

# TATENHILL AND RANGEMORE NDP

Proposed revisions to the Neighbourhood Development Plan  
November 2018

Submitted by: Tatenhill and Rangemore Parish Council

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# 1. Introduction

## Purpose of this document

- 1.1. Following detailed conversations between the Tatenhill and Rangemore Parish Council, the Community Group and East Staffordshire Borough Council (ESBC) it has been agreed that there is a need to revise policy HE1 of the Tatenhill and Rangemore Neighbourhood Plan which was 'made' on 1<sup>st</sup> February 2016. This document sets out the proposed revision.
- 1.2. Monitoring and review of the plan by all parties has demonstrated that in the interests of meeting the aspirations of the local community and providing clarity for the applicants and decisions makes further guidance on the operation of policy HE1 should be provided. This document sets out the proposed revisions to policy HE1 which is included on pages 20 and 21 of the Neighbourhood Plan, as well as other changes throughout the Neighbourhood Plan to respond to these matters.
- 1.3. This document sets out in full the existing policy HE1 in the 'made' Neighbourhood Plan, as well as the proposed changes in the form of a revised HE1 which includes 4 sub-policies, and the alterations that are proposed to the explanatories to policies SP2 and LC1. It is intended that the revised policy and its sub-policies will in whole replace that current HE1. Until such time as the replacement is agreed and 'made' the current HE1 remains in force.

## The Consultation Process

- 1.4. The revised policies have been drafted by the Parish Council working alongside their consultants, who have carefully considered suggestions from the Community Group, and the planning team at ESBC (both the local plans and the development management teams). This has been a process that has taken around 6 months and has included a review of past planning decisions as well as ensuring that these reflect national policy and decisions more widely. The changes are also designed to reflect changes to national policy as set out in the National Planning policy Framework revised and re-released in July 2018)
- 1.5. The plan has already been the subject of six weeks consultation under the provisions of regulation 14 of the Neighbourhood Planning Regulations, and as such this document sets out the changes that are agreed following that consultation. Therefore, these changes should be read alongside the accompanying regulation 14 consultation document. Only a limited number of responses were received, however, the accompanying document sets out the response to the key issues raised and how this has changed the drafted revised policies.
- 1.6. The revisions to the plan are also supported by a Basic Conditions Statement and an Environmental Statement in accordance with the regulations.

## How will the amendments be incorporated?

- 1.7. This changes proposed in this document will simply replace and augment the policies in the extant 'made' neighbourhood plan. The chapter 3 of this document sets out exactly which policies paragraphs will be replaced, and additional insertions are to be made. Instructions for where these amendments are to be made are shown in squared brackets and in red. All text to be removed is displayed as strikethrough. A series of minor typographical changes are set out in chapter 4.

## **2. Background and context**

- 2.1. In early 2013, Tatenhill and Rangemore Parish was one of the first areas designated to take forward the preparation of a Neighbourhood Plan. Unlike many of the early neighbourhood Plans, this plan was designed to tackle a range of complex and detailed issues effecting rural communities in the England, including the guidance for rural housing. After nearly three and a half years of hard work by the Parish Council, Community Group, and the wider community, the plan was 'made' on 1<sup>st</sup> February 2016, following a referendum which was 92% in favour of the plan.
- 2.2. Since 2016, there have been a number of planning applications brought forward by developers in both the villages of Tatenhill and Rangemore, as well as elsewhere in the Parish. Almost all of these have included some consideration of the Neighbourhood Plan and its policies, and specifically policies HE1 (Parish Housing Strategy) and HE2 (Local Housing Needs). New homes have been delivered, but these have not always been the right mix to meet the needs of the community and help build a sustainable community.

