

Nottingham City Council
Land and Planning Policies (LAPP) Examination

MATTER 4

The scale and distribution of development and the approach to site allocations

Issue 8: Site Allocations (Policy SA1)

PA57 Clifton West

Questions 1 and 2

Submission from:

Mr T Hurst - Consultee ID: 3707

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SUBMISSION FROM MR TREVOR HURST FOR CONSIDERATION AT THE EXAMINATION IN PUBLIC IN RESPECT OF THE CLIFTON WEST SITE ALLOCATION

1. Overview

I wish to expand on my points regarding the need to consider the Green Belt designation of the Clifton West site along with my concerns about access to the site.

I believe that the inclusion of Clifton West is unsound, as it has not been adequately justified for these reasons:

- There is no recognition of the significant incursions into the Green Belt in this area and the subsequent cumulative impacts since the site was first earmarked for housing over 20 years ago;
- This is the only remaining field on the eastern boundary of Clifton Hall and the Registered Parkland and Gardens, and it is important to those assets' setting and historic significance which the Green Belt has been instrumental in protecting;
- Since the site was first allocated Clifton Wood has been designated as ancient woodland; and
- The site cannot be accessed without unavoidable and unacceptable adverse impacts on the local community.

The site should therefore be removed from the plan and restored to Green Belt status.

2. Reinstatement as Green Belt

2.1 In respect of my point regarding the Green Belt designation of the site and why this needs to be considered in the context of the site allocation, I now understand the area was theoretically removed from the Green Belt in the 1997 Local Plan. At that time it may have seemed a relatively insignificant change, but in the intervening years the Clifton area has seen major changes which between them have divorced much of the community from its rural surroundings. The Lark Hill Retirement Village, Clifton Park and Ride Tram facility and A453 dual carriageway have significantly reduced the Green Belt in this area, and another major development in the Green Belt to the south of Clifton, comprising 3,000+ houses, warehousing and industry, has recently been given outline planning permission by Rushcliffe Borough Council adjacent to the NET Park and Ride, (ref: 14/01417/OUT – see map in Appendix 1). This huge incursion into the Green Belt is within 700m of the Clifton West site allocation. Furthermore, a planning application for mineral extraction on Green Belt land to the south west of Clifton, on land between Clifton and Barton in Fabis, is currently being considered by Nottinghamshire County Council, (ref: ES/3712 – see map in Appendix 2). This proposed site is within 500m of the Clifton West site allocation. To lose this site to further development, together with the above named schemes that have been recently constructed, benefit from planning permission or have applications submitted, would represent an unacceptable level of cumulative impacts on the Clifton area.

2.2 The site should not have been removed from the Green Belt to facilitate development as it is important to the setting and significance of Clifton Hall (Grade I listed) and the Registered

Park and Gardens (Grade II listed). The protection afforded by the Green Belt was crucial to safeguarding both their setting and historic significance; and also to safeguarding Clifton Wood, which is part of the registered parkland and has recently been designated as ancient woodland, from possible adverse impacts from the existing Barton Green development. Such impacts include:-

- Colonisation of non-native plants;
- Fly tipping;
- Transport emissions;
- Noise disturbance; and
- Intensification of recreational activity by humans and pets which can cause disturbance to breeding birds and other wildlife, litter and fire damage, trampling and vegetation damage.

Development of the site would make the wood much more vulnerable to such impacts.

2.3 The Green Belt designation has for many years safeguarded this land from development, and has played a vital role in protecting the setting of the heritage assets and the irreplaceable habitat of the ancient woodland from the adverse impacts associated with urbanisation. The land within the Clifton West site allocation is unique in allowing the Clifton Village Conservation Area, and in particular Clifton Hall and its Registered Parkland and Gardens, the remains of their former rural setting on their eastern boundary.

