

Permission in Principle for the erection of two self-build dwellings

**Report Item No
A2**

67 Loughborough Road, Coleorton, Coalville, Leicestershire.

**Application Reference:
25/01523/PIP**

Grid Reference (E) 441580

Grid Reference (N) 317512

**Applicant:
Mr Specht**

**Date Registered:
29 October 2025
Consultation Expiry:
2 December 2025**

**Case Officer:
Lewis Marshall**

**Determination Date:
24 December 2025
Extension of Time:
24 December 2025**

**Recommendation:
PERMIT**

Site Location



Reasons the case is called to the Planning Committee

This application is referred to the Planning Committee for determination on the basis that that it is contrary to the provisions of an approved Development Plan policy and is recommended for permission, and in the opinion of the Strategic Director of Place it is likely to raise matters which should be referred to the Planning Committee as a previous application for self-build dwellings on the site was determined by the Planning Committee.

RECOMMENDATION – PERMIT

Main Report

1. Proposals and Background

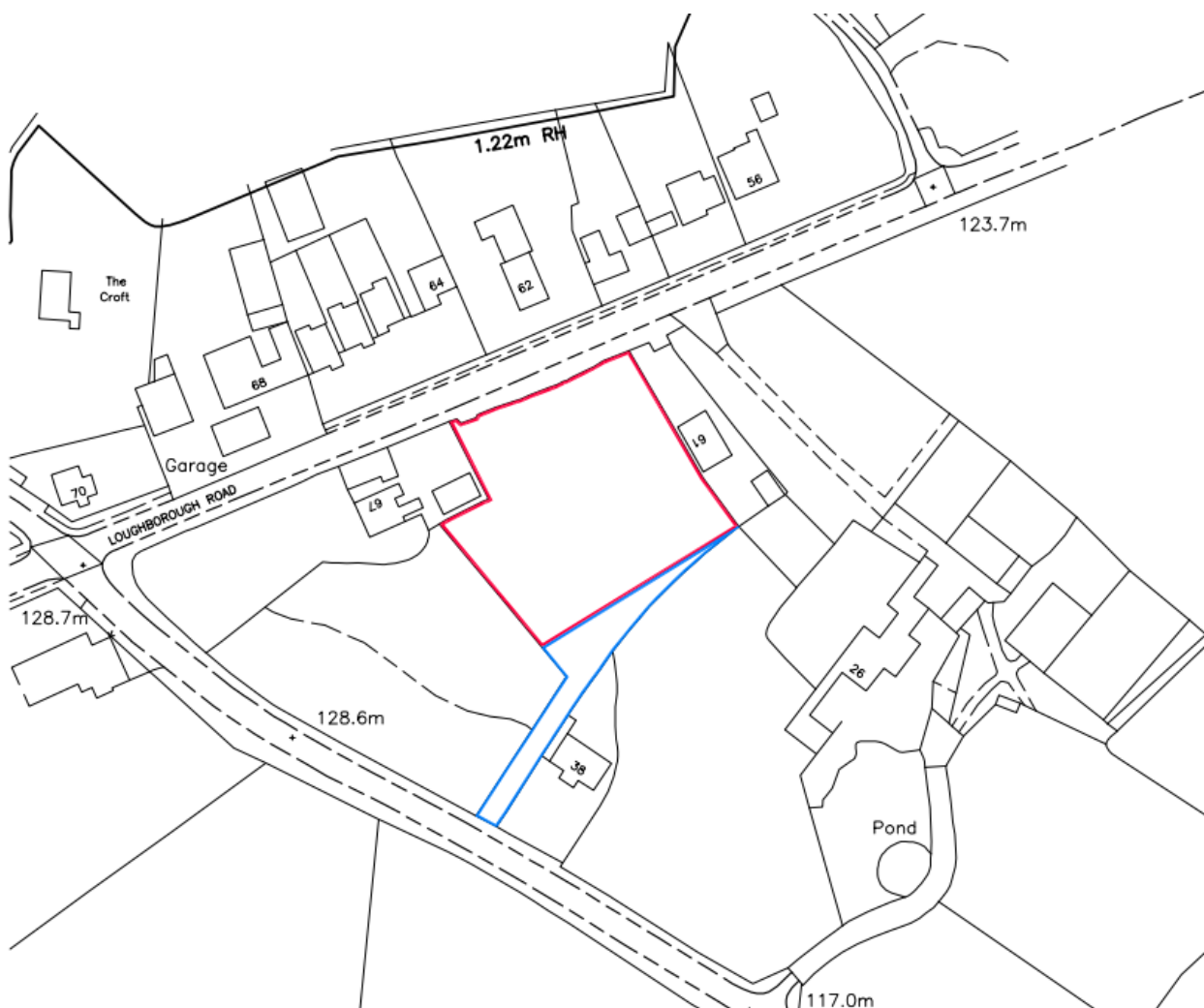
This application is made under the provisions of the Town and Country Planning (Permission in Principle) (Amendment) Order 2017 (as amended). The proposal seeks permission in principle (PIP) for two residential self-build dwellings at land at 67 Loughborough Road, Coleorton. The site is located outside the defined Limits to Development. The surrounding area is predominantly rural with residential properties interspersed across the wider area. The application site is currently vegetated and overgrown with land levels dropping down away from the road.