### **Rationale for the Revisions**

- 2.3. Since 2016, the Neighbourhood Plan has been periodically reviewed by the Parish Council in consultations with the Community Group and East Staffordshire Borough Council (ESBC). Having reviewed the effectiveness of the Neighbourhood Plan over the last three year it has been determined that the two housing policies HE1 and HE2 were not working as they were envisaged. They do not deliver the right housing mix (too many large properties being delivered) and the criteria for acceptability was open to varying interpretation.
- 2.4. The opportunity exists to revise and review individual Neighbourhood Plan policies without the need to prepare an entirely new plan. As such, the Parish Council, in consultations with ESBC have agreed to take forward a partial review or amendment. This review has been based on a detailed review of the planning applications (both approved and refused) since the plan was brought into force so that the revisions can deliver the clarity that is sought. Further details are provided in chapter 2.
- 2.5. The current policy HE1 has two parts. The first part of the policy provides guidance for the overall distribution of new housing within the Parish and remains unchanged excepting a few minor changes to tie the policy better to the ESBC Local Plan (which was adopted after the Neighbourhood Plan) and the newly revised National planning policy Framework (2018). The second part, sets out four criteria whereby new homes could be considered acceptable. The revisions expands these into four sub-policies HE1.1 to 1.4, each of which is designed to provide specific guidance for determining the acceptability of these types of residential development based on the discussions undertaken and the review of the planning applications.
- 2.6. Collectively, these four sub-policies simply set out an approach which has been agreed by the Parish Council and the Local Planning Authority (ESBC) as to how planning proposals of these types should be considered. The intention is simply to provide clarity and transparency for all, whether that be ESBC when determining planning applications, the community when commenting on schemes, or developers and housebuilders when proposing new development. Providing clarity in planning decisions is a key cornerstone of national guidance and ensures consistency in decision making.

### 3. Proposed material changes

**[Additional paragraph to be inserted following paragraph 5.8 of the Neighbourhood Plan]**

5.9. The parish includes a number of large estates. These estates, holistically planned, have a distinctive character and identity with some areas of the parish to the west being some of the last to be subject to enclosure. In addition, the wider landscape parklands of both Rangemore Hall and the now demolished, Brykley Park, being strongly influenced by the nationally renowned landscape architects Joseph Paxton and Capability Brown respectively. It is important that developments in and around these areas respond to, and respect, the historical legacy provided by this landscape when preparing proposals. The parish council is working with local groups and societies to continue to understand the significance of these heritage assets and share these with the community and investors alike.

**[Paragraphs 5.9 to 5.15 of the extant 'made' Neighbourhood plan will require renumbering to accommodate the additional paragraph]**

**[Extant policy HE1 and explanatory text to be deleted]**

#### **HE1 – Parish Housing Strategy**

**The NDP supports the development of approximately 25 dwellings (comprising conversions) and new build) over the plan period.**

**Development will be located in accordance with the following spatial strategy:**

- Approximately 10 focused on Tatenhill village;**
- Approximately 9 focused on Rangemore village;**
- Approximately 2 focused on Tatenhill Common; and**
- Approximately 4 elsewhere within the rural areas of the parish in accordance with HE3.**

**Development proposals which meet other policies of the Plan and demonstrate one or more of the following will be supported:**

- Within the villages of Tatenhill and Rangemore, sites should be within walking distance of existing facilities and services;**
- Seek to re-use previously developed land or buildings;**
- Are located on an infill site within the villages of Tatenhill and Rangemore;**
- Provide, contribute to or facilitate community benefits which are required within the**

**Parish or an appropriate part of the Parish, a list of which can be found in Appendix 1.**

**Sites adjacent to the existing villages will only be considered if no previously developed or infill sites are available and proposals meet the tests set out in the strategic policies of the Plan.**

**Applications for more than 6 dwellings in Tatenhill and Rangemore villages will not be supported**

- 6.4. The community wished to strike a balance between supporting sufficient residential development to ensure that the parish responded to local needs in terms of providing new homes for young people (first time buyers) as well as ensuring that housing was available for those who wished to move to smaller, single storey accommodation as they became older. The Parish Plan (2009), the Housing Needs Survey (2013) and the consultation alongside the NDP process highlighted this as important.
- 6.5. The Policy above is carefully designed to ensure that the number of overall dwellings proposed would not undermine the character of the two principal settlements of Rangemore and Tatenhill, by adding too many new dwellings over the Plan period. In addition, a limited number are allowed for at Tatenhill Common. However, overall the policies ensure that there is a recognition of the distinct difference in the qualities and needs between the villages and the countryside.
- 6.7. In support of Policy SP1 the Policy again recognises the importance of delivering infill sites in the first instance by requiring applicants to demonstrate that they are proposing to build on an infill site, or that no other infill sites are available.
- 6.8. The size of any one development is also limited, ensuring that the number of dwellings is disaggregated throughout the settlements and is not delivered on one or two sites. These limits are in direct response to comments from the community.
- 6.9. The plan supports the reuse of redundant and disused buildings which are spread throughout the parish and in the core of the village. Much of this is now considered deliverable through prior notification or permitted development rights.