2.4 To summarise, I believe the site's previous designation as Green Belt land requires consideration for two reasons. Firstly, due to the far more significant incursions into the Green Belt around Clifton since 1997; the existing, planned and proposed developments together with the Clifton West site allocation will result in significant adverse cumulative impacts on the Clifton area and these require serious consideration. Such cumulative impacts include impacts on landscape character, including the historic landscape, biodiversity, public amenity, noise, traffic, disturbance and airborne pollution. Secondly, the Green Belt designation was important in protecting the setting and significance of Clifton Hall (Grade I listed) and its Registered Park and Gardens (Grade II Listed), the latter of which includes Clifton Wood which was recently designated as ancient woodland by Natural England, and appears on the inventory of ancient woodland.

3. **Adverse Impacts on Historic Environment from development of the Clifton West site due to removal of the Green Belt.**

3.1. Visual Impacts

3.1.1 The site is immediately adjacent to the registered parkland, (Clifton Wood), the Hall gardens and the Clifton Village Conservation Area. Clifton Wood itself is also part of the Conservation Area. Development of the site will severely impact on the current tranquillity of Clifton Wood and block the open views of the heritage asset from the east, particularly when viewed from the bridleway adjacent to the western boundary of Barton Green. The development will also be clearly visible from views out of the woodland to the east. Although the rooftops of properties of the existing development of Barton Green are visible

in the distance from views out of the woodland to the east, this is in no way comparable to the proximity and the consequent impacts of the proposed development. Furthermore, the allocated site is on a higher contour than the existing development which will make it far more prominent in both the immediate and wider landscape.

- 3.1.2 The site allocation would result in the loss of a large area of farmland which forms the assets' open and undeveloped rural setting on their eastern boundary and which is clearly visible when viewed from the north and south as well as the east. Development of the site will result in roads, street lighting and housing which will all impact on the tranquillity of the woodland and the registered heritage assets' current rural sense of place.
- 3.1.3 The council's document 'Section 6; Development Management Policies – Making it Happen' states:-'The careful layout of open/green space/allotments could also help to protect both the setting of heritage assets and avoid adverse impacts on the adjacent two LWS's, Clifton Woods Local Nature Reserve and Holme Pit SSSI by providing a buffer of semi-natural habitat.'
- 3.1.4 If the intention is to buffer the perimeter of the Registered Gardens and Parkland with trees, then this will adversely impact on views of Clifton Wood on its eastern boundary, along with views from inside the woodland looking out to the east. In effect the heritage asset would eventually become hidden from view by a belt of new tree planting or by houses. Either way, this would have an adverse impact on the historic setting, design and authenticity of the Grade 2 Registered Parkland and therefore on its significance.
- 3.1.5 In respect of vistas out from the woodland, historically the wood did, and still does afford views out to the application site as a very obvious historic pathway still exists along its eastern boundary. This pathway is referred to in Historic England's List Entry Summary¹:-
- 'Historically there was also an approach from the south-east, via a drive through Clifton Wood,'
- And,
- 'A straight flight of stone steps rises from the centre of the bowling green to Clifton Wood, which extends southwards along the cliff top for a further 450m. It comprises mixed deciduous and secondary woodland and other trees defining a cliff top walk.'
- 3.1.6 This path is still discernible and is regularly walked by many people, and gaps in the tree line allow views out to the site.
- 3.1.7 The List Entry Summary states: 'The wood was mapped as a formally planted wilderness in 1763 (Ingham),' and his map of the Parkland clearly shows defined pathways, including the cliff top walk. Importantly, the map (Appendix 3) shows the walk had a long and substantial gap in the tree planting along the eastern boundary which historically would have afforded clear views out to the adjoining estate land/allocated site. Therefore, the map shows the parkland was designed to afford vistas to the east over the adjoining estate land and the loss

¹ <https://historicengland.org.uk/listing/the-list/list-entry/1247639>

of the present day views, due to a planted buffer strip, will cause further harm to the setting and significance of the registered heritage asset.

3.2 The Site's Importance to the Setting and Significance of Clifton Hall and Registered Park and Garden

3.2.1 The site forms the immediate setting to the Registered Parkland on its eastern boundary and importantly, as the parkland forms the immediate setting to the Hall, then any impacts on the parkland are also impacts on the setting of the Hall.

