuDS drainage methods which will ensure that surface water run-off from the site can be satisfactorily accommodated.

The conditions recommended can be applied to any permission granted.

in relation to the management of surface water on site during construction of the development has been submitted to, and approved in writing by, the Local Planning Authority.

#### SuDS Maintenance Plan & Schedule

No development approved by this planning permission, shall take place until such time as details in relation to the long term maintenance of the sustainable surface water drainage system within the development have been submitted to, and approved in writing by, the Local Planning Authority.

#### **Infiltration testing**

No development approved by this planning permission shall take place until such time as infiltration testing has been carried out to confirm (or otherwise) the suitability of the site for the use of infiltration as a drainage element, and the flood risk assessment (FRA) has been updated accordingly to reflect this in the drainage strategy.

Severn Trent Water: No objections

No objection subject to conditions requiring details of foul and surface water disposal. Noted.

#### Parish Council:

Object on the following grounds:-

Very concerned about the potential effect of this proposed development on the financial viability of the Village Hall and Recreation Ground since a substantial part of our hire income comes from letting the premises as a Wedding Venue and other large parties. Creating a dense urban-style housing estate in such close proximity to the Hall will change the rural setting of the Hall. At present, the front of the Hall has an attractive, open aspect looking across a low, wooden fence to a field used for grazing. The development would put the front of the Village Hall behind a housing estate destroying this open aspect. We believe that this would seriously reduce the appeal of the Hall to potential Wedding clients resulting in a reduction in our annual income from hire fees.

The Hall is a popular venue not only for weddings but also for large evening parties. Should any complaints about noise emanating from the building, or from guests leaving the premises, result in restrictions on the use of the Hall this would also result in a reduction in our annual income from lettings. There is a precedent for such restrictions as in the case of Waltham Village Hall. It is my recollection that a residential development on King Street in Melton Mowbray was recently refused partly on the grounds that there was a potential conflict with live music events at a neighbouring public house due to noise, which could result in a

All comments are noted and form part of the representations section below.

The village hall would still be able to function and is still subject to conforming to Environmental Health Guidelines. Any new development occupiers will also be aware of the nearby land uses.

It is considered to be speculative whether events would be held which in turn may generate complaints from new residents. This in turn would be the subject of further assessment under Environmental pollution legislation to determine if they are a statutory Nuisance based on volume, frequency and the nature of noise, and only

curtailment of such events at the public house and therefore have a financial effect on their business. One of the factors considered when siting the Long Clawson Village Hall on the piece of land given to us was to locate it away from local housing.

Any reduction in income from hire fees will jeopardise the financial viability of the Village Hall resulting in its closure which would be a great loss to the community. The Hall is used on a regular basis by Pre-School, Scout and Guide groups, the WI, Yoga, Art Group, Sewing Group, Volleyball Club and Film screenings as well as for ad hoc bookings for children's parties, Village School productions and other social and entertainment functions. There is no other facility in the village to accommodate these activities.

Any shortfall in hire income at the Hall cannot be met from additional fund-raising since our committee members and supporters are at full stretch in terms of time and energy already committed to the events which are run in order to raise money to maintain the facility.

The car park at the Village Hall would not be available for additional parking. The car park is on private land and is for users of the Village Hall and Recreation Ground and must be respected as such. The availability of adequate parking is an important factor in the decision by some of our hirers to use the facility. It is also essential for the success of our own fund-raising events. The surface of the Car park is not sufficiently robust for it to be used as a public car park and the cost of maintaining it is a Village Hall and Recreation Ground responsibility. Public use of the car park could therefore both reduce our income and increase our expenditure.

The Recreation Ground includes a play fort and BMX track, both used by young children, which would be overlooked by some of the proposed new houses. In turn, some of the houses would also be overlooked by children using both facilities.

The Village Hall entrance is located on one rightangled bend and is very close to another. It is just past this second bend that access to the development is proposed. Turning into the Village Hall entrance from the west has limited visibility. It is understood that the existence of an old wall within the Conservation Area, and therefore its required preservation, means that the proposed footway could not be built and access to the new estate may not meet visibility criteria. To move the access closer to the Village Hall entrance would be dangerous.

There is already a road capacity problem opposite the proposed housing estate access due to parking at school opening and closing times and the minor rural then could restrictions be imposed. There is further doubt as to whether any such restrictions would impact on the operation of the Village Hall and affect tis bookings. It is therefore considered that, whilst the concern is recognised, there are so many 'variables' involved that it is far from 'sound', 'clear cut' or supported by firm evidence and as such would not forma legitimate reasons for refusal.

This is accepted and any new development would have to provide sufficient parking within the site itself.