Article 5D of the Town and Country Planning (Permission in Principle) (Amendment) Order 2017 (as amended) sets out the requirements for a valid PIP application as:

- (a) A completed application form;
- (b) A plan to which identifies the land to which the application relates: and
- (c) The correct application fee.

Such information has been submitted in support of the application, along with a planning statement, and this documentation can be viewed on the Council's website.

Site Location Plan



An aerial photograph showing a residential neighborhood. A multi-lane road runs horizontally across the middle of the image. To the left of the road, there are several houses with dark roofs and some parked cars. To the right of the road, there is a large, open green field, possibly a park or sports field, with some trees and a few buildings in the background. The overall scene is a mix of urban and natural elements.

Relevant Planning History

12/00153/OUT - Erection of five dwellings (outline - all matters reserved) - Withdrawn 04.04.12.

12/00347/OUT - Erection of five dwellings (outline - all matters reserved) - Refused 30.5.12 and dismissed at appeal on 05.03.13.

16/00198/OUT - Erection of three detached dwellings with garages (Outline - Part access for approval) - Application Permitted 13.5.16.

17/00427/REM - Reserved matters application for the erection of 3 no. dwellings following outline planning permission 16/00198/FUL (Matters for approval: access, appearance, landscaping, layout and scale) - Permitted 02.08.17.

20/00676/FUL - Erection of three detached dwellings with garages - Application refused 07.07.20.

23/01048/OUT - Erection of three self-build detached dwellings (outline application with all matters reserved except for access) - refused 07.12.2023 and appeal dismissed 05.07.2024

To provide context to the application history of the site, in 2012, an outline application was refused because of the previous local plan (prior to the adoption of the current local plan) due to a lack of compliance with historic green wedge and housing land release policies. An appeal was subsequently lodged which was dismissed.

In 2016, outline planning permission (with details of access only) was granted for the erection of three detached dwellings with garages under application reference 16/00198/OUT. A subsequent reserved matters application was permitted including approval of details of access, appearance, landscaping, layout and scale under application reference 17/00427/REM. This outline/reserved matters planning permission has lapsed and therefore, is no longer extant.

A later full application was also submitted in 2020 which was subsequently refused at committee, given the material change in circumstances between the assessment of the 2020 application and 2016/17 applications where the Council was previously unable to demonstrate a 5-year supply of housing whilst under the 2020 application this was not the case. Concerns were also raised within the 2020 application regarding a reduction in the sustainability of the site given the closure of the local shop at the nearby garage. It is also noted that under the 2020 application, self-build dwellings were also proposed, although at this time the District Council was meeting its statutory obligations with respect to the duty under Section 2A of the Self-Build and Custom Housebuilding Act 2015 (as amended). Further, concerns were raised regarding whether the scheme (which was a full application) would meet the self and custom build definition, given that this previous application included all design details, therefore, not allowing for an input from the prospective occupiers.