3.2.2 The site originally belonged to Clifton Hall and was part of the historic estates of Wilford and Clifton which were sold to Sir Gervase de Clifton in 1272. The estates remained in the Clifton family ownership until 1947 when the lands were compulsory purchased by the City Council. The map (see Appendix 4) is a copy of the original which accompanied the details of the sale of the estate in 1947, and it shows the site allocation outlined in red. Therefore the site has a direct association with the Hall which makes it important to not only the setting of the Hall and Parkland, but also to the Hall's significance, as it underlines the historic *raison d'être* of the Hall as a grand country manor house which was built to administer its estate land.

3.2.3 The Site also makes another particularly valuable contribution to the historic significance of Clifton Hall as it was not only part of its estate, but importantly it was a field historically managed as common grazing pasture until the 20th century. The field is referred to in J.B. Firth's 'Highways and Byways of Nottinghamshire', dated 1916, (see Appendix 5) who describes walking across a huge open field lying at the side of the Hall gardens:-

"The next village up the Trent from Clifton is Barton-in-Fabis or Barton-among-the-Beans. The walk through the fields is famous locally, and not without reason. For after crossing a huge open field, lying at the side of the Hall gardens- which is divided every year among the farmers in units known as "gates", each "gate" being rather less than two acres - the path drops sharply down between two delightful plantations to the river meadows and then continues straight forward to Barton, with the fine hanging woods of the steep Trent bank on the left hand all the way. And at the end of the walk is Barton, an old-fashioned village, where almost every cottage genially invites you to "tea and hot water," and a church well worth visiting claims your brief attention." (Page 59)

3.2.4 The First Edition OS Map, dated 1885, (see Appendix 6) clearly shows the Site to be the field he describes as 'lying at the side of the Hall gardens', the footpath and the two plantations between which 'the path drops sharply down' are Clifton Wood and Rough Wood. Therefore the site has a strong cultural link to the Hall as it serves as a reminder of how the Cliftons managed their estate lands in respect of the poorer tenants of Clifton village. Following the enclosure of the parish, the livelihoods of many cottagers depended on access to common grazing fields such as this one, which were known as Common Pasture. The agrarian historian, R.A. Butlin, defines Common Pasture as:-

'Land used exclusively for pasture by manorial tenants. The soil may be vested in the lord of the manor, or in undivided shares in the owners of the pasture right. Because the pasture could, in most instances be grazed by a limited number of animals (see stint), and often for

only part of the year, the common pasture tended to be land of better quality than the common waste².

And 'stints' as:-

'STINT: The number of animals which a holder of common right is entitled to put on to common land (usually common pasture). The stint is always for a specific number of beasts with an equivalent according to the type of stock and is normally proportionate to the size of the holding. Originally the stints were allocated only to copyhold tenements. Pastures which are stinted are known as STINTED PASTURES. The equivalent term in the North of England is 'gate' or 'gait' – hence 'cattle gait', 'pasture gait', etc.:- 'Some Terms Used in Agrarian History' pages 99 and 103.

The reference to 'copyhold tenants', which is an ancient form of land tenure, coupled with the Site's history as common land, may well point to its much earlier history as part of one of the two or three huge open fields which would have once bordered Clifton village and in which the peasantry held strips of land.

3.2.5 This evidence demonstrates the site is not just important to the setting of the Hall and Parkland, but is also an important cultural link to Clifton Hall due to its historic estate links, and therefore makes a positive contribution to the significance of Clifton Hall and its Registered Parkland.

3.2.6 The site is also notable as it is the last remnant of estate land on the assets' eastern boundary. Supporters of the site allocation may be of the opinion that the setting and significance of the heritage assets on their eastern boundary has already been compromised by the existing Barton Green development but Historic England's document, 'The Setting of Heritage Assets', (page 4, paragraph 9), makes reference to loss of significance through unsympathetic development under the heading 'Cumulative Change':-

'Where the significance of a heritage asset has been compromised in the past by unsympathetic development affecting its setting, to accord with NPPF policies, consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset. Negative change could include severing the last link between an asset and its original setting,'

3.2.7 The development of the site would detract from the significance of Clifton Hall and the Registered Parkland, and it will also sever the last link between the heritage assets and their historic rural setting on their eastern boundary.

