

Queniborough Neighbourhood Plan: Settlement Boundary



1. Introduction

- 1.1 Settlement Boundaries¹ provide for a plan-led approach to new development within settlements whilst preventing unnecessary encroachment into the countryside. In this respect the Settlement Boundaries give some clarity and certainty to areas which will be considered more acceptable for development.
- 1.2 Whilst the principle of development within Settlement Boundaries is generally considered to be acceptable, the location of a proposal within these limits does not automatically confer planning permission or mean that the planning permission will be granted upon application. All proposals, whether inside, adjacent, or outside of the Limits to Development, will be considered under S.38(6) of the Planning Act and determined in accordance with the development plan unless there are material considerations that indicate otherwise.

2. Borough of Charnwood Local Plan (2004)

- 2.1 The Borough of Charnwood Local Plan (2004) includes Policy ST/2 'Limits to Development' which, together with the limits on the proposals map (shown blue on attached map), is used in conjunction with Policy CS1 of the Charnwood Local Plan Core Strategy 2011- 2028 when determining planning applications. Limits to Development are defined for Queniborough in the 2004 Local Plan.
- 2.2 The limits defined under ST/2 were drafted some years ago and over time there have been changes that suggest a different boundary is now appropriate. Regardless, national planning policy requires neighbourhood plans to be based on up to date evidence and, once completed, this assessment will fulfil that role for the preparation of Settlement Boundaries as part of the Queniborough Neighbourhood Plan.

3. Queniborough Neighbourhood Plan

- 3.1 To support the preparation of updated boundaries, a detailed methodology (attached) has been prepared for the Queniborough Neighbourhood Plan Steering Group.

¹ Settlement Boundaries, Limits to Development, Settlement Limits, Village Envelopes are interchangeable terms- they all perform the same function.

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- 3.2 The methodology was used to define a Settlement Boundary for Queniborough, and this was first published as part of the Steering Group's March 2019 household questionnaire (shown purple on attached map).
- 3.3 The questionnaire was used to gauge support for the proposed Settlement Boundary. 96% of respondents to our survey thought that a Settlement Boundary was a good way of controlling development in Queniborough. 89% of respondents agreed with the Settlement Boundaries we identified. 11% of respondents did not support the proposed Settlement Boundary- 44 comments were received from these respondents.
- 3.4 Most of these comments were of a general nature, but there were several requests for revisions to the proposed Settlement Boundary:
- Include Coppice Lane;
 - Opposite Branstons;
 - North to the brook, east to a line level with the bridge on Croxton Road and south to a line drawn from the south-east corner of the new Barkby Road development to the southern edge of the new Manor Farm development;
 - Land behind houses on Main Street; and
 - Inclusion of the curtilage of The Old Hall.
- 3.5 There is no requirement to provide for additional development to meet strategic housing requirements. Many homes have been built and permitted in Queniborough over recent years and our plan provides for infill development and the development of Queniborough Lodge- a brownfield site. Our neighbourhood plan is already planning positively for new homes, and the Settlement Boundary provides greater certainty for developers, infrastructure providers and the community. There is no need to extend the Settlement Boundaries to accommodate more housing growth on greenfield sites.

4. Charnwood Local Plan Review

- 4.1 In July 2018, Charnwood Borough Council undertook a review of the limits to development for the settlements in the Borough. The assessment will be used to inform the preparation of the new Local Plan to 2036.

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- 4.2 The settlements that are included within the assessment have been identified having regard to Policy CS1 (Settlement Strategy) in the Charnwood Local Plan Core Strategy, and the Charnwood Settlement Hierarchy Assessment (March 2018). They include Queniborough.
- 4.3 An assessment report sets out the methodology for the survey, including the principles adopted, and the draft findings and Settlement Limits. The assessment criteria are:

Principle 1

- 4.4 The boundary will tightly define the settlement by enclosing the established, cohesive built form. Where possible it will follow defensible boundaries: distinct features such as walls, watercourses, roads and hedgerows which have a degree of permanence.
- 4.5 Settlement boundaries will include:
- Existing commitments for built development (implemented and unimplemented planning permissions).
 - The curtilages of buildings which clearly relate to the building through their proximity and character.
 - Planned allocations in development plan documents where a boundary has been identified.
 - Community Buildings which are adjacent to the main built form of the settlement such as schools, public houses and community halls.