The 2023 outline application was recommended for approval by officers and refused at Planning Committee on the following grounds:

The proposed development would be located on land outside the Limits to Development, as defined on the Proposals Map to the adopted North West Leicestershire Local Plan (2021) and Policy H2 of the Adopted Swannington Neighbourhood Plan (2023). Policy H2 of the Swannington Neighbourhood Plan (2023) supports development within the limits to development and restricts development in the countryside in line with local and national strategic planning policies. Policy S2 of the adopted Local Plan sets out the settlement hierarchy for development and confirms that development should take place within the limits to development. Policy S3 of the adopted Local Plan sets out the types of development that can be supported in the countryside.

In the opinion of the Local Planning Authority the proposal would conflict with the settlement hierarchy and strategic housing aims of Policy H2 of the Swannington Neighbourhood Plan and Policy S2 of

the adopted Local Plan and would also be contrary to Policy S3 of the adopted Local Plan, as it is not a form of development supported in the countryside under Policy S3.

Notwithstanding the above, the development would result in a suburban form of development that would fail to respond to or enhance the built and natural character of the settlement, resulting in harm to its immediate and wider landscape setting. Therefore, the proposals would also conflict with subparagraphs (i) of Policy S3.

Having regard for paragraph 14 of the National Planning Policy Framework, the harm arising from conflict with Policy H2 of the adopted Neighbourhood Plan and Policies S2 and S3 of the Local Plan is considered to significantly and demonstrably outweigh the benefits of the proposal, and there are no other material considerations that would outweigh this harm.

The subsequent appeal was dismissed, with the Inspector raising the following concerns:

The site is defined as being within the village of Peggs Green. This is identified as a ‘small village,’ towards the bottom of the settlement hierarchy, with very limited services and where development is restricted to conversions of existing buildings, redevelopment of previously developed land or affordable housing in accordance with Policy H5 of the Local Plan (LP). As the appeal site is undeveloped and the proposal is not for affordable housing, the proposal would be contrary to Policy S2 of the LP.

The site is located on land that falls outside the defined limits to development, such land is designated as countryside within the LP. In the countryside, development is strictly controlled by Policy S3 of the LP, bar a number of exceptions. As the proposal does not fall within these exceptions, the scheme would be contrary to Policy S3 of the LP.

Additionally, Policy H2 of the Neighbourhood Plan (NP) states that land outside the settlement boundary will be treated as open countryside, where development will be carefully controlled, or supported as appropriate, in line with local and national strategic planning policies. The aim being to ensure development is focussed in areas where it is most needed and least intrusive.

Given that the site falls outside of the settlement boundary identified in the NP, it would fall into conflict with Policy H2 of the NP.

...the introduction of new residential development in this location would inevitably erode a largely open and undeveloped area of land, in a countryside location, and would appear at odds with the prevailing pattern of the surrounding sporadic development. This would be harmful to the landscape character and appearance. For this reason, I conclude that the proposal would not accord with part (i) of Policy S3 as I am not persuaded that the landscape would be safeguarded or enhanced.

The Inspector went on to conclude that: Given the conflict with the spatial strategy of which the NP now forms part, and given the harm that would arise to the character and appearance of the area, the adverse impact of allowing this development would significantly and demonstrably outweigh the benefits of the proposal.

2. Publicity

7 neighbouring properties were notified on 4th November 2025.

A site notice was displayed on 6th November 2025.

3. Summary of Consultations and Representations Received

The following summary of representations is provided. All responses from statutory consultees and third parties are available to view in full on the Council's website.

Objection from:

Swannington Parish Council object on the following basis:

- this application is outside the Limits of Development (S2 of the Local Plan). Policy S2 of the adopted Local Plan sets out the settlement hierarchy for development and confirms that development should take place within the limits to development. Policy S3 of the adopted Local Plan sets out the types of development that can be supported in the countryside.
- this application is contrary to Policy H2 of the Swannington Neighbourhood Plan (2023) which supports development within the limits to development and restricts development in the countryside in line with local and national strategic planning policies.
- this application in regard for paragraph 14 of the National Planning Policy Framework, the harm arising from conflict with Policy H2 of the adopted Neighbourhood Plan and Policies S2 and S3 of the Local Plan is considered to significantly and demonstrably outweigh the benefits of the proposal, and there are no other material considerations that would outweigh this harm.
- raises concerns in relation to the highways, speed and access to and from site.
- supports the recent finding of the highways (23/01048/OUT) in relation to the impacts of the development on highway safety that would not be acceptable, and when considered cumulatively with other developments, the impacts on the road network would be severe.