### **[Policy and explanatory to replace policy HE1]**

## **HE1 - Parish Housing Strategy**

**The Neighbourhood Plan supports the development of approximately 25 dwellings (comprising of conversions and new build) over the plan period. Development will be located in accordance with the following spatial strategy:**

- 1. Approximately 10 focused on Tatenhill village (as defined by the conservation area);**
- 2. Approximately 9 focused on Rangemore village (as defined by the conservation area);**
- 3. Approximately 2 focused on Tatenhill Common (as defined by the cluster of new homes at the junction of the roads Tatenhill Common and Cuckoo Cage Lane); and**
- 4. Approximately 4 elsewhere within the rural areas of the parish (see also Neighbourhood Plan Policy HE3)**

**Applications for new housing which deliver this strategy will only be considered acceptable where they:**

- meet the criteria of one or more of the sub-policies HE1.1 – 1.4**
- comply with Neighbourhood Plan policies SP3 (Contextually Responsive Design) and SP4 (Sustainability and Climate Change), and ,**
- meet the provisions of the East Staffordshire Local Plan Strategic Policy 8.**

- 6.5. It is acknowledged that for rural communities to be sustainable some new housing is necessary, providing opportunities to house the local people and support the local services that remain. Strategic policy 4 of the Local Plan recognises this, suggesting that the rural villages (known as tier three villages) and rural areas should collectively deliver a share of 250 new homes until is an average of 17 units per village, but this does not account for the wider rural area beyond the villages.
- 6.6. However, not all villages are the same size and there is some opportunity to ensure that new residential growth is proportionate to the village's size. In Tatenhill and Rangemore villages, a target of between 8% and 10% growth is proposed by the policy, whilst the other rural areas, including Tatenhill Common, are also identified for some limited growth.
- 6.7. How this might be delivered is identified by sub-policies HE1.1 – 1.4 that follow. As a result, the target of approximately 25 dwellings set by the original plan policy in 2016 is retained. Each scheme needs to be determined on its own merits and simply delivering a new smaller homes will be unlikely to meet the tests for rural development as outlined by the Local Plan Strategic Policy 8.
- 6.8. Since 2015, and the beginning of the plan period, and following the operation of the Neighbourhood Plan from 2016 onwards, there have been a number of new homes delivered which will contribute to meeting the overall housing strategy outlined above as well as meeting other relevant policies within the Neighbourhood Plan. In Tatenhill and Tatenhill Common, permissions have already been given which amount to the broad totals outlined in the policy (total of 12 committed), and as such new developments would have to meet the specific needs for the village as set out in policy HE2 of the Neighbourhood Plan. In Rangemore, some approvals have been granted (four committed dwellings), but these may not prove to be deliverable. There is still some limited development that might come forward.

**[Additional sub-policies and explanatories to be included following policy HE1]**

## **HE1.1 - Infill Residential Development**

**Applications for infill residential development within the villages (as defined by the conservation areas) will be considered acceptable where they meet all of the following criteria:**

- 1. The site is bounded by built development on two or more sides by existing residential plots;**
- 2. The site is directly adjacent to the highway or is able to provide a dedicated separate vehicle access point without using existing private drives;**
- 3. The proposed scheme provides no more than two residential units;**
- 4. The proposed units are commensurate with the scale, mass, plot size and density of neighbouring dwellings in line with Neighbourhood Plan policies SP3, DC1 and DC2;**
- 5. Parking is provided on plot in line with standards set by East Staffordshire Borough Council;**
- 6. The proposed scheme will not contribute to further encroachment into the countryside and cause sprawl;**
- 7. The proposed scheme provides garden and amenity space commensurate with neighbouring properties; and**

## **8. Is in accordance with the spatial strategy set out within HE1.**

**All infill schemes should provide smaller homes suitable for entry level homeownership and bungalows suitable for those wishing to downsize, in order to meet identified need, and to provide a balanced housing mix locally, unless they are a registered self-build property.**

**Small scale development of 1 or 2 houses, which is not considered to be infill within the villages, may be considered acceptable where they meet the above criteria 2-8, enhances the immediate setting and meets a specific housing need within the neighbourhood. Such schemes should be developed following close consultation and engagement with local residents.**

- 6.9. In rural villages, infill residential development is the most common form of delivering new residential development. The original policies in the neighbourhood plan from 2016 identified infill in the villages as being an appropriate form of development which should be supported. Traditionally, infill development is classed as a development of one or two dwellings within an otherwise built up frontage, however, in historical rural villages this is not as easily determined as the townscape is not always arranged on formal roads or streets. In order to ensure clarity as to which 'infill' developments would be acceptable, this sub-policy has been developed.
- 6.10. The criteria set out within this policy are designed to ensure that sites which come forward in the villages of Tatenhill and Rangemore, are developed to an appropriate design, ensuring that sites do not become over-developed, or create highways or parking issues on the existing network. There has been significant concerns from residents over recent developments utilising existing private residential driveways – some of which are already sub-standard – or developing a dwellings out of scale or density to adjacent properties.
- 6.11. This policy does identify that new properties should be smaller in size – up to 2 bedrooomed – to support the overriding local need for homes for elderly people (who may wish to downsize) or those trying to get on to the property ladder for the first time. As a result, the policy would seek to discourage larger dwellings which comprise the majority of the existing stock and diversify the overall mix. Self-build properties are exempted from this restriction given their specific nature. It is accepted that on occasions larger “enabling” development may be necessary to deliver the smaller ones.

