

6. FULL APPLICATION – ERECTION OF NINE DWELLINGS WITH ASSOCIATED ACCESS, PARKING AND GARDENS, ALONG WITH ALLOTMENTS, AND SOFT LANDSCAPING INCLUDING A MIXTURE OF GRASSLAND AND TREE PLANTING AT LAND ACCESSIBLE FROM HANNAH BOWMAN WAY OFF CONKSURRY LANE YOUNGRAVE (NP/DDD/0425/0354) JS

APPLICANT: EAST MIDLANDS HOUSING ASSOCIATION

Summary

1. This application seeks full planning permission for the erection of 9 dwelling houses with associated infrastructure.
2. The proposed dwellings would all be affordable and to meet eligible local need. East Midlands Housing Association would build the scheme in partnership with the Youlgrave Community Land Trust and Peak District Rural Housing Association, a Registered Provider who would manage and maintain the homes.
3. Officers have carried out negotiations with the applicant to secure amended plans and further information. The development would be acceptable in principle and can be accommodated without harm to biodiversity of the National Park or the landscape. Though the development would result in harm to archaeology on site and to the setting of the Conservation Area, officers consider that this would be outweighed by the benefits of the development.
4. The development is considered to be acceptable in all other respects and therefore is recommended for approval subject to prior entry into a S.106 planning obligation and subject to planning conditions.

Site and Surroundings

5. The application site comprises approximately 0.348ha of agricultural land located to the west of Conksbury Lane (a C classified road) which leads northwards out of the centre of Youlgrave toward Conksbury and Lathkill Dale.
6. The site, which is currently used as pastureland slopes gently down to the east towards a range of converted barns. Traditional boundary walls exist on the north, south and eastern sides. The site would be accessed via Hannah Bowman Way to the north, along which are sited 8, two-storey affordable dwellings approved in 2014 (ref: NP/DDD/0313/0179) and which was also submitted on behalf of the Youlgrave Community Land Trust). Further to the north, is more residential housing in the form of bungalows that front onto Conksbury Avenue. To the south, the site is separated from the homes that extend along Church Street by an open field. Over 200m to the west is the single-track Moor Lane which is gently elevated above the site.
7. The eastern edge of the application site sits within the north-western edge of the Youlgrave Conservation area. The site is located within Flood Zone 1. The site is located within the Limestone village farmlands Landscape Character Type (LCT).

Proposal

8. This application is seeking planning permission for 9 affordable homes; the permission would also include the extension of the existing unadopted road known as Hannah Bowman Way along with allotments and open space.
9. The scheme would be made up of two terraces consisting of 4 and 5 homes respectively; Plots 1-5 would form the terrace nearest the access and would consist of:

- 2x one bedroom, ground floor flats
- 2x one bedroom, first floor flats
- 1x two-bedroom bungalow

Plots 6-9 that would form the terrace to the south-west of the site would consist of:

- 2x two storey, two-bedroom homes
- 2x two storey, three-bedroom homes

10. The homes would be constructed in natural local limestone (buff colour) and roofs to be covered by Staffordshire Blue clay tiles; these materials would match the dwellings on Hannah Bowman Way. Solar panels are proposed to the east facing roofslopes of the terrace to the north of the site; solar panels would also be installed to the south facing roofslopes of the terrace to the south of the site.
11. A total of 17 parking spaces would be allocated with 2 of these to be designated accessible parking spaces. The dwellings would overlook approximately 623sqm of open space; to the eastern edge of this open space would be a 4m deep strip of wild flower planting and small trees while approximately a further 140sqm would be set aside for allotments to the northern edge of the open space. Hedgerow planting would be laid along the western and southern boundary.

RECOMMENDATION:

That the application be APPROVED subject to prior entry into a S.106 planning obligation to secure affordable housing, the maintenance and management of open space and subject to the following conditions:

In accordance with specified approved amended plans:

- 1. Statutory time limit for implementation**
- 2. In accordance with specified approved amended plans**
- 3. Submission, approval and implementation of Archaeological Written Scheme of Investigation**
- 4. Submission, approval and implementation of scheme to deal with ground contamination**
- 5. Stability assessment to be submitted and any necessary remedial measures to be agreed before the development commences.**
- 6. Submission, approval and implementation of surface and foul water drainage scheme**
- 7. Submission, approval and implementation of Construction Management Plan (to include details of noise/dust management and hours of operation)**
- 8. Submission, approval and implementation of method statement for amphibians and reptiles**
- 9. Submission, approval and implementation of site parking plan**
- 10. Submission, approval and implementation of a Landscape and Ecological Management Plan (LEMP)**
- 11. Submission, approval and implementation of finished ground and floor levels**

- 12. Submission, approval and implementation of scheme of enhancement measures for bats, birds and hedgehogs**
- 13. Submission, approval and implementation of scheme of measures to mitigate the effects of and adapt to climate change**
- 14. Submission, approval and implementation of detailed hard and soft landscaping scheme**
- 15. Submission, approval and implementation of secure bicycle parking and bin storage areas.**
- 16. Implementation of biodiversity gain plan. The biodiversity gain plan shall include additional enhancements to compensate for the loss of terrestrial habitat for GCN, other amphibians (such as common toad) and reptiles.**
- 17. Implementation of mitigation measures detailed in Section 6.2 of the Preliminary Ecological Appraisal**
- 18. Implementation of access, parking and turning facilities**
- 19. Approve samples of external materials**
- 20. Approve sample panels of limestone walling**
- 21. Approve details of windows and doors**
- 22. Approve details of any external meter boxes**
- 23. Approve details of solar panels**
- 24. Rainwater goods and verge details**
- 25. If Great Crested Newts or Reptiles are encountered at any time during the works operations shall cease and a suitably qualified ecologist and/or Natural England to be consulted for further advice as to whether a license is required for the works to proceed**
- 26. Prior to the erection of any external lighting on the site, a lighting plan shall be submitted to and approved in writing by the Local Planning Authority**
- 27. Remove permitted development rights for alterations, extensions, hard surfaces, ancillary buildings, means of enclosure and solar panels.**

Key Issues

- Principle
- Landscape impact
- Layout, design, landscaping and sustainability
- Residential amenity
- Impact upon cultural heritage
- Ecology
- Highway safety
- Flood risk and drainage

Relevant Site History

12. NP/DDD/0115/0003 – Creation of track in field. Refused 02/03/2015
13. NP/DDD/0714/0702 - Section 73 application for the variation of condition 2 - approved plans and condition 7 (highways) on NP/DDD/0313/0179. Granted 15/09/2014
14. NP/DDD/0313/0179 - Erection of 8 affordable houses for local people. Granted 27/03/2014
15. NP/DDD/0211/0105 - Erection of 8 affordable, sustainable dwellings. Withdrawn 05/08/2013

Consultations (Comments are summarised. Consultee responses can be read in full on the Authority's planning search system)

16. **Highway Authority: Further information requested relating to following:**
 - Whether the access road is to be adopted
 - Vehicle tracking should be submitted to show the ability of a refuse vehicle to route past a parked vehicle
 - Vehicle tracking should also show the suitability of the parking spaces
 - In terms of refuse vehicle tracking, the type of vehicle used is incorrect and this should conform with DCC requirements
17. **Environmental Protection: No Objection subject to conditions**

'Contaminated Land report as expected with high lead levels, I would recommend that soft landscaping areas (gardens etc) meet the Guideline value for gardens with produce which is 200mg/kg. This may be undertaken by use of a capping layer and imported soil, but a remediation plan could be submitted by the developer by condition. This should then be backed up with a validation report that the land has been remediated'.
18. **Youlgrave Parish Council: Supports**

'Youlgrave Parish Council supports this application in meeting local needs that open market prices force generations to leave their community. This is the only route for locals needing to remain in their community as the waiting lists show and is an infill site on low grade farmland with a good mix of housing for young and old.

Council has reservations that the 17 spaces for vehicles and visitors and especially for growing families is not enough and would prefer to see more to prevent overspill. It also notes that the slope of the site and large areas of hardstanding have concerns for runoff so would welcome porous materials being used. It is somewhat surprised by the need for large green spaces in a countryside village and queries the cost burden for its maintenance.

It also considers that the western boundary hedge proposed is totally inappropriate for a field boundary and asks planners to condition a dry stone wall in keeping with all other boundaries in the area especially as this will be highly visible in the views from Moor Lane towards the church'.
19. **PDNPA Landscape Officer: Objection due to lack of adequate information**

I would expect to see a Landscape & Visual Appraisal (which considers the effect of the proposed development on surrounding landscape character and visual amenity). This has not been included. I would also expect to see a landscape plan (showing locations, species, sizes of planting, seed mixes, establishment maintenance etc) which has also not been included'.