No Objections from:

Leicestershire County Council - Ecology
NWLDC Environmental Protection
Leicestershire County Council - Highways Authority
Leicestershire County Council - Tree Officer

Third Party Representations

Four third party representations have been received (three objections and one neutral). The comments raised are summarised as follows.

Grounds of Objections	Description of Impact
The Principle of Development and Preliminary Matters	Unsustainable location and contrary to local policy due to the location outside of the limits to development
	Conflict with the Neighbourhood Plan which carries full weight
	The application should be refused in line with paragraphs 11 and 14 of the NPPF

Visual Impacts	Impact on countryside views of open and undeveloped land from the A511
	Harm to local and rural character
	The proposal would retain open land between the proposed dwellings
Residential Amenity	Concerns about the proximity to neighbouring dwellings and the impact on amenity
Highway Safety Impacts	Unsafe access and highway safety concerns
Other Matters	The Self and Custom Housebuilding Act 2015 is being used to exploit the planning system and subvert usual policies
	The site has been refused planning permission previously
	The retention of trees and hedgerows for biodiversity would be supported

4. Relevant Planning Policy

National Policies

National Planning Policy Framework (2024)

The following sections of the NPPF are considered relevant to the determination of this application:

Paragraphs 8 and 10 (Achieving sustainable development);
 Paragraphs 11 and 12 (Presumption in favour of sustainable development);
 Paragraph 35 (Development contributions);
 Paragraphs 39, 40, 41, 42, 43, 45, 48 and 55 (Decision-making);
 Paragraphs 56, 57 and 58 (Planning conditions and obligations);
 Paragraph 105 (Promoting healthy and safe communities);
 Paragraphs 109, 110, 112, 113, 115, 116 and 117 (Promoting sustainable transport);
 Paragraphs 124, 125 and 129 (Making effective use of land);
 Paragraphs 131, 133, 134, 135 and 139 (Achieving well-designed places);
 Paragraphs 161, 163, 164, 166, 168, 170, 173, 174, 175, 181 and 182 (Meeting the challenge of climate change, flooding and coastal change);
 Paragraphs 187, 193, 196, 197, 198 and 201 (Conserving and enhancing the natural environment);

Local Policies

Adopted North West Leicestershire Local Plan (2021)

The following policies of the adopted local plan are consistent with the policies of the NPPF and should be afforded full weight in the determination of this application:

Policy S1 - Future Housing and Economic Development Needs;
Policy S2 – Settlement Hierarchy;
Policy S3 – Countryside;
Policy D1 – Design of New Development;
Policy D2 – Amenity;
Policy IF4 – Transport Infrastructure and New Development;
Policy IF7 – Parking Provision and New Development;
Policy En1 – Nature Conservation;
Policy En3 – The National Forest;
Policy En6 – Land and Air Quality;
Policy He1 - Conservation and Enhancement of North West Leicestershire's Historic Environment;
Policy Cc2 – Water – Flood Risk;
Policy Cc3 – Water – Sustainable Drainage Systems.

Made Swannington Neighbourhood Plan (2023)

The Swannington Neighbourhood Plan forms part of the development plan and the following policies of the Neighbourhood Plan are relevant to the determination of the application:

Policy H2 - Settlement Boundary;
Policy H3 - Housing Mix;
Policy H4 - Design Quality;
Policy ENV 3 - Sites and Features of Natural Environment Significance;
Policy ENV 4 - Protecting and Enhancing Biodiversity;
Policy ENV 5 - Sites and Features of Historic Environment Significance;
Policy ENV 9 - Flood Risk Resilience and Climate Change;
Policy T1 - Traffic Management; and
Policy E6 - Broadband Infrastructure.