3.2.8 The National Planning Policy Framework, paragraphs 132 and 134 states that all harm to the significance of designated heritage assets, whether substantial or less than substantial, requires clear and convincing justification and should be weighed against the public benefits, with great weight given to the conservation of the significance of designated heritage assets in their setting. As detailed above, the site makes a positive contribution to the setting and significance of the designated heritage assets. Therefore, the impact of developing the site

² <http://bahs.org.uk/AGHR/ARTICLES/09n2a5.pdf>

would be extremely harmful to their significance through the complete loss of their setting and historic estate links on their eastern boundary.

- 3.2.9 The inclusion of this site is contrary to Policy HE1: Proposals Affecting Designated and Non-Designated Heritage Assets in the Submission Draft of the Local Plan Part 2 - land and planning policies.

4 Cumulative Impacts on the Historic Landscape Character due to removal from Green Belt

- 4.1 The Clifton West site, together with the planned Fairham Pastures urban extension to the south of Clifton and the proposed mineral extraction site, (ES/3712), will result in cumulative impacts on the historic landscape character of the area. The urban extension has received outline planning permission and is approximately 700m from the Clifton West site. Included in this development is a large area of Green Belt land known as Clifton Pasture, (approximately 360 acres), to the east of the A453. Clifton Pasture was also an area of historic common grazing land belonging to the Clifton Estate which remained as common grazing after parliamentary enclosure. The vast majority of this historic area of land, which is mentioned in the Nottinghamshire Landscape Guidelines, will be lost to the urban extension. The proposed mineral extraction site will impact on both the historic landscape, and the setting and significance of the designated heritage assets, as detailed in the response to the application from Historic England in Appendix 7.

5. Impacts on the community

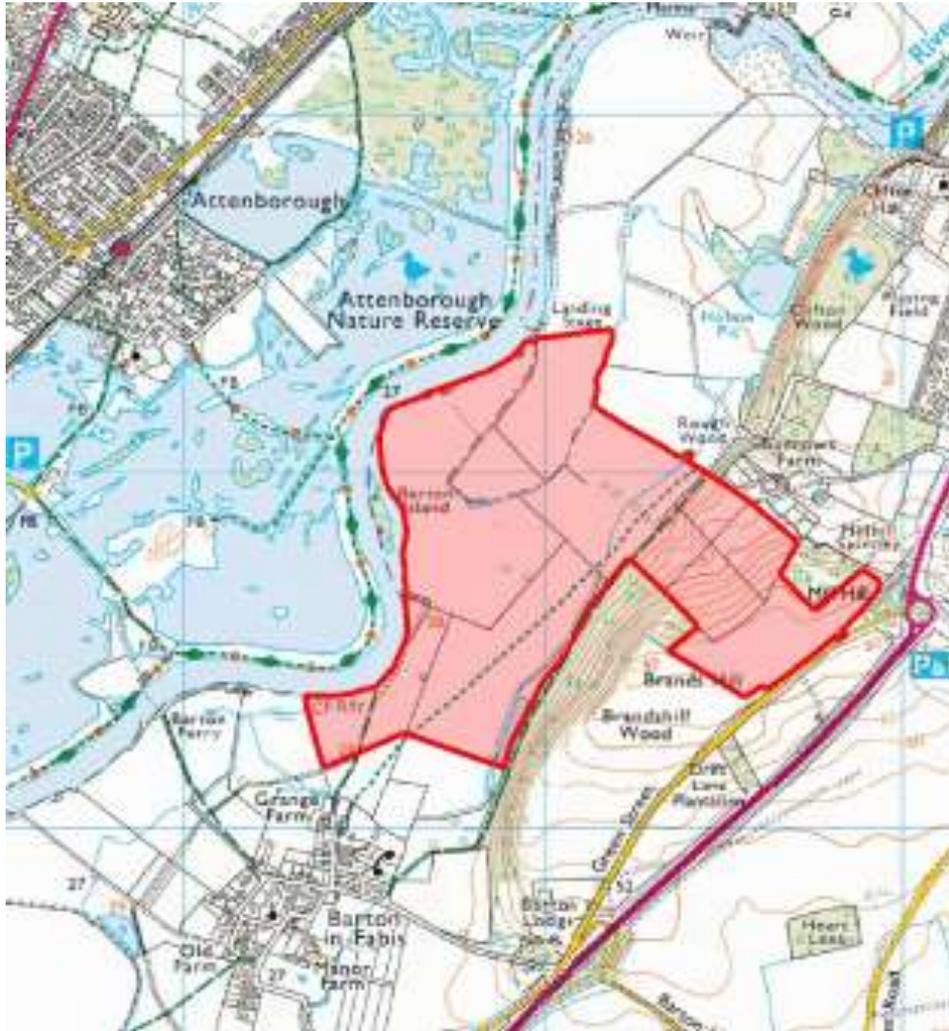
- 5.1 The roads on Barton Green (Hawksley Gardens and Finchley Close) are completely unsuitable for heavy construction traffic which would be a constant problem for local people for many years in respect of noise, safety and air pollution issues. Both this and the extra traffic that would occur once the development was complete, and which would also cross a popular bridleway, would have a seriously detrimental effect on the quality of life for the community.