Concern also raised regarding the use of hedging to the western boundary as opposed to drystone walling and that the proposed landscaping to the west behind the car parking

bays would be too 'thin'. Further concern regarding the proposed boundary treatment to the southern boundary.

20. **Tree Officer: No comment**

21. **Archaeology: Moderate harm identified; condition recommended if approval granted**

Final response - 02/10/2025: The groundworks would cause moderate harm to the archaeological interest of the site. Should the planning balance be favourable, a condition scheme of archaeological work should be secured by condition.

Initial Response - 21/05/25: 'Insufficient information is available to make such a judgement at present.'

22. **Ecology: No objection subject to conditions**

BNG – 'The areas of habitat creation or enhancement are not considered significant relative to existing habitats on site; therefore, in this case, it is not considered proportionate to require monitoring for 30 years. Although it has been shown that the condition can be met and the metric shows that an uplift of 10% is achieved, it is considered that there hasn't been sufficient exploration of meaningful onsite gains'.

Preliminary Ecological Appraisal – '...no conclusive signs of badger were presents and no reptiles were observed during the survey. No suitable habitat was identified on site for bats, water voles and amphibians and it was considered unlikely that the site would support rare or notable invertebrates. No notable plant species and no invasive species were observed onsite'

Great Crested Newts – Following a visit to assess the suitability of a garden pond to support Great Crested Newts (GCN), the by PDNPA's Ecologist concluded 'Given the nature of the ponds, (small ornamental garden ponds), it was considered unlikely to support a significant population of newts and that Reasonable Avoidance Methods during works would be sufficient and proportionate to avoid impacts on amphibians and reptiles. habitat'

23. **Transport Policy Planner: No Objection**

24. **Derbyshire County Council Flood Risk Team: No comment**

25. **Historic England: No comment**

26. **Derbyshire Fire and Rescue Service: No Objection; advisory notes provided**

27. **Derbyshire Constabulary: No Objection; clarification requested regarding boundary treatment. Recommendations provided**

28. **District Council Rural Housing Enabler: Supports**

'In January 2020, when the last Housing Needs Survey in Youlgrave was completed, 6 applicants were registered on Home-Options, in housing need bands A, B or C that met the local connection criteria of the Peak District National Park. A further 9 eligible households responded to the survey who were not registered with Home Options. Combined, these households required a mix of 1, 2 and 3 bedroomed accommodation.

In October 2022, there were 8 applicants registered on Home-Options Bands A, B and C who live in Youlgrave and appear to meet the local connection criteria of the Peak District National Park.

Conclusion

Since the Housing Needs Survey in 2020, the overall number of eligible households on Home Options has risen from 8 to 11.

Housing Needs Surveys always pick up additional households that are not registered with Home Options. It is almost certainly the case therefore that the current number in housing need is considerably in excess of the 11 households currently on the register.

The Local Housing Authority therefore supports the cautious proposal for 9 dwellings, being significantly less than the established level of need.

In terms of the mix of dwellings...

We consider this to be an appropriate mix, supported by the housing needs survey, the current state of the housing market, the slow turnover rate of existing affordable housing in the village and further anecdotal evidence from local residents. This mix allows for younger families to grow as well as meeting the needs of older age groups, some of whom have mobility requirements.

Representations

29. The Authority has received 34 letters of objection from 30 objectors. The material planning reasons given are summarised below. The letters can be read in full on the Authority's website.

- Environmental impact due to emissions related to the construction and maintenance of the properties; overall an unjustified high carbon footprint
- Hedge to the western boundary would not be in-keeping with the area which is characterised by drystone wall boundaries
- Development on greenfield land instead of development of more suitable alternative sites or reuse of empty homes.
- Biodiversity net gain unclear.
- Protected species and wildlife corridors at risk (slow worms, bats, newts, etc.).
- Redacted ecological report sections raise transparency concerns.
- Would harm the character and setting of Youlgrave Conservation Area and would not be in-keeping with linear form of development
- Risk of setting precedent for development within the Youlgrave Conservation Area.
- The proposal would not prioritise the natural beauty, wildlife and cultural heritage of the National Park contrary to policy.
- Loss of rural character particularly when viewed from Moor Lane
- Overbearing design due to slope with loss of light, privacy, and amenity for existing homes.
- Combined phases creates a major development that is inappropriate for a village the size of Youlgrave.
- Increased traffic on narrow lanes; safety risks for pedestrians and riders.
- No clear parking or road safety mitigation.
- Evidence of medieval mining heritage and which would be lost due to this development
- Risk of collapse and subsidence due to the presence of exploratory mine shafts
- Lead contamination in soil—health hazard.
- Poor consultation with local community
- Housing mix does not match local needs; risk of non-local buyers.
- Lack of detail on energy efficiency, drainage, and bin storage.
- Building roads and dwellings significantly increases the speed and volume of water surface run-off resulting in increased risk of flooding

Main Policies

30. Relevant Core Strategy policies: GSP1, GSP2, GSP3, GSP4, DS1, L1, L2, L3, CC1, CC5, HC1, T3 & T7
31. Relevant Local Plan policies: DM1, DMC1, DMC3, DMC4, DMC5, DMC7, DMC8, DMC11, DMC12, DMC13, DMC14, DMC15, DMH1, DMH2, DMH3, DMH11, DMT3 & DMT8
32. Supplementary Planning Documents:
Climate Change and Sustainable Building (2013)
Design Guide (2007)
Building Design Guide (1987)

Wider Policy Context

33. National Park designation is the highest level of landscape designation in the UK. The Environment Act 1995 sets out two statutory purposes for national parks in England and Wales:
 - Conserve and enhance the natural beauty, wildlife and cultural heritage
 - Promote opportunities for the understanding and enjoyment of the special qualities of national parks by the public

National Planning Policy Framework (NPPF)

34. In the National Park the Development Plan comprises the Authority's Core Strategy 2011 and the Peak District National Park Development Management Policies document 2019. Policies in the Development Plan provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. There is no significant conflict between policies in the Development Plan and the NPPF.
35. Paragraph 189 of the NPPF states: Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks. The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.
36. Paragraph 190 states: When considering applications for development within National Parks, the Broads and National Landscapes, permission should be refused for major development other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest. Consideration of such applications should include an assessment of:
 - a) the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
 - b) the cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and
 - c) any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.
37. Whether a proposal is 'major development' is a matter for the decision maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined.

Peak District National Park Core Strategy

38. GSP1: Securing national park purposes and sustainable development

- A. All policies must be read in combination.
- B. All development shall be consistent with the National Park's legal purposes and duty.
- C. Where there is an irreconcilable conflict between the statutory purposes, the Sandford Principle will be applied and the conservation and enhancement of the National Park will be given priority.
- D. Where national park purposes can be secured, opportunities must be taken to contribute to the sustainable development of the area.
- E. In securing national park purposes major development should not take place within the Peak District National Park other than in exceptional circumstances. Major development will only be permitted following rigorous consideration of the criteria in national policy.
- F. Where a proposal for major development can demonstrate a significant net benefit to the National Park, every effort to mitigate potential localised harm and compensate for any residual harm to the area's valued characteristics would be expected to be secured.

39. GSP3: Development management principles

All development must conform to the following principles:

Development must respect, conserve and enhance all valued characteristics of the site and buildings that are subject to the development proposal. Particular attention will be paid to:

- A. impact on the character and setting of buildings
- B. scale of development appropriate to the character and appearance of the National Park
- C. siting, landscaping and building materials
- D. design in accordance with the National Park Authority Design Guide
- E. form and intensity of proposed use or activity
- F. impact on living conditions of communities
- G. impact on access and traffic levels
- H. use of sustainable modes of transport
- I. use of sustainable building techniques
- J. ground conditions including any land instability from former mining, quarrying or industrial uses
- K. adapting to and mitigating the impact of climate change, particularly in respect of carbon emissions, energy and water demand

40. GSP4: Planning conditions and legal agreements

- A. To aid the achievement of its spatial outcomes, the National Park Authority will consider the contribution that a development can make directly and/or to its setting, including, where consistent with government guidance, using planning conditions and planning obligations.
- B. The National Park Authority's use of broader mechanisms will pay close regard to the advice of County and District Councils and other relevant service and infrastructure providers in each part of the National Park.