## **HE1.2 - Re-use of non-agricultural buildings**

**Where planning permission is required, the reuse of substantially constructed non-agricultural buildings, which are more than 10 years old, for residential use is considered acceptable subject to meeting all of the following criteria:**

- The design of the buildings reflects the local built character, materials, scale and design;**
- The proposed scheme provides appropriately designed garden, amenity space and bin storage;**
- Parking is provided on plot in line with standards set by East Staffordshire Borough Council; and**
- Is in accordance with the spatial strategy set out within HE1.**

**Schemes which propose conversion of existing buildings to residential use will be supported where they provide smaller homes suitable for entry level homeownership and bungalows suitable for those wishing to downsize.**

- 6.12. There are a number of disused buildings throughout the Parish which have been previously used for garaging, storage, public house and other non-agricultural uses, which could easily be converted to residential units. In some cases, existing permitted rights or prior notifications allow this to occur without the need for planning permission, however, if external alterations to the fabric of the buildings are sought, permission is required.
- 6.13. Many of these buildings have some historical merit or contribute to the parishes' character and therefore their retention and use is welcomed by the community. This policy ensures that these developments, when brought forward, safeguard local amenity and are of an appropriate design. The conservation areas highlight the importance of ensuring that high quality design solutions are sought, but in accordance with other policies in the neighbourhood plan. Innovative, contemporary, energy efficient conversions are welcomed providing they are in accordance with the Parish Design Guide (see Neighbourhood Plan policy SP3).
- 6.14. The policy is designed to ensure that parking, garden space and bin storage, often neglected in conversion projects, but which are vitally important are adequately provided for. Garden size is often overlooked on such projects with outdoor amenity space often being considered less important – schemes without garden space are unlikely to be acceptable. Likewise, parking should be provide on plot to avoid parking on the surrounding streets.

## **HE1.3 - Previously developed land**

### **In Villages**

**Applications for the redevelopment of previously developed land for residential use will be considered acceptable subject to meeting all of the following criteria:**

- **The site is located within the villages of Tatenhill or Rangemore (as defined by the Tatenhill and Rangemore Conservation Areas);**
- **Does not contribute to sprawl and further encroachment into the countryside;**
- **Retains, where possible, historical features such as walls, buildings, and surfacing;**
- **Development is of an appropriate scale, mass, density, and design;**
- **The proposal includes measures which significantly improve the environmental quality of the conservation area through high quality, contextually responsive design and, where relevant public realm improvements;**
- **Is in accordance with the spatial strategy set out within HE1.**

**A mix of homes will be required on these sites, which favours smaller homes suitable for entry level homeownership and bungalows suitable for those wishing to downsize.**

**Schemes of more than four units are unlikely to be acceptable unless a specific local need is identified as this would undermine the character of the villages.**

### **Outside of Villages**

Proposals for the conversion of buildings and redevelopment of previously developed land to residential use outside the villages of Tatenhill and Rangemore (as defined by the Tatenhill and Rangemore Conservation Areas) will only be considered where they meet the criteria stipulated above as well as:

- The development is to meet the need for starter-homes or those for the elderly;
- It is an appropriate use for the land and the development contributes towards a sustainable local community
- It is of an appropriate scale, mass, density, and design in line with Neighbourhood Plan policies SP3, DC1, and DC2.

6.15. Within the villages of Tatenhill and Rangemore there are very few previously developed (brownfield) sites, however, it is possible that as a result of economic or social change over the remaining plan period that sites may come forward for redevelopment. In these cases, there is a presumption in national policy that would support the redevelopment of these sites. It is important that these developments are appropriately controlled to ensure that they preserve the character, appearance, and overall housing strategy for these villages.

6.16. This is the only policy that would likely deliver more than 1, 2 or 3 homes and as such, criteria within this sub-policy control an overall mix of units, as well as the typical design and density elements which run as a common theme through the sub-policies. In addition, since the sites will most likely be in the conservation area, new schemes should demonstrate significant improvements and also seek to preserve any historical features on site to aid in integrating the new development.