Appendices

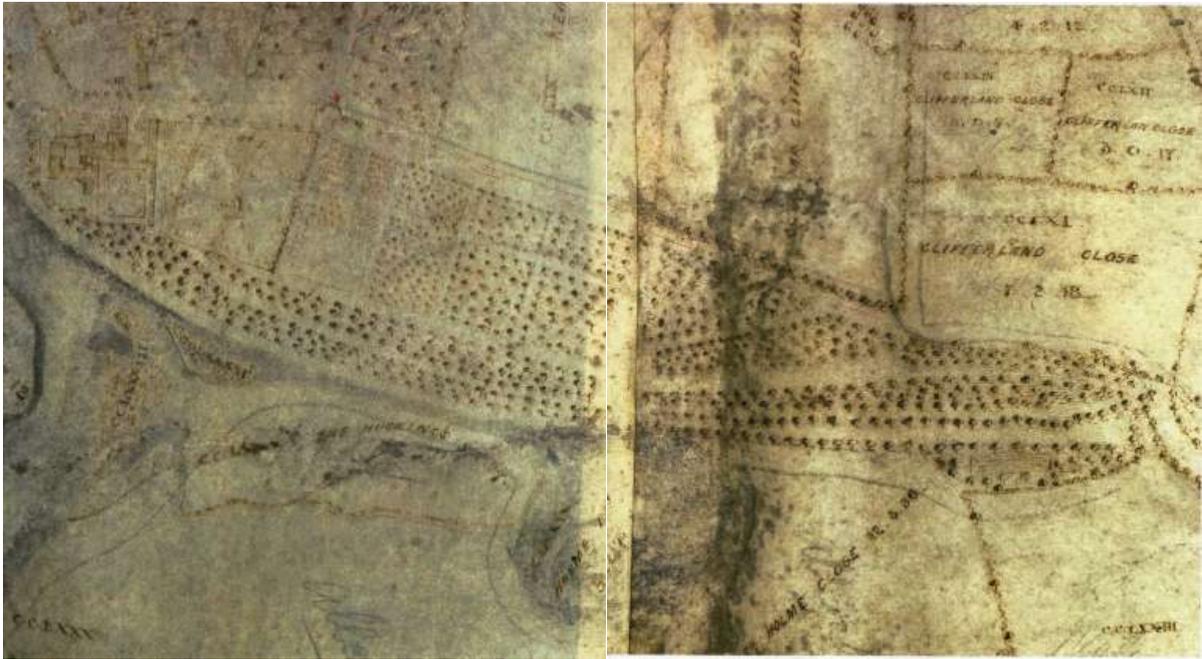
- Appendix 1 Fairham Pastures Urban extension**
- Appendix 2 Sand and Gravel Extraction Site**
- Appendix 3 Ingham's Map**
- Appendix 4 Extract of the plan accompanying the sale of the Site**
- Appendix 5 Extracts from 'Highways and Byways in Nottinghamshire'**
- Appendix 6 First Edition OS Map 1885**
- Appendix 7 Historic England response to Sand and Gravel Planning Application**