41. DS1: Development strategy

- A. To promote a sustainable distribution and level of growth and support the effective conservation and enhancement of the National Park, the following principles will be applied to determine proposals for new development. These principles must be considered in relation to the specific core policies in this plan and the subsequent Development Management Policies DPD.
- B. The majority of new development (including about 80 to 90% of new homes) will be directed into Bakewell and named settlements, with the remainder occurring in other settlements and the rest of the countryside.
- C. In all settlements and in the countryside outside the Natural Zone the following forms of development will be acceptable in principle (where permission is required):
 - agriculture, forestry, and other rural enterprises requiring a rural location, including farm diversification;
 - extensions to existing buildings;
 - recreation and tourism;
 - mineral working;
 - conversion or change of use for housing, community facilities and business use including visitor accommodation, preferably by re-use of traditional buildings;
 - renewable energy infrastructure;
 - utilities infrastructure;
 - other development and alternative uses needed to secure effective conservation and enhancement.
- D. In Bakewell and the following named settlements there is additional scope to maintain and improve the sustainability and vitality of communities across the National Park. In or on the edge of these settlements new build development will be acceptable for affordable housing, community facilities and small-scale retail and business premises. Other than in Bakewell, no development boundaries will be drawn.

42. L1: Landscape character and valued characteristics

- A. Development must conserve and enhance valued landscape character, as identified in the Landscape Strategy and Action Plan, and other valued characteristics.
- B. Other than in exceptional circumstances, proposals for development in the Natural Zone will not be permitted.

43. L2: Sites of biodiversity or geodiversity importance

- A. Development must conserve and enhance any sites, features or species of biodiversity importance and where appropriate their setting.
- B. Other than in exceptional circumstances development will not be permitted where it is likely to have an adverse impact on any sites, features or species of biodiversity importance or

their setting that have statutory designation or are of international or national importance for their biodiversity.

- C. Development must conserve and enhance any sites or features of geodiversity importance and where appropriate their setting.
- D. Other than in exceptional circumstances, development will not be permitted where it is likely to have an adverse impact on any sites or features of geodiversity importance or their setting that have statutory designation or are of international or national importance for their geodiversity.

44. L3: Cultural heritage assets of archaeological, architectural, artistic or historic significance

- A. Development must conserve and where appropriate enhance or reveal the significance of archaeological, architectural, artistic or historic assets and their settings, including statutory designations and other heritage assets of international, national, regional or local importance or special interest;
- B. Other than in exceptional circumstances development will not be permitted where it is likely to cause harm to the significance of any cultural heritage asset of archaeological, architectural, artistic or historic significance or its setting, including statutory designations or other heritage assets of international, national, regional or local importance or special interest;
- C. Proposals for development will be expected to meet the objectives of any strategy, wholly or partly covering the National Park, that has, as an objective, the conservation and where possible the enhancement of cultural heritage assets. This includes, but is not exclusive to, the Cultural Heritage Strategy for the Peak District National Park and any successor strategy.

45. CC1: Climate change mitigation and adaptation

In order to build in resilience to and mitigate the causes of climate change all development must:

- A. Make the most efficient and sustainable use of land, buildings and natural resources.
- B. Take account of the energy hierarchy by:
 - I. reducing the need for energy;
 - II. using energy more efficiently;
 - III. supplying energy efficiently; and
 - IV. using low carbon and renewable energy.
- C. Be directed away from flood risk areas, and seek to reduce overall risk from flooding within the National Park and areas outside it, upstream and downstream.
- D. Achieve the highest possible standards of carbon reductions.
- E. Achieve the highest possible standards of water efficiency.

In all new and replacement housing, other than affordable housing of less than 3 units, a minimum sustainability standard, equivalent to that required by the government of affordable housing, shall be achieved unless the applicant provides evidence to demonstrate that it is not viable for a particular development.

Non-residential major development above 1000m² floorspace must achieve a Buildings Emissions Rate at least 10% less than the Target Emissions Rate.

46. CC5: Flood risk and water conservation

- A. Development proposals which may have a harmful impact upon the functionality of floodwater storage, or surface water conveyance corridors, or which would otherwise unacceptably increase flood risk, will not be permitted unless net benefits can be secured for increased floodwater storage and surface water management from compensatory measures.
- B. Where flood management schemes are proposed to reduce the risk of flooding to established material assets, they should wherever possible secure wider benefits for the natural environment, such as habitat creation or landscape enhancement.
- C. Development which increases roof and hard surface area must include adequate measures such as Sustainable Drainage Systems to deal with the run-off of surface water. Such measures must not increase the risk of a local water course flooding.
- D. New development must allow an appropriate set-back distance for adequate maintenance of watercourses.

47. HC1: New housing

Provision will not be made for housing solely to meet open market demand. Housing land will not be allocated in the development plan. Exceptionally, new housing (whether newly built or from re-use of an existing building) can be accepted where:

- A. It addresses eligible local needs:
 - I. for homes that remain affordable with occupation restricted to local people in perpetuity; or
 - II. for aged persons' assisted accommodation including residential institutions offering care, where adequate care or assistance cannot be provided within the existing housing stock. In such cases, sufficient flexibility will be allowed in determining the local residential qualification to take into account their short term business needs whilst maintaining local residency restrictions for the long term.
- B. It provides for key workers in agriculture, forestry or other rural enterprises in accordance with core policy HC2.
- C. In accordance with core policies GSP1 and GSP2:
 - I. it is required in order to achieve conservation and/or enhancement of valued vernacular or listed buildings; or
 - II. it is required in order to achieve conservation or enhancement in settlements listed in core policy DS1.

Any scheme proposed under CI or CII that is able to accommodate more than one dwelling unit, must also address identified eligible local need and be affordable with occupation restricted to local people in perpetuity, unless:

- III. it is not financially viable, although the intention will still be to maximise the proportion of affordable homes within viability constraints; or

- IV. it would provide more affordable homes than are needed in the parish and the adjacent parishes, now and in the near future: in which case (also subject to viability considerations), a financial contribution¹⁰² will be required towards affordable housing needed elsewhere in the National Park.

48. T3: Design of transport infrastructure

- A. Transport infrastructure, including roads, bridges, lighting, signing, other street furniture and public transport infrastructure, will be carefully designed and maintained to take full account of the valued characteristics of the National Park.
- B. Particular attention will be given to using the minimum infrastructure necessary and also to make transport interchanges welcoming and safe.
- C. Mitigation measures will be provided where transport infrastructure severs wildlife routes.

49. T7: Minimising the adverse impact of motor vehicles and managing the demand for car and coach parks

- A. Existing traffic management schemes will be reviewed in partnership with the relevant Highway Authorities, to ensure that they accord with policy T1, encouraging a modal shift away from motor vehicles. Within environmentally sensitive locations, additional traffic management schemes will be undertaken where there is a demonstrable need.
- B. Residential parking and operational parking for service and delivery vehicles will be the minimum required for operational purposes, taking into account environmental constraints and future requirements.
- C. Non-residential parking will be restricted in order to discourage car use, and will be managed to ensure that the location and nature of car and coach parking does not exceed environmental capacity. New non-operational parking will normally be matched by a reduction of related parking spaces elsewhere, and wherever possible it will be made available for public use.
- D. Park and ride schemes will be encouraged to the main visitor areas, where they can be accommodated without harm to the valued characteristics of the area and will provide a net environmental benefit to the National Park.

Development Management Policies

50. DM1 The presumption of sustainable development in the context of National Park purposes

- A. When considering development proposals, the National Park Authority will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (2012). It will work proactively with applicants to find solutions that are consistent with National Park purposes:
- (i) to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park; and
- (ii) to promote opportunities for the understanding and enjoyment of the valued characteristics of the National Park.
- B. Planning applications that accord with the policies in the Development Plan will be approved without unnecessary delay, unless material considerations indicate otherwise.

51. DMC1 Conservation and enhancement of nationally significant landscapes

- A. In countryside beyond the edge of settlements listed in Core Strategy policy DS1, any development proposal with a wide scale landscape impact must provide a landscape assessment with reference to the Landscape Strategy and Action Plan. The assessment must be proportionate to the proposed development and clearly demonstrate how valued landscape character, including natural beauty, biodiversity, cultural heritage features and other valued characteristics will be conserved and, where possible, enhanced taking into account:
- (i) the respective overall strategy for the following Landscape Strategy and Action Plan character areas:
 - White Peak;
 - Dark Peak;
 - Dark Peak Western Fringe;
 - Dark Peak Yorkshire Fringe;
 - Derbyshire Peak Fringe;
 - Derwent Valley;
 - Eastern Moors;
 - South West Peak; and
 - (ii) any cumulative impact of existing or proposed development including outside the National Park boundary; and
 - (iii) the effect of the proposal on the landscape and, if necessary, the scope to modify it to ensure a positive contribution to landscape character.
- B. Where a development has potential to have significant adverse impact on the purposes for which the area has been designated (e.g. by reason of its nature, scale and setting) the Authority will consider the proposal in accordance with major development tests set out in national policy.
- C. Where a building or structure is no longer needed or being used for the purposes for which it was approved and its continued presence or use is considered by the Authority, on the evidence available to it, to be harmful to the valued character of the landscape, its removal will be required by use of planning condition or obligation where appropriate and in accordance with the tests in national policy and legislation.