It is not considered that these relationships are grounds to refuse the application. This is noted and whilst this is a factor, there is also element of surveillance of the mentioned play equipment.

The access arrangements have been analysed by the Highways Authority who are satisfied with the proposed arrangements, including the visibility available (see comments above). road with multiple right-angled bends which serves the village.

The development is not in keeping with the character of Long Clawson being in a part of the village with open fields and views to the surrounding countryside.

The development would have significant bearing on the west – east route running through the village which defines its character. The site is currently open and undeveloped and as such forms part of this character which would be altered. It is considered this would be harmful the character of the area and the Conservation Area of which it forms part.

School is already full

Transport provision inadequate, both in terms of a very limited public transport service.

Please see consultation response below from the Education Authority and also Item 3 of this agenda 'Common Issues' regarding school capacity.

Further comments received on 17.08.2017:

- This site was evaluated as part of the Neighbourhood Plan process and, as this is now at the Regulation 16 stage. the PC considers that this should be given additional weight when determining this application'
- The site scored poorly during the NP evaluation process and is considered the least favourable site for housing of those proposed in Long Clawson;
- Major objections to the development of this site by Historic England remain valid

The role of the Neighbourhood Plan is addressed in greater detail below, alongside the emerging Local Plan. The weight that both plans can attract is addressed in Item 3 of this agenda 'Common Issues'.

#### Long Clawson Village Hall and Recreation Ground Committee

#### 18/08/2017

flows.

I am writing with regard to the above application on behalf of Long Clawson Village Hall and Recreation Ground Committee. We have previously objected to the original application both with regard to its potential adverse effect on the viability of our Village Hall and the overall unsuitability of this location for housing development.

Severn Trent propose that drainage from the site will be towards the south. This is directly towards the Village Hall. We already have periodic issues with flooding at the Hall at times of heavy rain due to runoff from the fields. Our sewage outflow is by means of a sump pump located in a chamber directly in front of the Hall and is pumped uphill to the main sewer in the road. This sump pump facility is very sensitive and is maintained and funded entirely by the voluntary efforts of the Committee. It has no spare capacity and cannot accommodate additional

This particular site has been discounted as being suitable for development in both the Melton Plan and in our Neighbourhood Plan. Whereas neither of these plans has been formally adopted, they are both well

All comment are noted and form part of the representations section below.

The drainage scheme would positively drain the site and involves attenuation ponds which would manage the water prior to discharge off site, such that there would be no increase in the flow leaving the site ('greenfield rates') this has been considered by the LLFA who are satisfied with the approach subject to detailed design work (see LLFA comments above).

The role of the Neighbourhood Plan is addressed in greater detail below, alongside the emerging Local Plan. The weight that both plans can attract is addressed in Item 3 of this agenda

on the way to being so. To approve a planning application for housing on this site would make a complete nonsense of the accepted Planning process and demonstrate a lack of regard for local opinion and actual planning in favour of reactive decisions being taken as a result of applications made for solely commercial reasons without respect for the local area and environment. The documents relating to local planning have been available for some time for the perusal of applicants and developers. It would be morally wrong to approve this application.

'Common Issues'.

#### **Developer Contributions: s106**

#### Highways -

- Travel Packs; to inform future residents from first occupation what sustainable travel choices are in the surrounding area (can be supplied by LCC at an average of £52.85 per pack);
- 3 month bus passes, for the first occupier of each dwelling (an application form to be included in Travel Pack and funded by the developer); to encourage employees to use bus services, to establish changes in travel behaviour from opening and promote usage of sustainable travel modes other than the car (can be supplied through LCC at (an average) of £240.00 per pass. It is very unlikely that a development will get 100% take-up of passes; 25% is considered to be a high take-up rate.

Waste - The County Council has reviewed the proposed development and consider there would be an impact on the delivery of Civic Amenity waste facilities within the local area because of a development of this scale, type and size. As such a developer contribution is required of £1,819 (to the nearest pound).

### Education –

Primary Education

The site falls within the catchment area of Long Clawson C of E Primary School. The School has a net capacity of 105 and 113 pupils are projected on the roll should this development proceed; a deficit of 8 places (of which 3 are existing and 5 are created by this development).

There are no other primary schools within a two mile walking distance of the development. A claim for an education contribution is therefore justified.

The Authority has recently commissioned a feasibility study into the options to extend the school

S106 payments are governed by Regulation 122 of the CIL Regulations and require them to be necessary to allow the development to proceed, related to the development, to be for planning purposes, and reasonable in all other respects.