6.17. Outside of the villages, the redevelopment of previously developed sites for residential development is less likely to be acceptable as it would contribute to the creation of isolated rural developments in conflict the National Planning Policy Framework.

## **HE1.4 - Former Agricultural Buildings**

### **Employment, leisure and tourism uses**

Where planning permission is required, applications for the redevelopment of former agricultural buildings (including farm diversification) will be granted planning permission where it is within the settlements of Tatenhill and Rangemore (as defined by the conservation areas) subject to meeting the following requirements:

- That the building is of substantial construction and does not seek the conversion of a non-traditional building
- That any development retains the agricultural character of the buildings and the setting, which corresponds with Staffordshire County Council Farmstead Guidance;
- That the site is able to access the villages facilities and services within five minutes' walk (approx. 400m);
- Parking is provided on plot in line with standards set by East Staffordshire Borough Council.

### **Residential uses**

**Residential development will only be permitted where it is necessary to meet the housing need set out in HE1 or can be demonstrated that there is no viable commercial use of the building or land, and the total number of residential units does not exceed six. Residential schemes must meet the same relevant tests set out in the policies HE1.1 – 1.3 above and ensure that the scheme is designed in such a way as to ensure that parking, gardens, and other residential paraphernalia does not visually dominate the site and surroundings.**

**The loss of traditional agricultural buildings will be resisted in order to maintain the character and appearance of the rural landscape.**

- 6.19. As previously mentioned, the rural landscape within the parish includes a number of farmsteads, some of which are disused, and many of which form part of large estates which are now managed centrally (including the Rangemore Estate). These buildings are important heritage assets, contributing to the attractive, rural nature so prized by the local residents and it is important that their long term future is secured. The County Council and English Heritage have produced detailed guidance for the redevelopment of farmsteads, looking to preserve their historical character, which should be used by applicants when developing proposals. One of the criteria restricts the ability to convert modern, non-traditional buildings as they already are an incongruous element in the landscape.
- 6.20. Unlike other policies in this section, this policy seeks to ensure that these buildings are used for other uses wherever possible to avoid isolated rural dwellings. The National Planning Policy Framework suggests that isolated new dwellings should be avoided and as such the criteria within this policy seek to ensure that this is limited, unless there is no other viable option for the land.

**[Paragraphs 6.10 to 6.17 of the extant 'made' Neighbourhood plan will require renumbering to accommodate the changes proposed]**

**[Additional paragraph to be inserted following paragraph 8.5. of the Neighbourhood Plan]**

- 8.6. Many of the views and vistas identified in this policy have a strong links to the parish's historic landscape character and appearance, created by the formal and informal parklands and field patterns, created either through enclosure or as part of cerebral landscape level design. Landscape parklands, by design, include a number of key views from vantage points that should be considered and preserved where possible.

**[Paragraphs 8.6 to 8.10. of the extant 'made' Neighbourhood plan will require renumbering to accommodate the changes proposed]**

## 4. Proposed minor typographical amendments

- 4.1. The following five minor typographical amendments are also proposed to the neighbourhood plan. These have not been the subject of the consultation, but are simply to address typographical errors.

**[Amendment to be made to wording of the second paragraph of HE3 for clarity - changes shown in blue]**

Outside the settlements there is a presumption in favour of business and leisure uses. ~~and retail~~ **Retail** proposals will be resisted unless it can be demonstrated that they are ancillary to the existing use or a local facility.

**[Amendment to be made to the wording of the final paragraph of LC2 for clarity – changes shown in blue]**

Within Local Green Space, development is ~~rules ruled~~ out other than in very special circumstances.

**[Amendment to be made to the wording of the final two criteria of DC1 for clarity – changes shown in blue]**

3. New development should be appropriate in scale and mass for the local area; ~~and~~

4. New development should seek to deliver some of the locally distinctive details which are responsible for the areas character, including decorative roof details and finials, brick and stone banding and in many cases porches. ~~and~~

**[Amendment to be made to policy DC2 to include two commas – changes shown in blue]**

Within the villages of Tatenhill and Rangemore, the removal of front boundaries (including hedges and walls) will be resisted in order to retain the integrity, character and appearance of the Conservation Areas.

Where residents wish to include forecourt parking, this should be limited to one space per two bed property and for properties with three or more bedrooms, two spaces. Openings should be the minimum that they need to be for safety and appropriate access, full removal of front boundaries should be strongly avoided.

**[Amendment to be made to first sentence of policy IN2– changes shown in blue]**

Improvements to highways safety within the parish, and specifically within the Conservation Areas and outside of Rangemore School, **will be supported**.