52. DMC3 Siting, design, layout and landscaping

- A. Where development is acceptable in principle, it will be permitted provided that its detailed treatment is of a high standard that respects, protects and where possible enhances the natural beauty, quality and visual amenity of the landscape, including the wildlife and cultural heritage that contribute to the distinctive sense of place.
- B. Particular attention will be paid to:
- (i) siting, scale, form, mass, levels, height and orientation in relation to existing buildings, settlement form and character, including impact on open spaces, landscape features and the wider landscape setting which contribute to the valued character and appearance of the area; and
 - (ii) the degree to which buildings and their design, details, materials and finishes reflect or complement the style and traditions of the locality as well as other valued

characteristics of the area such as the character of the historic landscape and varied biodiversity assets; and

- (iii) the use and maintenance of landscaping to enhance new development, and the degree to which this makes use of local features, colours, and boundary treatments and an appropriate mix of species suited to both the landscape and biodiversity interests of the locality; and
- (iv) access, utility services, vehicle parking, siting of services, refuse bins and cycle storage; and
- (v) flood risk, water conservation and sustainable drainage; and
- (vi) the detailed design of existing buildings, where ancillary buildings, extensions or alterations are proposed; and
- (vii) amenity, privacy and security of the development and other properties that the development affects; and
- (viii) the accessibility or the impact on accessibility of the development; and
- (ix) visual context provided by the Landscape Strategy and Action Plan, strategic, local and other specific views including skylines; and
- (x) the principles embedded in the design related Supplementary Planning Documents and related technical guides.

53. DMC4 Settlement Limits

- A. Planning applications should provide sufficient information to allow proper consideration of the relationship between a proposed development and the settlement's historic pattern of development including the relationship of the settlement to local landscape character. The siting of the development should complement and not harm the character of these settlements.
- B. Development that is separated from the existing settlement to such a degree that it no longer forms part of the whole, or is likely to result in pressure to infill an intervening gap, will not be permitted.

54. DMC5 Assessing the impact of development on designated and non-designated heritage assets and their settings

- A. Planning applications for development affecting a heritage asset, including its setting must clearly demonstrate:
 - (i) its significance including how any identified features of value will be conserved and where possible enhanced; and
 - (ii) why the proposed development and related works are desirable or necessary.
- B. The supporting evidence must be proportionate to the significance of the asset. It may be included as part of a Heritage Statement or Design and Access Statement where relevant.
- C. Proposals likely to affect heritage assets with archaeological and potential archaeological interest should be supported by appropriate information that identifies the impacts or a programme of archaeological works to a methodology approved by the Authority.

- D. Non-designated heritage assets of archaeological interest demonstrably of equivalent significance to Scheduled Monuments will be considered in accordance with policies for designated heritage assets.
- E. If applicants fail to provide adequate or accurate detailed information to show the effect of the development on the significance, character and appearance of the heritage asset and its setting, the application will be refused.
- F. Development of a designated or non-designated heritage asset will not be permitted if it would result in any harm to, or loss of, the significance, character and appearance of a heritage asset (from its alteration or destruction, or from development within its setting), unless:
 - (i) for designated heritage assets, clear and convincing justification is provided, to the satisfaction of the Authority, that the:
 - a) substantial harm or loss of significance is necessary to achieve substantial public benefits that outweigh that harm or loss; or
 - b) in the case of less than substantial harm to its significance, the harm is weighed against the public benefits of the proposal, including securing its optimum viable use.
 - (ii) for non-designated heritage assets, the development is considered by the Authority to be acceptable following a balanced judgement that takes into account the significance of the heritage asset.

55. DMC7 Listed Buildings

- A. Planning applications for development affecting a Listed Building and/or its setting should be determined in accordance with policy DMC5 and clearly demonstrate:
 - (i) how their significance will be preserved; and
 - (ii) why the proposed development and related works are desirable or necessary.
- B. Development will not be permitted if applicants fail to provide adequate or accurate detailed information to show the effect on the significance and architectural and historic interest of the Listed Building and its setting and any curtilage listed features.
- C. Development will not be permitted if it would:
 - (i) adversely affect the character, scale, proportion, design, detailing of, or materials used in the Listed Building; or
 - (ii) result in the loss of or irreversible change to original features or other features of importance or interest.
- D. In particular, development will not be permitted if it would directly, indirectly or cumulatively lead to:
 - (i) removal of original walls, stairs, or entrances, or subdivision of large interior spaces;
 - (ii) removal, alteration or unnecessary replacement of structural elements including walls, roof structures, beams and floors;
 - (iii) the unnecessary removal, alteration or replacement of features such as windows, doors, fireplaces and plasterwork;
 - (iv) the loss of curtilage features which complement the character and appearance of the Listed Building (e.g. boundary walls, railings or gates);

- (v) repairs or alterations involving materials, techniques and detailing inappropriate to a Listed Building;
- (vi) the replacement of traditional features other than with like for like, authentic or original materials and using appropriate techniques;
- (vii) extensions to the front of Listed Buildings;
- (viii) extensions of more than one storey to the rear of listed small houses or terraced properties;
- (ix) (ix) inappropriate impact on the setting of the Listed Building.

unless justified to the satisfaction of the Authority, that the proposed changes, loss or irreversible damage, and/or addition of new features to the Listed Building and its setting are:

- a) less than substantial in terms of impact on the character and significance of the Listed Building and its setting; and
 - b) off-set by the public benefit from making the changes, including enabling optimum viable use, and net enhancement to the Listed Building and its setting.
- E. Where change to a Listed Building is acceptable, an appropriate record of the building will be required to a methodology approved in writing by the Authority prior to any works commencing.

56. DMC8 Conservation Area

- A. Applications for development in a Conservation Area, or for development that affects its setting or important views into, out of, across or through the area, should assess and clearly demonstrate how the character or appearance and significance of the Conservation Area will be preserved or enhanced. The application should be determined in accordance with policy DMC5 and the following matters should be taken into account:
- (i) form and layout of the area including views and vistas into and out of it and the shape and character of spaces contributing to the character of the historic environment including important open spaces as identified on the Policies Map;
 - (ii) street patterns, historical or traditional street furniture, traditional surfaces, uses, natural or man-made features, trees and landscapes;
 - (iii) scale, height, form and massing of the development and existing buildings to which it relates;
 - (iv) locally distinctive design details including traditional frontage patterns and vertical or horizontal emphasis;
 - (v) the nature and quality of materials.
- B. Development will not be permitted if applicants fail to provide adequate or accurate detailed information to show the effect of their proposals on the character, appearance and significance of the component parts of the Conservation Area and its setting. Where an outline application is submitted the Authority reserves the right to request additional information before determining the application.
- C. Proposals for or involving demolition of existing buildings, walls or other structures which make a positive contribution to the character or appearance or historic interest of the Conservation Area will not be permitted unless there is clear and convincing evidence that:

- (i) the condition of the building (provided that this is not a result of deliberate neglect) and the cost of repairing and maintaining it in relation to its significance and to the value derived from its continued use, is such that repair is not practical; or
 - (ii) the demolition is to remove an unsightly or otherwise inappropriate modern addition to the building where its removal would better reveal buildings, walls or structures that make a positive contribution to the character or appearance or historic interest of the Conservation Area.
 - D. Where development is acceptable, a record of the current site, building or structure and its context will be required, prior to or during development or demolition.
 - E. Plans for re-use of an area where demolition is proposed must be agreed and a contract for redevelopment signed before the demolition is carried out.
 - F. Felling, lopping or topping of trees in a Conservation Area will not be permitted without prior agreement. This may require their replacement, and provision for their future maintenance.
57. DMC11 Safeguarding, recording and enhancing nature conservation interests
- A. Proposals should aim to achieve net gains to biodiversity or geodiversity as a result of development. In considering whether a proposal conserves and enhances sites, features or species of wildlife, geological or geomorphological importance all reasonable measures must be taken to avoid net loss by demonstrating that in the below order of priority the following matters have been taken into consideration:
 - (i) enhancement proportionate to the development;
 - (ii) adverse effects have been avoided;
 - (iii) the 'do nothing' option and alternative sites that cause less harm;
 - (iv) appropriate mitigation; and
 - (v) in rare cases, as a last resort, compensation measures to offset loss.
 - B. Details of appropriate safeguards and enhancement measures for a site, feature or species of nature conservation importance which could be affected by the development must be provided, in line with the Biodiversity Action Plan and any action plan for geodiversity sites, including provision for the beneficial future management of the interests. Development will not be permitted if applicants fail to provide adequate or accurate detailed information to show the impact of a development proposal on a site, feature or species including:
 - (i) an assessment of the nature conservation importance of the site; and
 - (ii) adequate information about the special interests of the site; and
 - (iii) an assessment of the direct and indirect effects of the development; and
 - (iv) details of any mitigating and/or compensatory measures and details setting out the degree to which net gain in biodiversity has been sought; and
 - (v) details of provisions made for the beneficial future management of the nature conservation interests of the site. Where the likely success of these measures is uncertain, development will not be permitted.