Principle 2

- 4.6 Settlement boundaries do not need to be continuous, in some instances the nature and form of the settlement may make it appropriate to define two or more separate elements, for example as currently exists in Barkby.
- 4.7 Settlement boundaries will exclude:
- Playing fields or other open spaces at the edge of settlements (e.g. allotments, cemeteries)
 - Outlying or isolated buildings or structures which are physically or visually detached from the built form of the settlement.
 - Large gardens or other open areas, such as adjacent paddocks and orchards

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- d. Agricultural/farm buildings and their curtilages which are situated on the edge of the settlement.
- 4.8 Each settlement was surveyed, initially through a desktop review and then by site visit. The desktop review and site visits were undertaken between March 2017 and February 2018.
- 4.9 The assessment report sets out the draft findings for each of the settlements. The associated maps setting out the proposed new settlement limits for each settlement have been published (the settlement limit for Queniborough is shown red on attached map).

5. The Relationship between the Local Plan and Neighbourhood Plans

- 5.1 This is usefully addressed in Planning Practice Guidance (PPG) (ID: 12-013-2070728, 41-076-20140306, 41-077-20140306 and 41-009-20160211).
- 5.2 Neighbourhood plans can be developed before, after or in parallel with a Local Plan, but the law requires that they must be in general conformity with the strategic policies in the adopted Local Plan for the area. Plans should make explicit which policies are strategic policies in accordance with paragraph 21 of the National Planning Policy Framework (NPPF).
- 5.3 Neighbourhood plans are not tested against the policies in an emerging Local Plan although the reasoning and evidence informing the Local Plan process may be relevant to the consideration of the basic conditions against which a neighbourhood plan is tested.
- 5.4 Where a neighbourhood plan is brought forward before an up-to-date Local Plan is in place the local planning authority should take a proactive and positive approach, working collaboratively with a qualifying body.
- 5.5 The local planning authority should work with the qualifying body to produce complementary neighbourhood and Local Plans. It is important to minimise any conflicts between policies in the neighbourhood plan and those in the emerging Local Plan, including housing supply policies. This is because section 38(5) of the Planning and Compulsory Purchase Act 2004 requires that the conflict must be resolved by the decision maker favouring the policy which is contained in the last document to become part of the development plan.

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5.6 Where a neighbourhood plan has been brought into force, the local planning authority should take it into account when preparing the Local Plan strategy and policies, and avoid duplicating the policies that are in the neighbourhood plan.

6. Comparison of Limits to Development

6.1 The methodologies for the preparation of Limits to Development used for the Queniborough Neighbourhood Plan (QNP) and the Charnwood Local Plan Review (CBCR) are very similar. Consequently, as demonstrated by the attached map, there is broad similarity between the Local Plan review and Neighbourhood Plan proposed Limits to Development. They are both similar to the Limits to Development defined by the 2004 Borough of Charnwood Local Plan (CLP).

6.2 The principal variations are identified in the table below:

	Location	CLP Settlement Limits	QNP Settlement Boundary	CBC Limits to Development (CBCR)	Comment
1	79, 81 and 61-65 The Ringway	In	In	Out	CBCR arbitrarily truncate curtilages.
2	School playing field	In	In	Out	CBCR incorrect application of methodology as playing field is not on edge of settlement.
3	King George's Field and Old Hall grounds	In	Out	Out	Open areas of countryside will lie outside Settlement Boundary.
4	Rear of 20a to 80 Main Street	In	In	Out	CBCR arbitrarily truncates curtilages.
5	20-23 The Paddocks	Out	In	In	New development
6	93 Main Street	In	In	Out	Both CBCR and CLP arbitrarily

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	Location	CLP Settlement Limits	QNP Settlement Boundary	CBC Limits to Development (CBCR)	Comment
					truncates curtilage.
7	2-5 Manor Farm Mews	In	In	Out	Both CBCR and CLP arbitrarily truncates curtilage.
8	Rear of 63-81 Main Street	In	In	Out	CBCR arbitrarily truncate curtilages.
9	Rear and side of The Old Barn and Pendleton Close	Out	Out	In	Both CBCR and CLP arbitrarily truncates curtilage.
10	Rear of 19-25 Main Street	In	In	Out	CBCR arbitrarily truncate curtilages.
11	Barley Fields	Out	In	In	New development
12	Barley Fields SuDS	Out	In	Out	Boundaries should be extended to include peripheral sites where there is an extant planning permission for residential or employment development.
13	Rear of 43-51a Avenue Road	In	In	Out	CBCR arbitrarily truncate curtilages.
14	Rear of 8-20 New Zealand Lane	In	In	Out	CBCR arbitrarily truncate curtilages.

