COLEBY NEIGHBOURHOOD PLAN

Capacity Study: An Assessment of the Parish's growth potential

Updated January 2017



1. Introduction

The evidence collected through community consultation suggests that there is a strong local desire to limit extensions to the existing village boundary and that the level of housing growth to be supported over the period of the Neighbourhood Plan should be no more than the amount set out in the emerging Central Lincolnshire Local Plan. In view of this, an exercise has been undertaken to consider how the village might accommodate this growth target and identify an appropriate policy response for the Neighbourhood Plan to take forward.

Policy Context

settlement.

Policy LP2 of the Central Lincolnshire Local Plan (submission version) identifies Coleby as a small village (category 6 in the settlement hierarchy). The draft policy anticipates only small-scale development in these locations and suggests that residential developments will normally be limited to 4 dwellings. Draft policy LP4 sets out the overall level of housing growth for "medium" and "small" villages and requires a sequential approach to the where this growth is located. The policy is reproduced below.

Policy LP4
In principle, settlements within categories 5-6 of the settlement hierarchy will be permitted to grow by 10% in the number of dwellings over the plan period except for those settlements identified in the table below where an alternative level of growth is identified.
In each settlement, a sequential test will be applied with priority given as follows: i. Suitable brownfield land or infill sites within the developed footprint** of the settlement
ii. Brownfield sites at the edge of a settlement
iii. Greenfield sites at the edge of a settlement
Proposals for development of a site lower in the list should include clear explanation of why sites are not available or suitable for categories higher up the list.
** The developed footprint of the village is defined as the continuous built form of the settlement and excludes:
 individual buildings or groups of dispersed buildings which are clearly detached from the continuous built up area of the settlement;
ii. gardens, paddocks and other undeveloped land within the curtilage of buildings on the edge of the settlement where land relates more to the surrounding countryside than to the built up area of the settlement;
 iii. agricultural buildings and associated land on the edge of the settlement; and iv. outdoor sports and recreation facilities and other formal open spaces on the edge of the

Appendix B of the Local Plan provides a breakdown of the 10% figure for each settlement. Coleby is said to have a base number of 177 dwellings in 2012 (the Local Plan covers the period 2012 - 2036), which translates to a growth target of 18 dwellings. The table in appendix B also identifies a total of 3 dwellings that have been completed or granted permission since 2012, which gives a residual figure of 15 dwellings. These relate to:

- Planning permission granted for 2 dwellings on land adjacent to the The Bell (14/0036/FUL) (currently under construction); and,
- Completed works at Manor House on High Street: conversion of former nursing home into 3 dwellings (2 of which are to be be let as holiday homes) (13/1228/FUL).

In 2014, planning permission was granted for a further proposal at the Manor House. The application effectively sought to remove the conditions attached to the permission referred to above and enable the two curtilage dwellings to be occupied on a long-term rental basis (i.e. not restricted to short-term holiday lets). Whilst the conditions of the permission keep the relationship of these two properties to the principal dwelling (the Manor House) the same by ensuring they remain in the same ownership, the change in the type of occupancy permitted is significant. As these 2 dwellings are now capable of being rented out on the open market, they clearly form part of the village housing stock. In addition, 4 dwellings have been granted planning permission on land north of Dovecote Lane (16/0772/OUT). Together, these permissions increase the number of completed/permitted units to 9 dwellings.

During the Local Plan examination (November - December 2016) the inspector sought clarification as to whether the housing figures in Appendix B relate to the parish as a whole or to just the main settlement/village. The Central Lincolnshire Local Plan team clarified that the figures are intended to relate to the village only and has since confirmed to Coleby Parish Council that the baseline figure applied to Coleby in the Local Plan is incorrect (see correspondence at Appendix 1 of this report). It is agreed that the figure is 140 dwellings and that the 10% growth figure equates to 14 dwellings.

2. Methodology

Given that the Neighbourhood Plan must be broadly in accordance with the strategic policies of the Local Plan, the first stage of the assessment involved defining the "developed footprint" of the village using the principles referred to in policy LP4. Using the village boundary identified in the 2007 NKDC Local Plan (see appendix 1) as a basis for this exercise, a review was undertaken.

With the boundary established, possible opportunities for accommodating residential development were identified and assessed for their suitability. The approach accounted for the preferential order of locations identified in Policy LP4 and, accordingly, the assessment considered the following areas of investigation:

- The area within the developed footprint of the village
- Brownfield and greenfield opportunities at the edge of the developed footprint of the village:
 - North (the Hall and gardens, out towards the A607)
 - o East (from the playing field down to Dovecote Lane)
 - South (south of dovecote lane and Hill Rise)
 - West (the fields on the ridge, west of the village)
- Brownfield opportunities in the rest of the parish:
 - o The Lowfields
 - o Coleby Heath

For each area a high level review of constraints was completed and a traffic light colour coding system used to identify any major issues and inform the assessment of development potential.