C. For all sites, features and species development proposals must also consider:

- (i) cumulative impacts of other developments or proposals; and
- (ii) the setting of the development in relation to other features of importance, taking into account historical, cultural and landscape context.

58. DMC12 Sites, features or species of wildlife, geological or geomorphological importance

A. For Internationally designated or candidate sites, or European Protected Species, the exceptional circumstances where development may be permitted are those where it can be demonstrated that the legislative provisions to protect such sites or species can be fully met.

B. For sites, features or species of national importance, exceptional circumstances are those where development is essential:

- (i) for the management of those sites, features or species; or
- (ii) for the conservation and enhancement of the National Park's valued characteristics; or
- (iii) where the benefits of the development at a site clearly outweigh the impacts on the features of the site that make it of special scientific interest and any broader impacts on the national network of SSSIs.

C. For all other sites, features and species, development will only be permitted where:

- (i) significant harm can be avoided and the conservation status of the population of the species or habitat concerned is maintained; and
- (ii) the need for, and the benefits of, the development in that location clearly outweigh any adverse effect

59. DMC14 Pollution and disturbance

A. Development that presents a risk of pollution or disturbance including soil, air, light, water or noise pollution, or odour that could adversely affect any of the following interests will not be permitted unless adequate control measures are put in place to bring the pollution within acceptable limits:

- (i) the amenity of neighbours and neighbouring uses; or
- (ii) the amenity, tranquillity, biodiversity or other valued characteristics of the area; or
- (iii) existing recreation activities; or
- (iv) extensive land uses such as forestry and agriculture; or
- (v) ecosystem services including water supply, groundwater resources and the water environment; or
- (vi) established businesses; or
- (vii) potential future uses of the land; or
- (viii) any nuisance, or harm to the rural character and dark skies of the area, caused by lighting schemes.

- B. Development will only be permitted where, upon cessation of a permitted use, the appropriate removal of any pollutants arising from development can be assured.
- C. Development affecting a Source Protection Zone, Safeguard Zone or Water Protection Zone must assess any risk to water quality and demonstrate that it will be protected throughout the construction and operational phases of development.

60. DMC15 Contaminated and unstable land

- A. Development on land that is known or suspected to be contaminated will be permitted provided that an accredited assessment shows that:
 - (i) there is no risk to public health arising from any existing contamination; and
 - (ii) remedial measures (in situ or by safe disposal off-site) can remove any public health risk and make the site fit for its intended use without harm to the valued characteristics of the area including any nature conservation or cultural heritage value.
- B. Development on land believed to be unstable, or suspected as being potentially unstable, or likely to become unstable as a result of development will only be permitted where an accredited stability assessment shows that the land:
 - (i) is stable and will remain so; or
 - (ii) can be made permanently stable by remedial measures undertaken as part of the development process without harm to the valued characteristics of the area; and
 - (iii) that development will not affect the stability or safety of neighbouring areas.
- C. Necessary remedial measures must be agreed before development commences.

61. DMH1 New affordable housing

- A. Affordable housing will be permitted in or on the edge of Core Strategy policy DS1 settlements, either by new build or by conversion; and outside of Core Strategy policy DS1 settlements by conversion of existing buildings provided that:
 - (i) there is a proven need for the dwelling(s); and
 - (ii) any new build housing is within the following size thresholds:

Number of bed spaces	Maximum Gross Internal Floor Area (m ²)
One person	39
Two persons	58
Three persons	70
Four persons	84
Five persons	97

- B. Starter Homes will be permitted as part of a development of housing to enhance a previously developed site.
- C. Self-Build and Custom Build housing will be permitted on rural exception sites in accordance with Part A regarding proof of need and size thresholds.

62. DMH2 First occupation of new affordable housing

In all cases, new affordable housing must be first occupied by persons satisfying at least one of the following criteria:

- (i) a person (and his or her dependants) who has a minimum period of 10 years permanent residence in the Parish or an adjoining Parish inside the National Park and is currently living in accommodation which is overcrowded or otherwise unsatisfactory; or
- (ii) a person (and his or her dependants) not now resident in the Parish but having lived for at least 10 years out of the last 20 years in the Parish or an adjoining Parish inside the National Park, and is currently living in accommodation which is overcrowded or otherwise unsatisfactory; or
- (iii) a person who has an essential need to live close to another person who has a minimum of 10 years residence in a Parish inside the National Park, the essential need arising from infirmity.

63. DMH3 Second and subsequent occupation of affordable housing (The occupancy cascade)

A. Each and every time a previously occupied affordable home becomes vacant, owners and managers of affordable housing must, as stated in the Section 106 Agreement, follow the cascade mechanism in steps B (i) to (iv), or C (i) to (v) until an eligible occupant is found.

B. For Registered Social Landlord owned and managed homes, and privately owned and managed schemes of more than one affordable home, owners and managers must:

- (i) sell or rent the affordable home to someone within the Parish or adjoining Parish (within the National Park) who meets the eligibility criteria as set out in policies DMH1 and DMH2, the Supplementary Planning Document and the Section 106 Agreement.
- (ii) after a minimum period of 3 months (minimum three months total) widen the search to include (in order of preference) those in the Parish or an adjoining Parish with residency of the previous 5 consecutive years, and those who meet the local occupancy criteria (10 years) in the next adjoining Parishes within the National Park.
- (iii) after a further month (minimum 4 months total) widen the search to include those who meet the local occupancy criteria (10 years) in the whole of the National Park.
- (iv) after a further 2 months (minimum 6 months total) widen the search to include those who meet the local occupancy criteria (10 years) in parts of a split rural Parish lying outside the National Park or rural Parishes entirely outside the Park but sharing its boundary.

C. For privately owned and managed affordable housing including self-build units, owners and managers must:

- (i) sell or rent an affordable home to a person (and his or her dependants) with a minimum period of 10 years permanent residence over the last twenty years in the Parish or an adjoining Parish; or
- (ii) a person who has an essential need to live close to another person who has a minimum of 10 years' residence in the Parish, the essential need arising from infirmity.
- (iii) after a minimum period of 3 months, widen the search to include (in order of preference) those in the Parish or an adjoining Parish with residency of the previous 5 consecutive

years, and those who meet the local occupancy criteria (10 years) in the next adjoining Parishes.

- (iv) after a further month (minimum 4 months total) widen the search to include those who meet the local occupancy criteria (10 years) in the whole of the National Park.
 - (v) after a further 2 months (minimum 6 months total) widen the search to include those who meet the local occupancy criteria (10 years) in parts of a split rural Parish lying outside the National Park or rural Parishes entirely outside the Park but sharing its boundary.
- D. The property should be advertised widely at the price advised by the District Valuer and prepared at the time marketing is required, or any other body appointed by the Authority for such purposes or, in the case of a rented property, at the target rent at the time. The Parish Council, Housing Authority and Housing Associations working in the area should be advised of the vacancy as soon as houses become vacant.
- E. Where a Parish is split by the National Park boundary, only those people living within the National Park part of the Parish should be eligible initially.

64. DMH11 Section 106 Agreements

Section 106 Agreements will be applied to housing developments as follows

Affordable housing

- A. In all cases involving the provision of affordable housing, the applicant will be required to enter into a Section 106 Agreement, that will:
- (i) restrict the occupancy of all affordable properties in perpetuity in line with policies DMH1, DMH2 and DMH3; and
 - (ii) prevent any subsequent development of the site and/or all affordable property(ies) where that would undermine the Authority's ability to restrict the occupancy of properties in perpetuity and for the properties to remain affordable in perpetuity.

65. DMT3 Access and design criteria

- A. Where new transport related infrastructure is developed, it should be to the highest standards of environmental design and materials and in keeping with the valued characteristics of the National Park.
- B. Development, which includes a new or improved access onto a public highway, will only be permitted where, having regard to the standard, function, nature and use of the road, a safe access that is achievable for all people, can be provided in a way which does not detract from the character and appearance of the locality and where possible enhances it.
- C. Particular attention should be given to the need for the retention and where possible enhancement of hedges, walls and roadside trees. Where a proposal is for a new access to improve a substandard access, a condition will be applied requiring the substandard access to be closed up in an appropriate manner, which where possible enhances the streetscape.
- D. Appropriate and sympathetic measures, including wild bridges or cut and cover tunnels, will be provided where transport infrastructure results in wildlife severance.