Fairham Pastures Urban extension



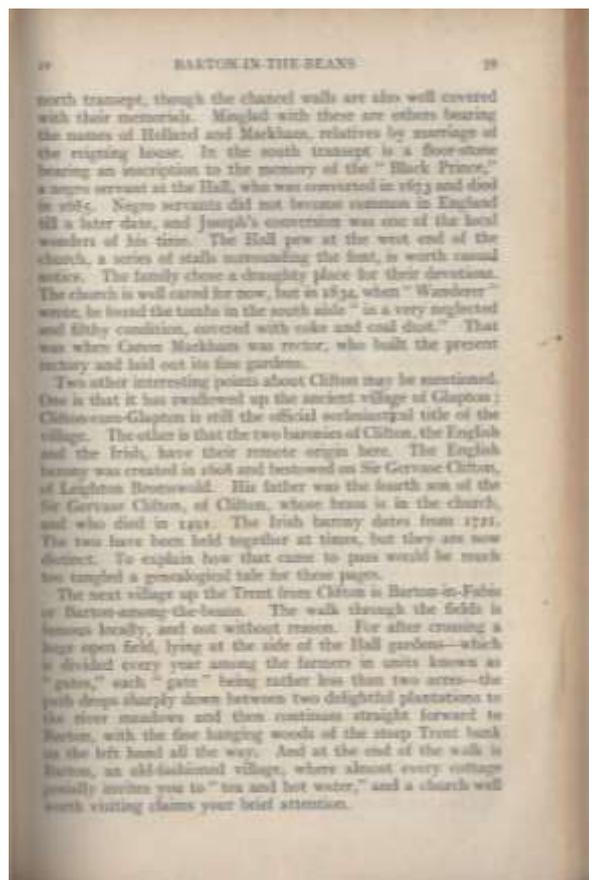
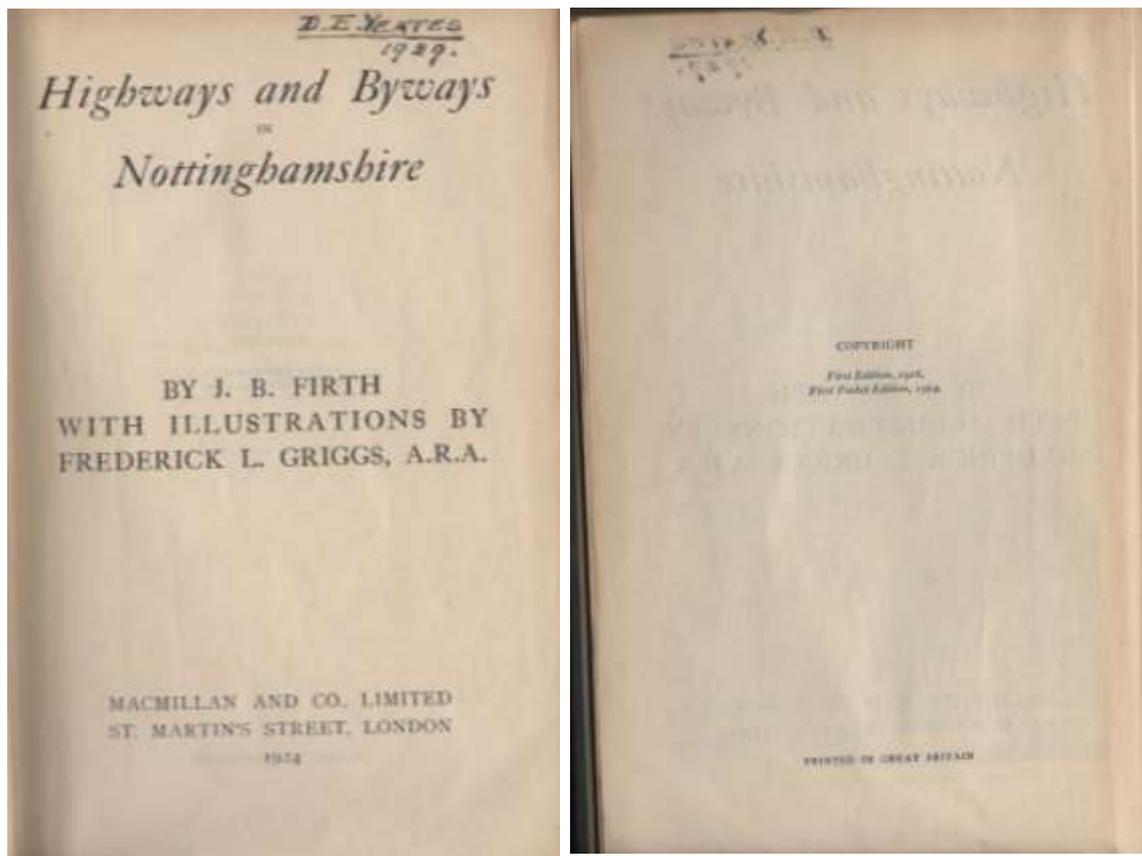
Sand and Gravel Extraction Site – Planning application