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	Location	CLP Settlement Limits	QNP Settlement Boundary	CBC Limits to Development (CBCR)	Comment
15	Rear of 5-103 New Zealand Lane	In	In	Out	CBCR arbitrarily truncate curtilages.
16	Electricity sub-station off Ridgemere Close	In	Out	Out	Sewage Treatment Works, electricity sub-stations, pumping stations and other utility buildings on the edge of a settlement should be excluded from within the boundary.
17	Alfred Belshaw Road development	Out	In	In	New development
18	Queniborough Lodge	Out	In	In (partly)	CBCR arbitrarily truncate curtilages.

7. Conclusions

- 7.1 Charnwood Borough Council has undertaken a review of the limits to development for Queniborough duplicating a planning process that is being undertaken by the Neighbourhood Plan. Neither the Limits to Development nor the Charnwood Local Plan Review Settlement Limits Assessment Report are strategic policies. The Charnwood Local Plan has not made sufficient progress to be a material consideration. The Neighbourhood Plan Settlement Boundaries will therefore not be tested against the settlement limits in the emerging Local Plan.
- 7.2 Nonetheless, it is important to minimise any conflicts between policies in the neighbourhood plan and those in the emerging Local Plan. This can be achieved with some minor modifications to the proposed Limits to

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Development in the Charnwood Local Plan Review Settlement Limits Assessment.

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QUENIBOROUGH NEIGHBOURHOOD PLAN: SETTLEMENT BOUNDARY METHODOLOGY

Background

Limits to Development/Settlement Boundaries provide clear, defensible boundaries around settlements within which development will normally be confined. They have been used as a planning policy tool in Charnwood Borough for a considerable time and are a well understood planning tool for managing development.

Limits to Development are currently defined by the Borough of Charnwood Local Plan (2004) proposals map. The Limits to Development distinguish between areas of development and development potential and areas of restraint, such as countryside.

Although the Charnwood Local Plan 2011 - 2028 Core Strategy does not identify new Limits to Development, it paves the way for our Neighbourhood Plan to define new boundaries as a means of providing for development and protecting the countryside (Core Strategy Policy CS1 and paragraphs 5.23 and 7.7).

The Need to Review Limits to Development

Although Limits to Development are defined in the 2004 Local Plan, their preparation started well before then, so they have not been fully reviewed for many years. Originally, they allowed for some new development, but over time those opportunities have become more constrained.

- The case for reviewing Limits to Development as part of the preparation of the Wolds Villages Neighbourhood Plan is overwhelming. Up-to-date Limits to Development will provide:
- Certainty: with a boundary shown on the Neighbourhood Plan Policies Map, Limits to Development make it clear what will or will not be permitted and where. They provide a transparent and consistent approach to development control decisions;
- A managed approach to housing growth;
- Protection for the countryside from ribbon development and the coalescence of settlements;

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- Reduces the hope of obtaining planning consent for development outside Limits to Development with resulting impact on land values. Reduced 'hope value' facilitates the release of land for rural exception site affordable housing schemes and the provision of community facilities.