It is considered that the contributions requested are justified and necessary to make the development acceptable in planning terms because of the policies referred to and the additional demands that would be placed on the key infrastructure as a result of the proposed development. It is directly related to the development because the contributions are to be used for the purposes of highway safety and providing the additional capacity at the relevant school ands similarly waste facilities.

These contributions are is considered fair and reasonable in scale and kind to the proposed scale of development and is in accordance with the thresholds identified in the adopted policies and to meet the additional demands on the education infrastructure which would arise due to this proposed development. and are acceptable within CIL Regulation 122 terms as related to planning, proportionate and reasonable in scale.

Long Clawson village school is already over capacity and this development would increase the deficit by a further 5 places.

As explained, the LEA has developed an approach to expanding the school and identified costs (see opposite). However, the quantity the development should contribute is dependent upon the total number of houses proposed within its catchment, which is unknown until applications are determined. Please see additional detail in the 'Common Issues' report forming Item 3 of this agenda.

and a scheme has been designed and agreed with the school that will replace the mobile and extend the foundation stage room to provide the 30 additional places required to accommodate pupils from the proposed housing developments. This scheme will provide a maximum of 30 places and due to the constrained nature of the school site, it will mean that when complete further expansion of the school will not be possible.

The total cost of the proposed scheme is £1,080,094, of which the LA will meet any costs associated with the replacement of the mobile classroom estimated to be £280,000. The balance of the cost (£800,094) will need to be met through S106 contributions from those developments given planning permission in the village. The cost will be apportioned to the development based on the number of dwellings given planning permission. Unfortunately the size of the school site means that there is only capacity to provide for an additional 30 places and nothing more.)

The contribution for a development of 19 dwellings will be £115,354.70. This is based on sharing the costs between 127 dwellings.

Secondary Education

The site falls within the catchment area of Belvoir High School. The School has a net capacity of 650 and 600 pupils are projected on the roll should this development proceed; a surplus of 50 pupil places, after taking into account the 4 pupils generated by this development.

There are currently 5 pupil places in this sector being funded from S106 agreements for other developments in the area which have been discounted. After taking these places into account the school has a forecast surplus of 59 pupil places.

An education contribution will therefore <u>not</u> be requested for this sector.

#### Village Hall -

Long Clawson Village Hall and Recreation Ground Ltd

Requests are submitted for a series of projects as follows:

- New Car Park Drainage and Surface
- Pre School Extension to existing Village Hall
- Pavilion and Changing Room Facilities
- 3 Years Outside Maintenance of Recreation Ground, Play Area, MUGA, Walkways
- Outside Toilet
- Cycle Rack

The sums have been calculated on the basis of the proportionate increase that the development would

It is considered that the request is proportionate with the proposed development and is considered to be necessary and specific to the increase in pupils the proposal would bring and is therefore considered compliant with CIL Regulation 122. The contribution will be used to mitigate against the increase in pupils and whilst it will be pooled this is the first request of its kind for the Long Clawson School and therefore compliant with CIL Regulation 123(3)

The approach adopted by the Village Hall and Recreation ground management body is considered acceptable under the applicable CIL regulations as it relates directly to the scale of the development and the increased demand it would generate for the facility.

The requests have been presented to the developers and their response will be reported verbally to the Committee..

add to the demand on the facility based on the	
current level of housing in Long Clawson, and	
amount to a total of approx. £12,000 for this	
proposal, based on its scale (no. of houses).	

### **Representations:**

Site notices were posted, an article was put in the Melton Times and neighbouring properties consulted. As a result 88 letters of objection have been received and 'pro forma' letters from 42 correspondents, the representations are detailed below:

Representations	Assessment of Head of Regulatory Services
The representations include 'pro forma' type letters in which residents have identified objections from a list if 10 reasons for opposing the application. These points also summarise the objections raised in many of the individual letters of representation and are listed below.  • A lack of enhancement of the local area • The infrastructure will not cope • The school is too full • The doctor surgery is too full • Increased parking issues • Undue impact to the village hall • Flood/sewage impacts	There is no prescription on how representations may be submitted and all need to be taken into account.
<ul> <li>There are public transport issues</li> <li>Against the wishes of local people and not part of village plan</li> <li>Most of the correspondents have marked against all criteria will some omitting issues of public transport, impact on village all and village as a whole.</li> </ul>	
Impact upon the Character of the Area "Urban-style" housing development in Long Clawson is unsustainable. The development is too dense Too big a development The proposed development is out of character with the village in this setting. It would block views to the surrounding countryside and impact on the village scene. Its size and style is out of character and does not fit with the local "sense of place" that the NPPF encourages (para 58).	An illustrative masterplan has been developed by the agent following consideration of the constraints and opportunities identified in the accompanying technical reports.  The proposal is an outline proposal at present and therefore details of design would be addressed in full at reserved matters stage.  The Committee is reminded that S72 of the Listed Buildings and Conservation Areas Act 1990 requires that special attention is paid to the desirability of preserving or enhancing the character or appearance of that area.
	It is agreed that the site makes a contribution to the character of the village and Conservation Area, contributing to the 'open texture' referred to in the Conservation Area Appraisal. Its development is considered to be of 'less than substantial harm' and as such para 134 of the NPPF is engaged which requires such harm to be balanced against the benefits of the proposal.
Impact upon Highway Safety: The narrow country lanes running through the	Like many rural centres, with older housing having little or no off-street parking, there is
village cannot cope with addition traffic site sits on probably the most dangerous set of	limited capacity for parking on the street particularly in the village centre.