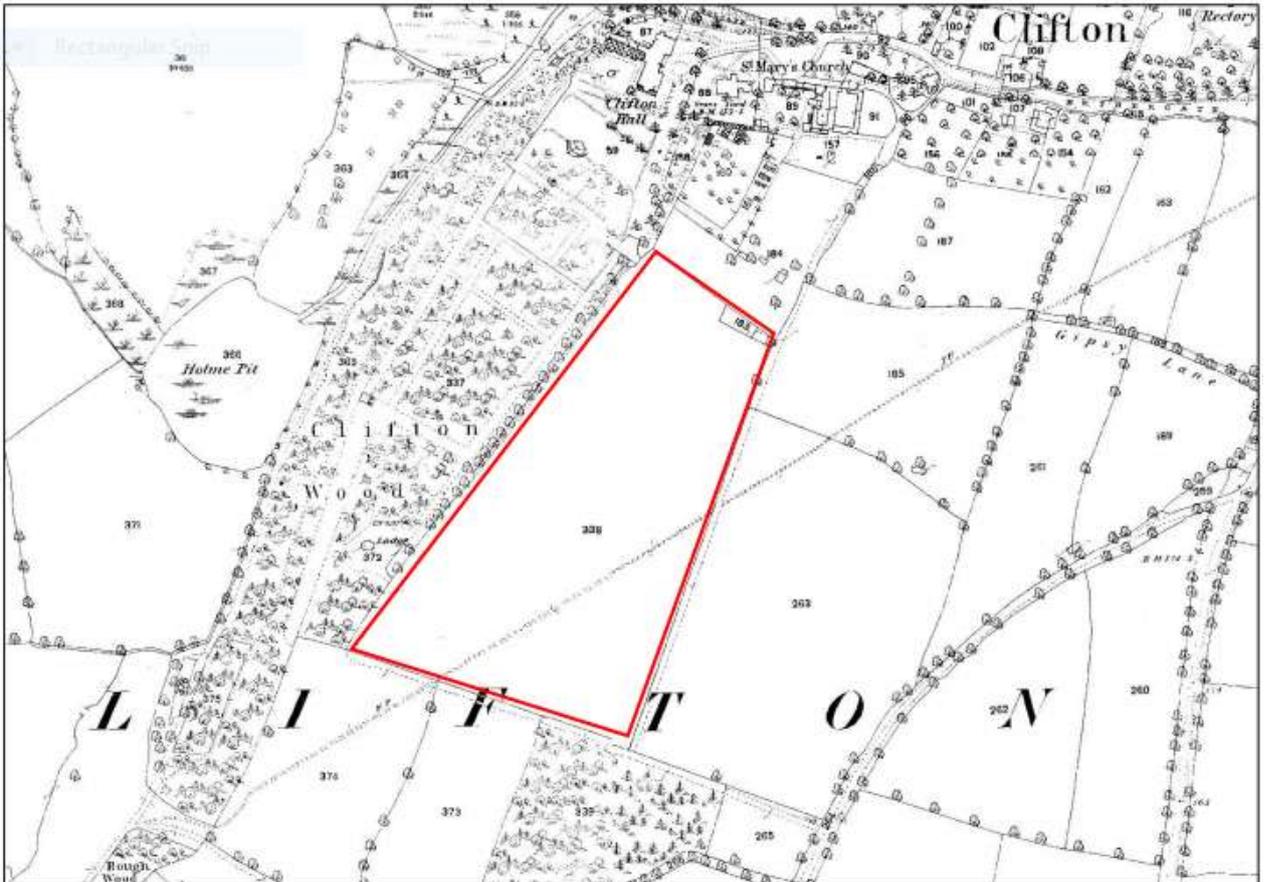


Ingham's Map



Extract of the plan accompanying the sale of the Site (Site outlined in red)





First Edition OS Map 1885 (Site outlined in red)



Historic England

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RECEIVED

By rk18 at 1:43 pm, Feb 19, 2018

Nottinghamshire County Council - Development
Department
County Hall
West Bridgford
Nottingham
NG2 7QP

Our ref: P00791010

16 February 2018

Dear Mr Meek

**T&CP (Development Management Procedure) (England) Order 2015
& Planning (Listed Buildings & Conservation Areas) Regulations 1990**

**LAND OFF GREEN STREET, MILL HILL AND LAND AT BARTON FABIS, OFF
CHESNUT LANE NOTTINGHAMSHIRE
Application No. ES/3712**

Thank you for your letter of 1 February 2018 regarding the above application for planning permission. On the basis of the information available to date, we offer the following advice to assist your authority in determining the application.

Historic England Advice

This is our additional advice following your reg. 25 reconsultation. We refer you in respect of on-site archaeological matters to the expert advice of the County Archaeologist.

You asked in particular for our thoughts in respect of the statement submitted by Barton in Fabis Parish Council and the comments from Jason Morden the County historic buildings specialist. As set out in our scoping response the Grade II registered park to Clifton Hall forms the immediate designed landscape setting to the Grade I listed Clifton hall and Grade I listed Church of St Mary the Virgin and runs close to the proposed extraction area. With the presence of the Clifton Conservation Area and the other listed structures and buildings in the village it appears evident that a detailed assessment of impacts upon these assets is required.