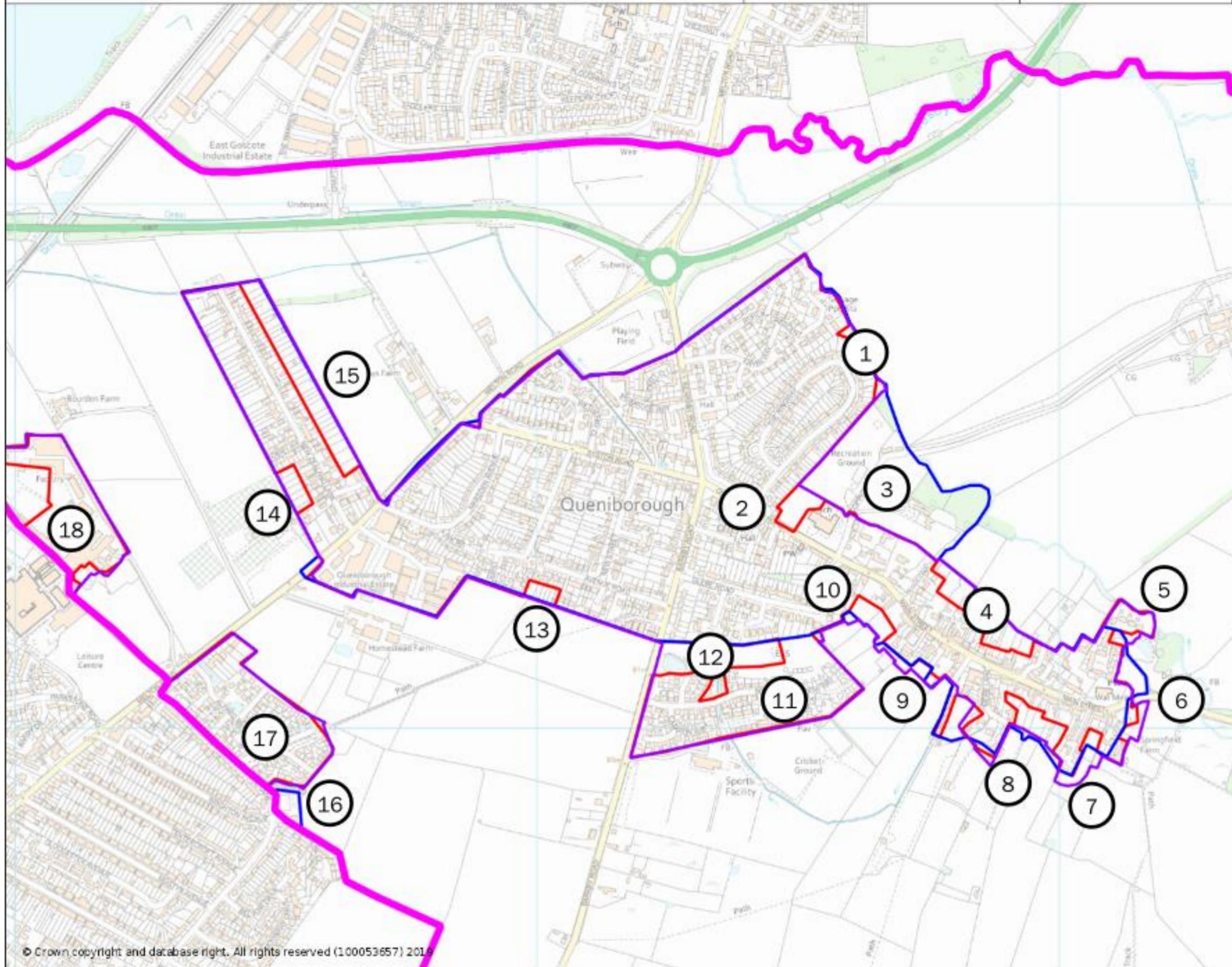
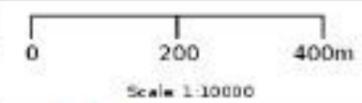
Methodology

The Limits to Development defined by the Borough of Charnwood Local Plan (2004) Proposals Map provide a good starting point for a review. The existing Limits to Development define the principal built-up area of Queniborough.

The review will ensure that, generally, open areas of countryside- agricultural land, paddocks, meadows, woodland, rivers and lakes, and other greenfield land (except for residential curtilages)- will continue to lie outside Limits to Development. If there is a need for Queniborough to accommodate housing or employment growth this will be done by the allocation of development sites within, or more likely, adjoining the Limits to Development Boundary.

The following methodology applies:

- Where possible, boundaries should follow a defined feature that is visible on-site and on an OS plan e.g. field boundary, building, road, stream, wall or fence.
- Boundaries should generally follow the curtilage of properties. In the case of residential gardens, occasionally the curtilage of the property is not well defined or so large that it appears to form part of the countryside surrounding the settlement. In these cases, the boundary should be defined to protect the landscape setting of the settlement.
- Isolated or sporadic development which is clearly detached from the principal built-up area should be excluded from within the boundary.
- Boundaries need not be continuous. It may be appropriate given the form of a settlement to define two or more separate areas.
- Limits to Development boundaries should be extended to include peripheral sites where there is an extant planning permission for residential or employment development. Similarly, sites that are to be allocated for development should be included within settlement boundaries.
- Peripheral playing fields, environmental space, garden centres and nurseries, allotments and community gardens should not be included within the boundary.
- Sewage Treatment Works, electricity sub-stations, pumping stations and other utility buildings on the edge of a settlement should be excluded from within the boundary.
- Agricultural buildings may be included in development boundaries if they are well related in terms of scale and positioning to the rest of the settlement. Account will also be taken of the availability of defensible boundaries and the age of the building (i.e. how established the building is in the settlement).



Neighbourhood Area

-  QNP Settlement Boundary
-  CLP Settlement Limits
-  CBC Limits to Development
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