- Flood risk and surface water flooding
- Significant wildlife sites
- Ancient woodland and protected (TPO) trees
- Scheduled Ancient Monuments (SAMs)
- Listed buildings
- Conservation area
- Historic parks and gardens
- Area of great landscape value (AOGLV)
- Village setting
- Proximity to local services and facilities

It should be noted that this study focuses only on the suitability of sites and that no account has been given to site availability¹. The opportunities identified are, in effect, only theoretical. In other words, there is no assumption that the respective landowners intend to develop their sites.

The outputs of this exercise are presented in the following section.

¹ Work has been undertaken by the Steering Group to understand landowner intentions and interests within the parish. Further details of the correspondence and feedback received is presented in the Statement of Consultation.

3. Findings and Recommendations



The Developed Footprint

Figure 1: Coleby's Developed Footprint

The following changes have been made to the boundary from that which is presented in the 2007 NKDC Local Plan:

- The undeveloped area immediately west of the village hall and car park is excluded from the developed footprint;
- The Dovecote Lane site that recently received planning permission for residential development is included in the developed footprint.

The proposed developed footprint (or "village boundary") on the map below is shown alongside the historic garden designation relating to Coleby Hall. There is a slight change here to what is shown on the 2007 policy map as the Historic England record (appendix 2) shows the Walled Garden off Far Lane as being part of the designation.

Areas of Investigation

The assessments are presented in the tables below.



Area information

The area of investigation encompasses the Developed Footprint of the village and the grounds and gardens associated with Coleby Hall, which is a registered historic park and garden (shaded light green on the map).

It is the main settlement of Coleby Parish, as well as its historic centre: important village facilities and amenities (the primary school, local church and local pubs) along with all the listed buildings in the parish are located inside this area. The majority of the area is covered by conservation area designation.

Rectory Road and Dovecote Lane provide access to the area from the A607, and Hill Rise provides access from the west of the parish. The A607 represents the main connection between the village and other settlements to the north and south, and the main bus stops are located here, in walking distance from the developed footprint.

The village sits on the edge of the Lincoln Cliff and falls within the Lincoln Cliff Landscape Area. The village presents a tight knit core, with a few valuable green spaces located inside the urbanised textile. The majority of dwellings are concentrated between High Street and Blind Lane and between Far Lane and Church Lane, the very core of the settlement.

SHLAA sites: There are no sites identified in the SHLAA inside this area of investigation.

Relevant Planning History:

- Site 1 (identified on the map), the walled garden: planning permission for 4 dwellings (ref: 95/0163/FUL) was granted in 1995, but was never implemented. The permission expired in 2000.
- Land north of Dovecote Lane: outline planning permission for 4 dwellings (ref: 16/0772/OUT) granted October 2016.

Constraints and Issues					
Efficient Use of Land					
Proximity to the village	G	Presence of Brownfield	Sites G		
	Acces	sibility			
Village facilities (school, pubs, church, village hall)	G	Bus stop	G		
	Environment	Il Constraints			
Flood risk zone	G	National and Local Wildl	ife sites G		
Surface Water Flooding - extent	G	Trees and woodland	R		
Built E	nvironment and	leritage Considerations			
SAM	G	Historic Park and Garde	n <mark>R</mark>		
Listed buildings	R	Conservation area	R		
Landscape and Settlement Character					
AOGLV	Α	Village Setting	А		
Conclusion					
Conclusion					

There are, potentially, a number of opportunities for infill development with this area of investigation:

- Given the expired planning permission on the walled garden site (marked 1 on the map), a theoretical capacity of 4 dwellings is estimated here. However, any development proposal within the Historic Garden is likely to be fairly significantly constrained by heritage considerations. That is not to say that development could not take place here, but rather that opportunities - should they arise - will be influenced by these constraints.
- Approximately 3 or 4 dwellings to the rear of Ivy House Farm (site 2): the site, currently hosting a
 large building of unknown use, is approximately 0.25 hectares in area, and could share access to
 High Street with the nearby Ivy House Farm. The standard density calculations applied to the Central
 Lincolnshire Local Plan allocations suggest that such a plot could host up to seven dwellings (at 30
 dwellings/hectare), but a development of no more than 4 dwellings would better reflect the existing
 character at this part of the village.
- Approximately 1 or 2 dwellings within the curtilage/garden of existing properties: Red House (0.1 hectare, site 3) could host 1 potential dwelling; the garden of the Glebe House (0.25 hectare, site 4) could host 1-2 more; and, 1 dwelling on the land seemingly underused land between 5 and 9 Dovecote Lane.