Having reviewed the Parish Council's document and the comments from Mr Morden I am satisfied that there is a positive contribution to the significance of the designated heritage assets as a result of the setting relationship with the application site and the historic estate links. Although the nuances of common land versus open field or allocations to cottagers would bear some refinement in the report it appears a sound piece of work that demonstrates a positive historic landscape relationship. As such the impact of the quarry can reasonably be regarded as harmful to the significance of the above designated assets through the loss to the character of their historic



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Historic England is subject to the Freedom of Information Act, 2000 (FOIA) and Environmental Information Regulations 2004 (EIR). All information held by the organisation will be accessible in response to an information request, unless one of the exemptions in the FOIA or EIR applies.

Historic England response to Sand and Gravel Planning Application



Historic England

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landscape context.

Your authority should consider both your statutory duty under S66(1) of the 1990 Listed Buildings and Conservation Areas Act to have special regard to the preservation of listed buildings in their settings and paragraphs 132 and 134 of the National Planning Policy Framework such that all harm to the significance of designated heritage assets requires clear and convincing justification and should be weighed against public benefits with great weight given to the conservation of the significance of designated assets in their setting(s).

Recommendation

Historic England has concerns regarding the application on heritage grounds.

We consider that the issues outlined in our advice need to be addressed in determining the application to meet the requirements of paragraphs 132 and 134 of the NPPF.

In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

If there are any material changes to the proposals, or you would like further advice, please contact us.

Yours sincerely

[Redacted signature]

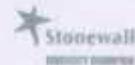
Tim Allen
Inspector of Ancient Monuments

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