Adopted Leicestershire Minerals and Waste Local Plan (September 2019)

The Leicestershire Minerals and Waste Local Plan forms part of the development plan and the following policy is relevant to the determination of the application:

Policy M11: Safeguarding of Mineral Resources

Other Policies

National Planning Practice Guidance
Good Design for North West Leicestershire Supplementary Planning Document (April 2017)
National Design Guide
Leicestershire Highways Design Guide (Leicestershire County Council)
The Conservation of Habitats and Species Regulations 2017
Circular 06/05 (Biodiversity and Geological Conservation - Statutory Obligations and Their Impact Within The Planning System)
Department for Transport's 'Building Sustainable Transport into New Developments' (2008)
Chartered Institution of Highways and Transportation 'Planning for Walking' (2015)

5. Assessment

Background to Permission in Principles (PIPs)

As is outlined in the '*Proposals and Background*' section of this report above, this application is made under the provisions of the Town and Country Planning (Permission in Principle) (Amendment) Order 2017 (as amended) and seeks PIP for the provision of two self-build dwellings.

This consent route has two stages. The first stage establishes whether a site is suitable in principle. The second stage, also known as technical details consent, is where the detailed development proposals are assessed.

The current application relates to the first stage and therefore only the principle of the development in respect of its location, land use and amount of development can be considered. Issues relevant to these 'in principle' matters can be considered at this stage, with other matters being considered at the technical details consent stage.

The Local Planning Authority can inform applicants what they expect to see at the technical details consent stage but cannot impose planning conditions.

In light of the above, the main issues relevant to this proposal are:

- (a) Location;
- (b) Land Use; and
- (c) Amount of Development.

These are assessed in turn below.

LOCATION

The submission of a PIP application, as is the case in this instance, can apply to greenfield sites with a decision on whether to grant PIP being made in accordance with relevant policies in the development plan unless material considerations indicate otherwise.

In accordance with the provision of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the starting point for determination of the application is the Development Plan, which, in this instance, comprises the adopted North West Leicestershire Local Plan (2021), the made Swannington Neighbourhood Plan (2023) and the adopted Leicestershire Minerals and Waste Local Plan (2019).

As of 21st November 2022, the adopted Local Plan became five years old and therefore an assessment is required as to whether the most important policies in the determination of the application are 'up to date' having regard for their consistency with the National Planning Policy Framework (NPPF) (2024). The most important policies in the determination of the matter of 'principle' are Policies S2 and S3 as they relate to the provision and distribution of housing. The Council can demonstrate a five-year housing land supply and has performed well against the Government's Housing Delivery Test. It is considered that adopted Local Plan Policies S2 and S3 are effective, not out of date, and carry significant weight.

The application site is located within land falling outside the defined Limits to Development, designated as countryside, within the Local Plan and the Swannington Neighbourhood Plan.

Policy S2 of the Local Plan contains a Settlement Hierarchy. Policy S2 of the Local Plan defines Swannington as a 'Sustainable Village' which are settlements which have a limited range of services and facilities. The policy specifically states that 'Sustainable Villages' can take a limited amount of

growth within the defined Limits to Development. The application site is located outside of the Limits to Development of Swannington and is therefore located in a Countryside location thus conflicts with Policy S2. The site is also located close to Peggs Green which Policy S2 defines as a "small village" where development will be restricted to conversions of existing buildings or the redevelopment of previously developed land.

On sites falling outside the defined Limits to Development, residential development is not a form of development that is permissible by Policy S3, save for limited exceptions as specified in the policy, e.g. re-use or adaptation of an existing building (criterion (a)), the redevelopment of previously developed land (criterion (b)) or affordable housing in line with Policy H5 (Rural Exception Site) of the adopted Local Plan (criterion (g)).

The NPPF defines 'Previously Developed land' (PDL) as land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. However, this excludes land in built-up areas such as residential gardens. In this instance, as the application site is a greenfield site, it would not fall under the NPPF's definition of PDL.

The proposal therefore does not fall within any of the exceptions for residential development under Policy S3.

Policy H2 of the Swannington Neighbourhood Plan states that "Land outside the settlement boundary will be treated as open countryside, where development will be carefully controlled, or supported as appropriate, in line with local and national strategic planning policies." As such, this links back to the requirements of Local Plan Policy S3 which lists the acceptable uses (a) - (s) where development would be supported in principle subject to considerations set out in criteria (i) - (vi) and Policy S2 which states that 'Sustainable Villages' can take a limited amount of growth within the defined Limits to Development.