In all of the above scenarios, the potential impact on the character and appearance of the Conservation Area and any listed building would be key issues and could determine whether, as a matter of principal, development is considered acceptable. No assessment in this regard has been undertaken. Notwithstanding this, or indeed landowners' intentions, it seems there is potential capacity for around 11 dwellings on infill sites within the Developed Footprint of the village.



The area of investigation covers the land between Rectory Road, the A607 and Dovecote Lane. It is within walking distance of all facilities, amenities and bus stops. The area is a plateau, mainly covered in agricultural fields and separated by hedges.

The area is part of the Lincoln Cliff Landscape Character Area – despite being on the plateau – and has more in common with the Central Plateau Landscape Area to the east than with the landscape view to the west (cf. West of the Developed Envelope below). It acts as a buffer zone between the village and the A607, providing good physical separation between the two. The succession of hedges along the main road also serves to provide a visual and sound barrier for the village.

SHLAA sites: Land at Dovecote Lane (Ref: CL431), the 1.12ha site with recently approved planning permission for 4 dwellings (16/0772/OUT) and adjacent paddock that extends northwards along the eastern edge of the village boundary (the paddock falls outside of the application site).

Relevant Planning History: Permission refused for 4 dwellings south of Rectory Road (16/1043/OUT)

Constraints and Issues



Flood risk zone	G		National and Local Wildlife sites	G			
Surface Water Flooding - extent	G		Trees and woodland	G			
Built	Built Environment and Heritage Considerations						
SAM	G		Historic Park and Garden	Α			
Listed buildings	G		Conservation Area	Α			
Landscape and Settlement Character							
AOGLV	Α		Village Setting	R			
Conclusion		I					

One of the defining characteristics of the village is that it is set back off Grantham Road (A607). Residents are keen to maintain the clear separation between the village and the A607 and do not wish to see the buffer zone eroded and development creep closer to the main road.

The northern part of the area (along Rectory Road) is particularly sensitive in this regard as it is here that the "gap" is at its narrowest point (approximately 150m). This field contributes to the rural setting of the eastern edge of the village and forms an integral part of the view along Rectory Road on both the approach to the village and on leaving it. There are no existing natural features that could form obvious boundaries for a development site. Any development here would significantly impact on the countryside/village transition by intensifying development at this point and extending the built up part of the village closer to the main road. Whilst the properties on the opposite side of Rectory Lane continue further eastwards than those on the south side, this contributes to the "soft edge" to the village, which culminates in the village hall and playing field along that side of the road.

Along the rest of the village's eastern boundary, development opportunities also appear limited. The central part is restricted by access issues and is sensitive to landscape impacts and village setting. The southern part of the area of investigation adjoins the site that recently received planning permission and no further eastward expansion seems appropriate here.

No brownfield opportunities have been identified and given the landscape and village setting constraints at this part of the village there are no apparent greenfield opportunities that have emerged through this study.



Area information

The area of investigation encompasses the whole area north of the Historic Garden (marked 3 on the map) and on the east side of it (marked 1 on the map). These two agricultural areas are enclosed by hedges and separated by the original access road to Coleby Hall from the A607.

To the east of the A607 is a row of semi-detached houses, and a cluster of farm buildings associated with Hall Farm (marked 2 on the map).

SHLAA sites: There are no sites identified in the SHLAA inside this area of investigation.

Relevant Planning History: None

Constraints and Issues					
	Efficient	Use o	f Land		
Proximity to the village	Α		Presence of Brownfield Sites	G	
Accessibility					
Village facilities (school, pubs, church, village hall)	Α		Bus stop	G	
Environmental Constraints					
Flood risk zone	G		National and Local Wildlife sites	G	
Surface Water Flooding - extent	G		Trees and woodland	А	

Built Environment and Heritage Considerations					
SAM	G	Historic Park and Garden	Α		
Listed buildings	G	Conservation area	G		
Landscape and Settlement Character					
AOGLV	Α	Village Setting	G		
Conclusion					

Although adjacent to the village, the agricultural areas marked 1 and 3 are relatively peripheral to the village, with elements of Coleby Hall and its historic garden nestled between here and the main part of the village to the south. Taking into account these issues, along with potential landscape impacts, it is considered unlikely that any development around areas 1 and 3 would be considered acceptable.