66. DMT8 Residential off-street parking

- A. Off-street car parking for residential development should be provided unless it can be demonstrated that on-street parking meets highway standards and does not negatively impact on the visual and other amenity of the local community. This should be either within the curtilage of the property or allocated elsewhere. Full details of the appropriate range of parking provision for residential developments can be found within the Parking Standards at Appendix 9.
- B. Off-street car parking space provided as part of a development will be protected where there is evidence that loss of such space would exacerbate local traffic circulation problems.
- C. The design and number of parking spaces associated with residential development, including any communal residential parking, must respect the valued characteristics of the area, particularly in Conservation Areas.

67. **Assessment**

68. **Principle**

- 69. Core Strategy policy HC1 states that provision will not be made for open market housing but exceptionally new housing can be accepted where it addresses eligible local needs for homes that remain affordable with occupation restricted to local people in perpetuity. Policy DS1 states that in or on the edge of named settlements, new build development would be acceptable for affordable housing. DMH1 of the Development Management Plan following on from DS1 reiterates that affordable housing will be permitted in or on the edge of DS1 settlements provided need is evidenced and that the homes are within the stated size thresholds. DS1 settlements are the most sustainable settlements within National Park when their location, size and function, range of services and/or ease of access to services by public transport, and their capacity for new development is considered. Youlgrave is listed as a named settlement with a school, medical centre, public houses and a bus service all accessible within the village.
- 70. These policies are consistent with the National Planning Policy Framework (NPPF) which gives great weight to conservation of National Parks. The National Parks Circular (2010), incorporated by the NPPF, makes clear at paragraph 78 that *“The Government recognises that the Parks are not suitable locations for unrestricted housing and does not therefore provide general housing targets for them. The expectation is that new housing will be focused on meeting affordable housing requirements, supporting local employment opportunities and key services.”*
- 71. The Authority’s policies are therefore up-to-date and should be afforded full weight in the determination of this application.
- 72. Policy HC1 sets exceptions when housing can be permitted. This site is an agricultural field and not previously developed land. There is no argument that the proposed development is required either to meet the needs of rural enterprise(s) or required to conserve or enhance Youlgrave. Therefore, housing could only be acceptable in principle if it were affordable housing to meet eligible local needs in accordance with policy HC1 and the relevant Development Management Plan policies.
- 73. The application proposes 9 dwellings, all of which are proposed to be affordable and to meet local need. The East Midlands Housing Association (EMHA) would be responsible for the build of the scheme. Following completion of construction, EMHA would then enter a long lease arrangement with the Peak District Rural Housing Association (PDRHA) for the management and maintenance of the new homes and will simultaneously transfer the freehold of the site across to Youlgrave Community Land Trust (YCLT). This mechanism is the same as was used for the Hannah Bowman Way development.

74. The development proposes a mix of housing following the publication of the Housing Need Survey Report for Youlgrave (2024) by Derbyshire Dales District Council as Housing Authority.
75. The report concludes that the overall number of eligible households in Youlgrave on Home Options is currently 11. Moreover, Housing Needs Surveys (the latest survey being from 2020) pick up additional households that are not registered with Home Options, therefore, it is highly likely that the current number in housing need is considerably in excess of the 11 households. Based on this data, the Local Housing Authority state they support *“the cautious proposal for 9 dwellings, being significantly less than the established level of need”*.
76. The majority of need identified is for 1-bedroom properties with more limited need for 2- and 3-bedroom properties. The proposed development would make a significant contribution to meeting the need identified by the housing need survey. The mix and tenure of the proposed development is also closely aligned with the need identified. There is therefore clear evidence to support the conclusion that the development would meet eligible local needs for affordable housing in Youlgrave and adjoining parishes in accordance with policy HC1.
77. The site would be adjacent to the established built form of Youlgrave, a location that would comply with in/edge of settlement requirement of DS1 and DMH1. The house sizes would also all be within the maximum floor areas stated in Policy DMH1.
78. If planning permission were granted for the development, prior entry into a planning obligation under S.106 would be necessary to secure the affordable housing in perpetuity in accordance with the requirements of policies GSP4, HC1 and DMH11 of the Local Plan.
79. In principle such a planning obligation would meet the tests set out at paragraph 58 of the NPPF:
- a. necessary to make the development acceptable in planning terms;
 - b. directly related to the development; and
80. c) fairly and reasonably related in scale and kind to the development.

81. **Landscape**

82. The application site is located within the Limestone Village Farmlands Landscape Character Type (LCT), a landscape as defined in the Authority's adopted Landscape Character Assessment which is *'small-scale settled agricultural landscape characterised by limestone villages, set within a repeating pattern of narrow strip fields bounded by drystone walls'*.
83. Policy DMC1 requires proposed development with a wide scale landscape impact must provide a landscape assessment. The Authority's Landscape Officer notes that such an assessment has not been submitted and objects on the grounds of insufficient information.
84. Though the comments of the Landscape Officer are acknowledged, it is judged that the scale and siting of proposal would ensure there would not be wide scale landscape impacts to warrant a refusal of the application. The bulk of the housing would either be in line with or project by only a small degree further to the west than the built form of Hannah Bowman Way while the post-war bungalow development along Conksbury Avenue projects still further into the open countryside away from the linear pattern of development Conksbury Lane. To the south and south-east, the built form of Youlgrave extends along Main Street and Moor Lane providing the site with a loose sense of enclosure. In this context, the development would not appear unduly prominent or isolated within the landscape. The site

area and number of homes would overall be a small addition to the established mass of homes that form this part of Youlgrave.

85. Officers initially recommended that the western edge of the application site be formed of new drystone walls but this was rejected by the applicant due to the cost. Though boundary hedging is not a common feature in this area, it is the case that the development would not result in the loss of any of the extensive existing drystone walls that enclose the wider field; within this context, the proposed hedging would be seen as a subservient boundary feature that would not detract from or appear prominent in relation to the existing boundary walls. The hedging would soften the edge of the development from wider views and is supported by the Authority's Ecologist given that the hedging on site would go from just 2m as existing to over 130m which would bring about particular benefits for bats and birds. Views into the site from the open countryside are limited to those from the lightly trafficked, single track Moor Lane to the west; there are no formal footpaths within the vicinity of the site. Though the development would be a new feature within the view from Moor Lane, the downward sloping topography and the modest heights of the proposed homes would ensure their roofs would not have an overbearing visual impact on the western edge of the village and would not interrupt the attractive views across the rolling landscape which rises again toward Alport to the east.

86. Overall, it concluded that in principle a development of this scale can be accommodated on this site without harm to the scenic beauty or landscape character of the National Park in accordance with policy L1. Details of design, layout and landscaping are critical in this regard and are considered further in this report.

87. Layout, design, landscaping and sustainability

88. Where development is acceptable in principle, GSP3 and DMC3 provide clear criteria that a development must comply with to ensure the natural beauty, quality and visual amenity of the landscape are protected.

89. At the centre of the proposal would be an area of open space and allotments for communal use. This layout would soften the transition from the relatively dense historic development along the main thoroughfares of Youlgrave to the countryside to the west and would be in-keeping with the lower density of Hannah Bowman Way. The open space with its central siting combined with an adjacent communal path would ensure it would be well integrated within the development and encourage residents to walk to Hannah Bowman Way through the space as opposed to exclusively along the access road. The open space would benefit from extensive overlooking from habitable room windows which would be deemed a further merit of the overall layout.

90. The provision of open space is a material consideration that weighs in favour of the development. The open space would be managed in accordance with the provisions of the S106 agreement to ensure these benefits are retained in perpetuity.

91. During the application, concern was raised by officers regarding the line of car parking to the western boundary. Officers requested that this parking be broken up with additional landscaping so that these necessary spaces better reflect the countryside edge location and the otherwise pleasant and verdant layout proposed for the rest of the site. This change has not been made with the applicant suggesting that this change could impact the accessibility for refuse vehicles along the access road and increase separation distances between the parking spaces and the dwellings for residents. Officers continue to hold the view that these spaces could be broken up without these impacts. The unbroken parking area would detract from the visual appearance when viewed within the site though wider impacts would be reduced due to the proposed boundary hedging. To ensure the hedging is robust and sufficiently thick to screen the vehicles, the hedge proposed would have a spread of 1.5m. This spread would fall within the adjacent

agricultural field but this field is within the blue line of the application and it is considered that details of the boundary hedging to ensure its ongoing management can be secured as part of a soft landscaping condition; this condition would apply to the whole site so that the overall planting mix is appropriate.