As set out above, the proposal is not considered to accord with Policy S3 and it is not within the Limits to Development so therefore conflicts with Policy S2. It therefore follows that the application fails to accord with Policy H2 of the Neighbourhood Plan by virtue of its conflict with other local and national planning policies. A similar conclusion was reached by the Inspector in the appeal decision for the 2023 application for three self-build dwellings.

Whilst in this case the proposal is not supported by criteria (a) to (s) of Policy S3, the Policy goes on to state that development in accordance with criteria (a) to (s) would be supported, subject to satisfying criteria i-vi as set out below:

(i) The appearance and character of the landscape, including its historic character and features such as biodiversity, views, settlement pattern, rivers, watercourses, field patterns, industrial heritage and local distinctiveness is safeguarded and enhanced

In respect of the 2023 application, officers considered that it would result in a suburban form of development that would fail to respond to or enhance the built and natural character of the settlement thus would harm its immediate and wider landscape setting. The Inspector in the related appeal decision concluded that *'...the introduction of new residential development in this location would inevitably erode a largely open and undeveloped area of land, in a countryside location, and would appear at odds with the prevailing pattern of the surrounding sporadic development. This would be harmful to the landscape character and appearance. For this reason, I conclude that the proposal would not accord with part (i) of Policy S3 as I am not persuaded that the landscape would be safeguarded or enhanced.'*

For the reasons expanded upon in the 'Impact on Character' section of this report, it is considered that the appearance and character of the landscape would not be adversely impacted on by this

application for two dwellings, subject to the submission of an acceptable proposal to be considered at technical details consent stage.

(ii) It does not undermine, either individually or cumulatively with existing or proposed development, the physical and perceived separation and open undeveloped character between nearby settlements either through contiguous extensions to existing settlements or through development on isolated sites on land divorced from settlement boundaries...

(iii) it does not create or exacerbate ribbon development

The proposal would be located in the countryside but it would not undermine the physical or perceived separation between nearby settlements given the location adjacent to existing development, the sporadic nature of development and the lack of any defined built-up area within the site locality. A similar conclusion was reached by officers in respect of the 2023 application and that application was not refused in respect of this criterion of Policy S3 nor were concerns raised by the appeal Inspector.

In respect of the 2023 application officers considered that a development could be designed within the site which would not result in unacceptable ribbon development impacts across this section of Loughborough Road, and that application was not refused in respect of this criterion of Policy S3 nor were concerns raised by the appeal Inspector.

It is also considered that under the current application ribbon development may not be exacerbated, as the indicative layout shows that a scheme for two dwellings could be accommodated on the site and an undeveloped parcel of land could be positioned centrally on the plot. This is a matter that would be considered in detail at technical details consent stage.

(iv) built development is well integrated with existing development and existing buildings

The application seeks Permission in Principle with technical details, such as the design and layout, subject to later technical details consent. Under the previous 2023 outline application which included layout, it was considered by officers that three dwellings could be secured at reserved matters stage that would be well-related to existing development along Loughborough Road and the wider settlement of Peggs Green, and the same conclusion is reached in respect of this proposal for two dwellings. The 2023 application was not refused in respect of this criterion of Policy S3 and concerns were not raised by the appeal Inspector. As layout is not included for detailed consideration at the permission in principle stage and the submitted layout is indicative only, it is considered that the technical details stage could provide appropriate layout, scale and landscaping to assist the development in integrating with existing development.

(v) the development will not seriously undermine the vitality and viability of existing town and local centres

Given the nature of the proposal, this criterion is not considered to be relevant.

(vi) the proposed development is accessible, or will be made accessible, by a range of sustainable transport.