There are no obvious brownfield opportunities around the row of properties on Grantham Road. However, Hall Farm, to the north of here, presents a possible brownfield redevelopment opportunity.

The farm buildings cover approximately 0.8 hectare, and currently hosts 11 one or two storey buildings (including the farmhouse, barns, and garages etc.). The group of buildings nearest the road, which include an attractive central coach house are of local historic significance and are likely to date back to the late 1800s. The condition of many of these buildings appear to be deteriorating, suggesting some level of underuse and potential scope for redevelopment.

The farmstead is separated from the road by a 15 m open grass corridor. The estate has direct access to the A607, and it is in walking distance from the bus stop and the facilities within the village.

It is possible that a residential redevelopment scheme could host up to 9 dwellings (applying the same density rate used in similar developments, cf. Developed Envelope), but that capacity is based on development of the whole farmyard, so a conservative estimate of 4 dwelling should apply - particularly as it would be preferable to convert and retain the buildings if it is feasible to do so.

The paddock immediately south of Hall Farm and enclosed by the properties to the south and east (that form a small hamlet outside the main village) has been considered as part of this study. Modest development here would have little impact on the setting or character of the main village, and it would be in reasonable proximity to the services in the village. However, it would constitute a form of ribbon development on a greenfield site adjacent to a hamlet. Furthermore, planning policy in the emerging Local Plan restricts residential development in such locations to that which is essential to the needs of rural operations. A judgment on the appropriateness of this area would therefore depend on material considerations relevant to a specific development proposal.



Flood risk zone	G	National and Local Wildlife sites	G		
Surface Water Flooding - extent	G	Trees and woodland	Α		
Built Envi	ronment and	Heritage Considerations			
SAM	G	Historic Park and Garden	G		
Listed buildings	G	Conservation Area	R		
Landscape and Settlement Character					
AOGLV	R	Setting of the Village	R		
Conclusion					
The steepness of the cliff makes development west of the Developed Footprint difficult. Moreover, development within this area is likely to have a significant impact on the historic characterisation of Coleby as a top-of-the-cliff village, on the landscape views associated with the top of the hill and on the quality of the footpath as a local amenity.					
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Development at the bottom of the hill or adjacent to Hill Rise will have a similar negative effect on the visual impact on the approach to the village, as well as the effect of expanding the developed envelope far from its natural centre.

For these reasons, no development opportunities have been identified in this area.



The area of investigation lies south of the Developed Footprint. On the eastern side the land forms a plateau that gradually turns into a slope within the western part of the area. It is mainly covered by paddocks and agricultural fields (including the former quarry site, marked 3).

The area is part of the Lincoln Cliff Landscape Character Area, and its presence contributes to Coleby's rural setting. This is particularly true for the west part, where the steepness of the slope allows a wide and open view on the countryside (1 on the map), while the views over the plain on the east side are shortened by the various field boundary hedges (2 on map).

Access to the village facilities and amenities is possible through Dovecote Lane on the east and Hill Rise on the west, while bus stops located on A607 are a longer walk away.

SHLAA sites: There are no sites identified in the SHLAA inside this area of investigation.

Relevant Planning History: None

Site Performance					
	Efficient Use of Land				
Proximity to the village	G		Presence of Brownfield Sites	R	
Accessibility					
Village facilities (school, pubs, church, village hall)	G		Bus stop	Α	

Environmental Constraints					
Flood risk zone	G	National and Local Wildlife sites	G		
Surface Water Flooding - extent	G	Trees and woodland	G		
Built Envir	onment and	Heritage Considerations			
SAM	G	Historic Park and Garden	G		
Listed buildings	G	Conservation Area	G		
Landscape and Settlement Character					
AOGLV	Α	Village Setting	Α		
Conclusion					

The area of investigation presents one area of potential greenfield development adjacent to the existing envelope. Area 2 sits in front of the recently approved development on Dovecote Lane. Small-scale development here (no more than 4 dwellings) would extend this part of the village eastwards, but could do so without extending the overall eastern extent of the village. Whilst this form of greenfield development would have some impact on the landscape setting and view over the plateau, it is potentially less sensitive than other greenfield edge of village areas on the western and eastern side of the village. Development is unlikely to impact on the village characterisation and would not reduce the buffer zone between the village and the A607.

The steepness of the land around area 1 and the potential for detrimental effects on the landscape view on the approach out of the village core could constrain development opportunities here.