92. During the application, improvements have been made to the design and layout with low stone boundary walls added to the frontages of plots 1-5; open frontages are not a characteristic of the National Park while the walls would in addition help to partially screen bin stores (details of which would also be secured by condition). Timber fencing has been removed from all external edges of the site and would be restricted to boundaries between the gardens of plot 6-9. Hard boundary treatments and surfacing materials would be conditioned.
93. The detailed design of the dwellings would be largely in accordance with the Authority's design guide. The dwellings would be constructed from natural, local limestone, bedded and polished in lime mortar. The proposed use of Staffordshire blue clay tiles and limestone walls would be appropriate for Youlgrave and reflects a mixture of materials in the local area. The gable widths of the dwellings would be greater than recommended in the Authority's design guide, however the terraced form of the two blocks would result in two rectangular forms in-keeping with the linear buildings common throughout the village and so not be unduly 'boxy'. The dwellings would appear balanced including the arrangement of their fenestration and would be well-proportioned within their respective plots. Plots 6-9 would step down toward following the downward slope of the land; this arrangement would offer some variety in roof height and additional visual interest when this terrace is viewed from the open space.
94. A further change made during the application was to relocate solar panels from the western roof slopes of plots 1-5 to the eastern so as not to impact on wider views from the countryside to the west. All the proposed dwellings would be built with solar photovoltaic panels. The application proposes that the proposed dwellings would be constructed to high energy efficiency standards and meet the requirements of building regulations in terms of the conservation of heat and power. The dwellings would be orientated so that plots 1-5 would benefit from direct sunlight throughout the day being set east-west while the plots 6-9 would have south facing private gardens. Community water butts would also be provided as would electric charging points for each dwelling. Subject to condition, the development therefore would be in accordance with policy CC1.
95. It is concluded that subject to the conditions and provision within the S106 to manage and manage the open space, the layout, design, landscaping and sustainability would be in accordance with policies GSP3, DMC3 and CC1.
96. **Residential Amenity**
97. GSP3 states that in assessing new development, consideration must be given to the impact on living conditions of communities. DMC3 requires particular attention to be paid to protecting the amenity, privacy and security of the development and other properties that the development affects.
98. The separation distances between the 9 dwellings and the nearest neighbouring homes would be significantly greater than those required in the Authority's Alterations and Extensions Design Guide. Plots 1-5 would be approximately 53m at their nearest point to the converted barns to the east properties ('Sweet Briar', 'Cornelia', 'Ophelia' and 'Copper Pot') and though the new homes would be set higher than the converted barns, the separation would be such that no undue harm to residential amenity would occur. Within that intervening space would be the open space and to the eastern boundary, a 4m strip of trees would provide a robust buffer between the rear gardens of the converted barns

and the open space while avoiding the need for incongruous high, hard boundary treatments.

99. Similarly, at their nearest point, plots 6-9 would be approximately 43m away from the homes on Hannah Bowman Way and there would be no noticeable level change. Plot 1 would be the nearest to the end dwelling on Hannah Bowman Way but plot 1 would be a bungalow with a blank end gable and so again no overlooking, overshadowing or overbearing impacts would occur. Within the site itself, the 9 dwellings would be arranged in a 'L' shape and so there would be no direct overlooking of any of the properties.
100. The floor areas would meet and surpass National Space Standards but would be within the maximum areas allowed under DMH1. Plots 1-5 (the 1-bedroom flats and 2-bedroom bungalow) would have small front and rear gardens which would not be unusual within Youlgrave and the wider National Park; these would be defensible while residents would of course have full access to the extensive open space. Plots 6-9 would have private rear gardens that would be proportionate to the size of the dwellings.
101. Regarding impacts on residential amenity, the proposal would therefore comply with policies GSP3 and DMC3.

102. **Cultural Heritage**

103. **Impact upon Youlgrave Conservation Area**

104. Core Strategy policy L3 states the development must conserve and where appropriate enhance heritage assets and their settings. Development Management Policy DMC8 is clear that for development that affects the setting or important views into or out of a Conservation Area, applications should clearly demonstrate how the existing character and appearance of the Conservation Area will be preserved and enhanced.
105. The eastern edge of the application site (approximately 10% of the site area) sits within the north-western edge of the Youlgrave Conservation area. The Conservation Area boundary in this location was drawn so as to incorporate the single storey converted barn known as 'Sweet Briar' and another barn that has been converted to create three homes known as 'Cornelia', 'Ophelia' and 'Copper Pot'; these traditional stone barns historically were part of Hall Farm and would be considered as non-designated heritage assets. It is acknowledged that distant views of the converted barns from Moor Lane to west would be obscured by the new dwellings and this would represent moderate harm to the setting of the former farmstead and its contribution to the Conservation Area. Modern housing along Conksbury Avenue and Hannah Bowman Way has already encroached within its setting so that uninterrupted views of the rear of the former farmstead are largely limited to a small stretch of Moor Lane. The new dwellings would not however form an overbearing backdrop on approach to the farmstead from Conksbury Lane due to the significant separation distances, proposed buffer landscaping and that plot 1 which would be in line with 'Sweet Briar' would only be single storey.
106. The Conservation Area appraisal identifies views toward the Conservation Area as dominated by the tall tower of the Church of All Saints; these views would not be interrupted by the proposed development. The development would not be visible from within the core of the Conservation Area which is defined by historic buildings set tightly along the main thoroughfares of Youlgrave to the south and south-east.
107. In accordance with policies L3, DMC5, DMC8 and the NPPF, the conservation of cultural heritage must within the National Park be given great weight and must be considered as part of the planning balance which is carried out later in the report.

108. Impact upon archaeology

109. The proposed development is on a site of archaeological interest where earthwork archaeological remains are known to survive and there is potential for related buried archaeological features. These features relate to 19th century lead mining – shafts and open cut extraction. More of these features extend into the proposed development area, including features mine shafts, parts of a backfilled opencut along a mineral vein, former trackways and a feature that may be another area of quarrying or extraction, but due to its vein top location may also be evidence of lead processing at surface.
110. The Authority's archaeologist assessed the submitted desk-based assessment and concluded that these features are non-designated heritage assets of archaeological interest with the level of significance of such features to be local- regional interest at most.
111. The extent of disturbance from these 19th century extraction and mining features means the likelihood of earlier archaeological remains and features surviving on site is judged to be low.
112. The groundworks required for the development would destroy the archaeological remains and features within the development footprint. This represents a permanent loss of archaeological evidence and information and harm to the archaeological interest of the site. Taking into account the estimate significance and the level of impact this equates to moderate harm.
113. Again, in accordance with policies L3, DMC5, DMC8 and the NPPF, the conservation of cultural heritage must within the National Park be given great weight and must be considered as part of the planning balance which is carried out later in the report.
114. If planning permission were granted the Authority's Archaeologist recommends that a planning condition to secure a scheme of archaeological works is necessary to ensure that surviving remains are preserved by record.

115. **Highway safety**

116. The site would be accessed from Hannah Bowman Way and would serve as an extension of the road. The road is currently unadopted and it has been confirmed during the application that this arrangement would continue. As there would be no new access onto the adopted highway then the Highway Authority would not object on the grounds of highway safety. Moreover, the addition of 9 dwellings made up of predominantly smaller homes (1 and 2 bedrooms), would not be deemed a level of development that would cause an undue intensification of the use of the existing access from Hannah Bowman onto Conskbury Lane. The Highways Authority nor the National Park's Transport Planner have raised any concern that the small increase in the use of the local highway network would cause severe impact on the operation of the network.
117. The Local Plan states that for the number of bedrooms proposed, there should be a minimum of 16 car parking spaces (including visitor spaces). The application would provide 17 and this would be sufficient to serve the needs of future occupiers and to avoid overspill parking in nearby streets.
118. Prior to confirmation that it would not be adopted, the Highways Authority did raise concern of how a refuse vehicle would travel along the full length of the access road if vehicles were parked on the road to the front of plots 1-5 and they also queried how vehicles would comfortably enter and exit the designated parking spaces along the western boundary. Though the road would not be adopted it remains the case that officers would expect to see a well-designed scheme and this of course includes parking and access arrangements. In response, the applicant has submitted tracking plans including

for refuse vehicles that show such a vehicle would be able to access the site, turnaround and leave safely as well as tracking plans for the private car. The applicant has also stated that parking will be actively managed by the housing association/management company. If permission were granted, a condition would be imposed requiring a plan to be submitted that would detail these management arrangements prior to occupation; this condition would require associated infrastructure such as signage to be installed prior to occupation.