The Chartered Institution of Highways and Transportation's (CIHT) 2015 publication entitled 'Planning for Walking' states that, "most people will only walk if their destination is less than a mile away. Land use patterns most conducive to walking are thus mixed in use and resemble patchworks of "walkable neighbourhoods," with a typical catchment of around 800m or 10 minutes' walk." This distance is also referenced in Manual for Streets (MfS) (2007) and the Department for Transport's 'Building Sustainable Transport into New Developments' (2008). MfS encourages a reduction in the need to travel by car through the creation of mixed-use neighbourhoods with interconnected street patterns, where daily needs are within walking distance of most residents.

The National Design Guide (2021) also provides a definition of "walkable" and states "Walkable: Local facilities are within walking distance generally considered to be no more than a 10 minute walk away (800m radius).

The National Design Guide (2021) introduced 10 characteristics to illustrate the Government's priorities for well-designed places, which include: "Movement - accessible and easy to move around." The National Design Guide (2021) states that a well-designed movement network provides a genuine choice of sustainable transport modes and limits the impact of cars by prioritising and encouraging walking, cycling and public transport. It goes on to state that in well-designed places, people should not need to rely on the car for everyday journeys, including getting to workplaces, shops, schools and other facilities, open spaces or the natural environment. Safe and direct routes with visible destinations or clear signposting encourage people to walk and cycle.

Assessment

This application site is located approximately 0.65km from the defined Limits to Development of Swannington as well as being sited approximately 1.3km from the part of Coleorton within the defined Limits to Development.

Nevertheless, future occupants of the application site would also have access to public transport including being able to access a bus service from Zion Hill (approximately 500m distance) which would connect the occupants of the dwellings to Ashby De La Zouch, Belton, Shepshed and Loughborough on a two hourly basis. Notwithstanding this, there would also be the hourly bus service which is located on Loughborough Road (approximately 0.5km distance) which would connect the occupants of the dwellings to Ashby De La Zouch, Coalville and Whitwick. As such, a wider provision of facilities and services would be able to be accessed via sustainable forms of travel.

Given the above, there would be limited opportunities for accessing an array of services and facilities via public footpaths or cycling to meet the needs of day-to-day requirements other than the services outlined below. However, given the variety of public transport links in close proximity of the site, and notwithstanding the overarching conflict with Policy S3 which does not support housing in the countryside, it is concluded that the development would be accessible by a range of sustainable transport and therefore, the development would accord with criterion (vi) of Policy S3.

A similar conclusion was reached by officers in respect of the 2023 application for three self-build dwellings. The 2023 application was also not refused in respect of this criterion of Policy S3. In the appeal decision for the 2023 application, the Inspector stated: *The appeal site is close to Peggs Green, which only has limited facilities. However, the site is near a bus stop which provides frequent bus services to larger surrounding centres which have a greater variety of services and facilities to meet day-to-day needs. Thus, future occupants would not be wholly reliant on the use of a private car.*

Other Matters

The concept of new development being directed to locations that minimise reliance on the private motorcar is contained within paragraphs 7 and 8 of the NPPF. Policy S2 is consistent with the core principle of the NPPF to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. It is important to note that this has to be balanced with Paragraph 110 of the NPPF which indicates that opportunities to maximise sustainable transport solutions will vary between urban and rural areas.

Within the locality of the site, there are some limited facilities within walking distance of the application

site including public houses (the New Inn and The George), a local church (St George) and Peggs Green village hall (Beaumont Centre). These services/facilities are within 1000m (preferred maximum walking distance) of the site. The nearest convenience retail facility would be at Thringstone nearly 1.5km from the application site.

Services available in Swannington include a public house, primary school, and village hall. However, it is noted that the walking distance to these facilities would exceed the preferred 1km maximum walking distance.

The provision of these dwellings would also assist in sustaining these services, as set out in Paragraph 83 of the NPPF.

As such, on balance, whilst the development would be located approximately 0.65km to the nearest defined limits to development, given there would be some access to services in the immediate area and the application site would be well-sited in terms of access to public transport links, it is considered that future occupants of the properties would not necessarily be dependent on the private car to access the most basic of services and would support the approach to a low carbon economy. This matter did not form part of the reason for refusal on the 2023 application for three self-build dwellings, and as set out above, the related appeal decision stated that '*...future occupants would not be wholly reliant on the use of a private car.*'

Conclusion - Principle of Development

The proposal is fundamentally at odds with the settlement hierarchy and strategic housing aims of Policy S2 of the Local Plan and would also be contrary to Policy S3 of the Local Plan and Policy H2 of the Neighbourhood Plan. On this basis, the proposal is not in accordance with the adopted Local Plan or the adopted Neighbourhood Plan. The proposal would therefore conflict with the broad objective of containing new residential development within the settlement limits.