ould be self sufficient in
rking and would have little
ing situation.
ould increase the traffic on
twork. However there is no
accidents in the area likely
of excessive congestion in
es etc.
rther school places to be
nis and other developments
suggest the surgery has
patients. The surgery is
that it can accept new
limited but does directly
e to other locations.
wide range of services and
limited, public transport ations In the evidence
oducing the Local Plan it
ge of facilities of all of the
rough.
e properties proposed has
art because of the ecology
estershire County Council
now content that the osed has satisfied ecology
Saant maagan waishing in
icant reason weighing in at has not been rectified
cation. Historic England
objection to the proposal,
stantial harm' (see earlier for detail).
Tor Gounty.
gh Council environmental
as received no substantial
noise from the village hall
n close proximity ecompanied by a drainage
tively drain the site and
n ponds which would
rior to discharge off site,
he no increase in the flow
be no increase in the flow enfield rates') this has been

water run-off which will drain water into the	the approach subject to detailed design work
mains sewer. The sewers are already inadequate	(see LLFA comments above).
and can't cope at times of heavy rain when raw	
sewage bubbles up in the Sands area of the	
village.	
Reducing the housing number will make no	
difference to the flood risk this development	
poses to the wider catchment.	
Non Conformity with the Neighbourhood Plan	The role of the Neighbourhood Plan is
The site does not feature in the Clawson, Hose ad	addressed in greater detail below, alongside the
Harby neighbourhood plan.	emerging Local Plan. The weight that both
	plans can attract is addressed in Item 3 of this
	agenda 'Common Issues'.

# Other representations:

Consideration	Assessment of Head of Regulatory Services
The Rushcliffe Nevile & Langar Ward includes	Noted – the traffic from the site will disperse in
Hickling the adjacent village to Long Clawson,	numerous directions such that only a small
does not have the infrastructure to handle large	proportion will travel through Hickling. It is not
increases in population of the village of Long	considered this would be significant in the context
Clawson. These houses will mean an increase in	of existing traffic flows.
cars passing down Hickling Lane and through	
Hickling village.	
Employment. With the impending move of KS	The application would present a opportunity for a
Composites from the village there are very	mix of house types that would be available for
limited employment opportunities. The current	people employed in the village.
type of employment at the dairy is mainly low	
skilled low paid shift work. Out of the present 300	
employees very few live in the village. The	
majority of employees working in nearby towns	
and cities and commute to work	
Village will no longer retain its village status and	Noted.
will turn into a dormitory for Melton, Leicester,	
Nottingham & Grantham.	

# **Other material considerations**

Consideration	Assessment of Head of Regulatory Services
Planning Policies and compliance with the	The application is required in law to be considered
NPPF	against the Local Plan and other material
	considerations. The proposal is contrary to the local
The application is required to be considered	plan policy OS2 however as stated above the NPPF is
against the Local Plan and other material	a material consideration of some significance because
considerations.	of its commitment to boost housing growth.
	The 1999 Melton Local pan is considered to be out of date and as such, under para. 215 of the NPPF can only be given limited weight.
	This means that the application must be considered under the 'presumption in favour of sustainable development' as set out in para 14 which requires harm to be balanced against benefits and refusal only where "any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework
	taken as a whole".

The NPPF advises that local housing policies will be considered out of date where the Council cannot demonstrate a 5 year land supply and where proposals promote sustainable development objectives it should be supported.

The NPPF advises that local housing policies will be considered out of date where the Council cannot demonstrate a 5 year land supply and where proposals promote sustainable development objectives it should be supported. The Council cannot demonstrate a five year land supply and as such housing policies are deemed out of date.

Several appeal decisions have confirmed that the Local Plan's Village Envelope policy (OS2) is incompatible with the NPPF and therefore out of date, and therefore the NPPF should take precedence.