119. The width of the road would be 5m; it is accepted that this would allow vehicles to pass each other (subject to the part of the road parallel to the parking spaces being kept free as referenced above), it is the case that for vehicles leaving/entering the parking spaces to the western boundary, they would need to travel down to the turning head to the south of the site or undertake a three point turn in order to turn around. This arrangement would be functional though not optimal, however, to allow greater maneuvering space for these cars would mean the access road would have to be widened. The applicant has made it clear that to do so would require an increase in hardstanding at the site impacting BNG calculations; the site would become more constrained necessitating fundamental changes to the layout of the housing and would likely require an increase in the size of the site further to the west which could only come about via further and potential lengthy negotiation with the owner of the adjacent open field.

120. Overall, it is considered that the geometry of the proposed road and the functionality of the parking spaces would be adequate though the scheme would benefit if as stated a condition securing a management plan for parking on site was included as part of any permission. The number of spaces proposed would be acceptable and finally, there would be no undue impacts on highway safety or the operation of the wider highway network. Therefore, the application would comply with policies T3, T7, DMT3 and DMT8.

121. **Ecology**

122. The application is subject to the requirements of statutory Biodiversity Net Gain (BNG) and is supported by a BNG Assessment report and matrix, and a Preliminary Ecological Appraisal (PEA).

123. BNG

124. The habitats on site comprise solely of modified grassland (0.3515ha) of low strategic significance. The post development site proposes the loss of 0.2348ha (0.939 habitat units) of modified grassland. It has been calculated that proposed development results in a gain of +0.1539 habitat units equating to a 11.33% net gain therefore, the minimum requirement for Biodiversity Net Gain (10%) has been met. The areas of habitat creation or enhancement are not considered significant relative to existing habitats on site; therefore, in this case, it is not considered proportionate to require monitoring for 30 years. However, a condition requiring the submission of Landscape and Ecological Management Plan (LEMP) can be added to provide objectives and management prescriptions for the creation and enhancement of the habitats and to provide assurance that the uplift can and will be achieved. The condition would also secure additional enhancement to be delivered over and above those stated in the BNG Assessment report.

125. Subject to conditions, the application would achieve statutory BNG requirements and comply with policy requirements set out in DMC11 and the NPPF.

126. Preliminary Ecological Appraisal

127. The PEA identified that the site offers suitable habitat for foraging mammals (e.g. badger, hedgehog), reptiles and ground nesting birds. However, no conclusive signs of badger were presents and no reptiles were observed during the survey. No suitable habitat was identified on site for bats, water voles and amphibians and it was considered unlikely

that the site would support rare or notable invertebrates. No notable plant species and no invasive species were observed onsite.

128. The Authority's Ecology visited a property adjacent to the application site to assess the suitability of a garden pond to support Great Crested Newts (GCN). The visit was brought about following concerns raised by local residents during the consultation period about the potential impact on GCN and reptiles by the proposed development which is in an adjacent field. Following the visit, the Ecologist concluded that given the nature of the ponds, (small ornamental garden ponds), it was considered unlikely to support a significant population of newts and that Reasonable Avoidance Methods (RAM) during works would be sufficient and proportionate to avoid impacts on amphibians and reptiles. Details of the method statement would be secured by condition. The Ecologist also recommended that provision for amphibians and reptiles (such as ponds and hibernacula) should be incorporated into the Biodiversity Net Gain Plan to compensate for the loss of habitat and to maximise the on-site gains. The creation of extensive new hedgerows including the hedging proposed to the western boundary would be particularly welcome as a benefit to bats and birds. The integral bat (x4) and bird (x8) features would create further biodiversity enhancement and would be secured by condition.

129. Subject to conditions, it is concluded that the development would not harm protected species or their habitat. The development would also provide additional biodiversity enhancement measures. The application therefore demonstrates that it would be in accordance with policies L2, DMC11 and DMC12 of the Local Plan.

130. Flood risk and drainage

131. The whole site lies in Flood Zone 1. In accordance with the proposed development being deemed as 'more vulnerable'; Planning Policy Guidance considers More Vulnerable uses within Flood Zone 1 as being appropriate. The Exception Test is not required.

132. The application is supported by a Drainage Strategy (DS). The application proposes to deal with surface water from the development using a sustainable urban drainage scheme (SuDS). This would comprise an infiltration system including soakaways and permeable paving.

133. Foul drainage would be disposed of to the existing main sewer within Conksbury Lane.

134. There is no in-principle concern with the surface and foul water drainage strategy proposed, however, if permission were granted then a pre-commencement condition would be added that requires a detailed scheme to be submitted. Subject to compliance with this condition, the proposal would not be deemed to represent an undue drainage risk and would comply with policies CC5 and DMC14.

135. Other matters

136. DMC15 states that development on land that is known or suspected to be contaminated and/or unstable must be supported by accredited assessment that shows that there would be no risk to public health and remedial measures can be undertaken without harm to the valued characteristics of the area.

137. In regard to potential sources of ground contamination the application is supported by a phase 1 and phase 2 land contamination assessment. This concludes that the site has a high concentration of lead. This does not preclude development of the site but mitigation will need to be put in place with a recommendation by the Environmental Health Officer being the use of a capping layer and imported soil. The Environmental Health Officer makes no objection to the application but recommends conditions to secure this.

138. Regarding land stability, as noted earlier, an archeological desk-based assessment was submitted with the application in which evidence of former lead mining activity was confirmed. It is therefore duly considered that it would be reasonable to impose a condition requiring a stability assessment and any necessary remedial measures to be agreed before the development commences.
139. The Environmental Health Officer also recommends conditions to manage the impacts of noise from construction and to limit hours of construction to protect the amenity of neighbouring properties.
140. Finally, a number of neighbouring objections contend that the current proposal should be seen as phase 2 following on from the development on Hannah Bowman Way and cumulatively, the development would constitute major development. When the time that has elapsed between the previous application in 2014 and the current one is considered, it is not accepted that the two developments can be viewed as two phases of one overall development. The earlier development was not brought forward and designed with the intention of then bringing forward additional homes that would create a fully integrated housing development. Officers accept rather that the applicant has merely sought to respond to an existing need for affordable homes in the area and the current scheme has come about following negotiations between different partners over recent years. It should be stated at this juncture that a development of 9 homes at the edge of DS1 listed settlement would not be so significant that it would have a significant adverse impact on the purposes for which the National Park has been designated. The development would not be 'major development' for the purposes of the NPPF and therefore that the policy tests in GSP1, DM1 and paragraph 190 of the NPPF do not apply.
141. **Planning balance and conclusion**
142. The Authority has no requirement to demonstrate 5-year housing land supply. There is no requirement to deliver housing in the National Park to meet market demand. Therefore, there is no conflict between the Authority's housing policies and the NPPF. The 'tilted balance' or presumption on favour of sustainable development therefore does not apply and full weight should be given to the Authority's policies.
143. The application proposes development of the site for 100% affordable housing which would be owned and managed by a Registered Provider. The type and tenure of the proposed development would meet eligible local need as identified by the Housing Authority. The proposed housing would be located to the edge of the DS1 settlement of Youlgrave and therefore the principle of the development is acceptable.
144. The application has demonstrated that a development of this scale and location can be accommodated without undue harm to the scenic beauty of the landscape and would enhance biodiversity on site. Harm to archaeology on site and the setting of the adjacent converted farmstead which forms the edge of the Youlgrave Conservation Area has been identified.
145. The design, scale and layout of the development would be judged to be of a generally high quality and appropriate for the context of the site and its surroundings. The open space/allotments would provide a welcoming and attractive space for future residents. The development could be accommodated without any unacceptable impacts upon the amenity of neighbouring properties or highway safety. The application has also demonstrated that it would comply with technical matters such as statutory BNG; flood risk and drainage; and ground contamination.
146. The development if approved would result in a permanent loss of archaeological evidence and information, and harm to the archaeological interest of the site. The

development would also result in moderate harm to the setting of the converted barns to the east and the setting of the Youlgrave Conservation Area when viewed from Moor Lane. This harm must be weighed in the planning balance bearing in mind that paragraph 189 of the NPPF requires great weight to be given to the conservation of cultural heritage in the National Park.

147. On the other hand, the development would make a very significant contribution to the established need for affordable housing within Youlgrave on a site which would otherwise be located in a sustainable location and could be accommodated without undue harm to the landscape or biodiversity. Furthermore, there is no evidence of any other sites coming forward in the area which could deliver this quantum of affordable housing.

148. It is therefore concluded that the benefits of approving the development clearly outweigh the harm to heritage assets that has been identified. The development is therefore in accordance with the development plan when read as a whole. All other matters that have been raised have been considered but do not indicate that permission should be refused.

149. The application is therefore recommended for approval subject to prior entry into a S.106 planning obligation and planning conditions.

Human Rights

Any human rights issues have been considered and addressed in the preparation of this report.

List of Background Papers (not previously published)

Nil

Report Author: John Shaw – South Area Planning and Enforcement Manager