The area marked 3 relates to the site of the former quarry which, during the consultation on the neighbourhood plan, was frequently mentioned by residents who were concerned that this area may be developed in the future as it has been mooted in the past. Given its spatial relationship to the village and the role the area plays in the setting of the village, it is not likely that development here would be considered appropriate.

In summary, the area to the south of the village appears to have potential scope for no more than 4 dwellings.



Area information

The area of investigation encompasses a very large area limited by the Parish boundaries on the south, east and north (it excludes area examined in other parts of this document). The area is predominately covered in agricultural land (Grade 2), with some agricultural buildings and individual/small clusters of dwellings

The area marked 1 on the map relates to a small cluster of residential and commercial uses at the south eastern corner of the parish. The cafe and hardstanding to the south (currently used for a hand car wash) sit outside the parish boundary.

Connection with the village is very limited given the distance, the absence of public transportation, and the presence of a single road stretching across the whole area (Heath Road).

SHLAA sites: There are no sites identified in the SHLAA inside this area of investigation.

Relevant Planning History: None.



Flood risk zone	Α		National and Local Wildlife sites	G		
Surface Water Flooding - extent	Α		Trees and woodland	G		
Built	Environment and	d Heri	tage Considerations			
SAM	G		Historic Park and Garden	G		
Listed buildings	G		Conservation area	G		
Landscape and Settlement Character						
AOGLV	G		Village Setting	G		
Conclusion						
In view of the peripheral character and relationship to the village, the lack of potential brownfield sites, and the landscape value of the area it is not appropriate to identify any residential development potential within this part of the parish. If a proposal were to come forward in the future, it would need to be considered on its own merit.						



Built Environment and Heritage Considerations					
SAM	G	Historic Park and Garden	G		
Listed buildings	G	Conservation area	G		
Landscape and Settlement Character					
AOGLV	G	Village Setting	G		
Conclusion					
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within this part of the parish. If a proposal were to come forward in the future, it would need to be considered on its own merit.

4. Conclusions

Through this assessment of the potential development areas within the parish, it appears that the Local Plan housing target (taking into account completions and recent permissions) could be delivered through a combination of infill sites within the village, brownfield redevelopment on the outskirts of the village and/or limited greenfield development at the edge of the developed footprint of the village.

The assessment process has deliberately sought to establish principles to guide the direction of development, rather than contribute to a site allocation process or identify specific locations where the boundary of the village should be altered to accommodate future development.

The process of allocating sites would require significantly more work in order to demonstrate viability and deliverability. And given the overall potential capacity identified in the village (around 18 - 20 dwelling), it would be necessary to select and discount sites if all of these sites were deemed available (i.e. landowners confirmed intentions to develop their sites) in order to achieve the residual growth target of just 5 dwellings. Changing the boundary is, effectively, a form of allocating a site and similar problems would be encountered with this approach.

It is recommended that a flexible policy approach is taken forward in the Neighbourhood Plan, using these findings to inform a Coleby-specific interpretation of Policy LP4 on the Local Plan. The sequential approach would be as follows:

- · Suitable infill sites within the identified developed footprint;
- Brownfield sites close to the village, east of the A607;
- Greenfield sites immediately adjacent the developed footprint at Dovecote Lane.

This sequential list could then be supplemented with a list of caveats/ relevant criteria associated with impacts on the conservation area, landscape character and village setting etc. This type of policy approach would then influence the particular form of development and also the specific location - but without allocating specific sites specifically.

Appendix 1: Email correspondence from Central Lincolnshire Local Plan Team planning officer confirming base number of dwellings for Coleby village

From: Philip Hylton <<u>Philip Hylton@central-lincs.org.uk</u>>

Date: 21 December 2016 at 16:28 Subject: FW: Coelby Neighbourhood Plan Base Number of Dwellings To: "<u>colebyparishclerk@googlemail.com</u>" <<u>colebyparishclerk@googlemail.com</u>> Cc: Charlotte Robinson <<u>Charlotte.Robinson@central-lincs.org.uk</u>>

Dear Sue

Please accept my apology for the delay in responding. As I am sure you will understand the last few months in the lead up to and the Local Plan Examination and the Examination itself has been extremely resource intensive, so I was not able to respond to your query.

I have now had chance to look into the figures and I concur that the figure for Coleby should be 140 dwellings. I will ensure colleagues dealing with planning applications are aware of this change and will update our files. If there are any further questions, please let me know.

Kind regards

Phil Hylton Planning Officer Central Lincolnshire Local Plan Team



Appendix 2: NKDC Local Plan (2007) Policy Map for Coleby