However this <u>on its own</u> is not considered to weigh in favour of approving development where harm is identified, such as being located in an unsustainable location.

The provision of up to 19 dwellings, including affordable units, able to provide the house types that meet the identified housing needs is considered to offer public benefit that weighs in favour of allow development in this location.

It is considered that development in this location would assist in boosting housing supply in a sustainable location. However, this 'benefit' needs to be balanced against the harm of the proposal and other material considerations that weigh against permission being granted.

# The (new) Melton Local Plan – Pre submission version.

The Pre Submission version (as amended by 'Focussed Changes') was submitted for Examination on 4<sup>th</sup> October 2017.

Please see associated Item 3 of this agenda 'Common Issues' regarding the weight it should assign.

The site is not allocated in the Local Plan and according is contrary to its provisions.

#### Neighbourhood Plan

The CHH Neighbourhood Plan has completed Examination and is proceeding to Referendum.

Please see associated Item 3 of this agenda 'Common Issues' regarding the weight it

The proposal is in conflict with the emerging local plan which it is considered is a factor that adds limited weight against granting permission.

The proposal is in conflict with the CHH Neighbourhood Plan. It is considered this non-compliance adds substantial weight against the proposal.

#### should assign.

The site is not allocated in the CHH NP for housing. It is identified as 'Local Green Space' and subject to Policy ENV 1 which states "New development will not be supported on land designated as Local Green Space except in very special circumstances."

It is also subject to Policy ENV 5 due to the presence of well preserved Ridge and Furrow identified in the LP. Policy ENV 5 states "Development proposals that would detrimentally affect or remove the areas of ridge and furrow earthworks shown in Figure 8 will not be supported unless it can be demonstrated that the benefits arising from the proposed development achieves substantial public benefits that would outweigh the harm or loss of the earthwork concerned. Any proposals to affect or remove identified ridge and furrow earthworks should identify the ways in which they intend to include water management systems and controls to replace those which naturally existed in the locality of the application site concerned and its network of ridge and furrow earthworks"

#### **Conclusion**

The Borough is considered to have a sufficient supply of deliverable housing sites in line with current planning guidance, with the most recent evidence pointing to more than seven years. Despite Long Clawson being considered a sustainable location for housing having access to various facilities, primary education, local shops, and a regular bus services and limited distances to employment opportunities which has reflected in its identification as a 'service centre' in the Emerging Local Plan, this is considered not to outweigh the policies within its Neighbourhood Plan which has 'passed' its Examination and commands significant weigh.

Furthermore, there are severe objections from a statutory consultee on heritage grounds which remain unresolved which are considered not to outweigh the benefits of the scheme in boosting housing growth.

The Local Authority however welcomes the applicant's commitment to delivery of key services through section 106 agreement contributions.

In conclusion it is considered that, on the balance of the issues, the benefits accruing from this proposal when assessed as required under the guidance in the NPPF in terms of housing supply and affordable housing in particular do not significantly and demonstrably outweigh the harm to the heritage assets and emerging Plans.

Recommendation: REFUSE, for the following reasons:-

- 1. The application proposes a development of dwelling that is contrary to the emerging Melton Local Plan. The development is allocated as a reserve site that should only be considered should demand for housing in the Borough increase or other allocated sites not come forward for development. The Borough is of the view that it has in excess of five year supply of deliverable housing sites. The application is therefore contrary to Policies SS1 and SS2 of the emerging Melton Local Plan 2011-2036.
- 2. The application proposes a development of dwellings that is contrary to the Long Clawson Neighbourhood Plan. The development is allocated as a reserve site that should only be considered should demand for housing in the Borough shift or other allocated sites not come forward for development. The application is therefore contrary to Policies H1, H2 and H3 of the Clawson, Hose and Harby Neighbourhood Plan 2017 to 2036.

3. The proposed development will cause through the loss of the ridge and furrow earthworks and the pasture field (comprising the development area) substantial harm through setting impact to the significance the scheduled monument and nearby listed buildings. The village and its nationally important heritage assets opens out to the agricultural landscape through the development area, which through its earthwork remains provides a direct link to how those ancient buildings and remains were inhabited and supported by labour on the land. The proposed development area represents the best point in the village where this link to the field strips and the farmed landscape can be made and experienced directly from the field containing the monument and flanked by the listed buildings. All this therefore means that a lack of a convincing case has been made to demonstrate that the substantial harm caused by these proposals would be outweighed by any public benefits and as such the proposal is considered contrary to the NPPF (paragraphs 132-134) which seek to ensure the protection of heritage assets.

Officer to contact: Mr Glen Baker-Adams Date: 24<sup>th</sup> November 2017.