There would be some access to services in the immediate area and the development would be accessible by a range of sustainable transport so occupiers would not be dependent on the private car.

There would also be some limited economic benefits associated with the construction of the dwellings. However it is considered that these positives are significantly and demonstratively outweighed by the conflict with the spatial strategy set out in the Local and Neighbourhood Plans.

The harm derived from the conflict with Policies S2 and S3 of the Local Plan and Policy H2 of the Neighbourhood Plan is considered within the planning balance below.

Self-Build and Custom Housing

It is recognised that self-build and custom housebuilding is a key element of the government's agenda to increase the supply of housing, both market and affordable and gives more people the opportunity to build their own homes as set out in Paragraph 63 of the NPPF.

Self and custom build is defined as the building or completion by individuals, an association of individuals or persons working with or for individuals, of houses to be occupied as homes by those individuals. This is a permission in principle application for the erection of 2 no. self-build dwellings. Occupation by a self-builder could be secured by conditions imposed on the technical details consent permission. Subject to a condition at that stage, the proposal would meet this 'definition' and would contribute towards the delivery of self-build and custom housebuilding in the District.

The District Council has a duty under Section 2A of the Self-Build and Custom Housebuilding Act

2015 (as amended), to give suitable development permissions in respect of enough serviced plots of land to meet the demand for self-build and custom housebuilding in the area of North West Leicestershire arising in each base period. This District Council's Self-Build Register was established in April 2016. As of 9 January 2026 there are 224 individuals on the register. For the area of North West Leicestershire, this demand equates to providing a specific number of permissions for plots.

A	B	C	D	E	F
Base Period	Registrations in base period	Plots required to meet demand by end of base period	Permissions granted in base period (dwellings)	Cumulative permissions at end of base period (dwellings)	Oversupply (+) or shortfall (-) (E minus C)
1 April 2016 to 30 October 2016	6	0	1	1	+1
31 October 2016 to 30th October 2017	10	0	1	2	+2
31 October 2017 to 30 October 2018	8	0	2	4	+4
31 October 2018 to 30 October 2019	14	6	30	34	+28
31 October 2019 to 30 October 2020	20	16	0	34	+18
31 October 2020 to 30 October 2021	14	24	0	34	+10
31 October 2021 to 30 October 2022	20	38	0	34	-4
31 October 2022 to 30 October 2023	34	58	3	37	-21
31 October 2023 to 30 October 2024	37	72	17	54	-18
31 October 2024 to 30 October 2025	33	92	32	86	-6
31 October 2025 to 30 October 2026	TBC	146*	21**	107**	-39**

* 126 is the total number of registrations between 1 April 2016 and 30 October 2023. 146 includes an additional 20 registrations which were previously removed from register which have now been added back in

** As of 9 January 2026

The demand is split into different base periods running from 31 October to 30 October (Column A above). At the end of each base period, local planning authorities have three years in which to grant

planning permission for an equivalent number of plots of land. This is known as the 'duty to grant planning permission' under the Self-build and Custom Housebuilding Act (the Act).

Changes to the Act made by the Levelling-Up and Regeneration Act 2023 make clear that any unmet demand (or shortfall) must be carried over to the following base periods.

31 October 2023 to 30 October 2024

There was a cumulative demand for 72 self-build and custom housebuilding plots (Column C) to be provided by the end of the last base period (30 October 2024).

At that same date, cumulative planning permissions had been granted for a total of 54 plots (Column E), meaning there was an unmet demand, or shortfall, of 18 plots at the end of that base period. This unmet demand is to be carried over into the latest base period.

31 October 2024 to 30 October 2025

There was a cumulative demand for 92 self-build and custom housebuilding plots (Column C) to be provided by the end of the last base period (30 October 2025).

At that same date, cumulative planning permissions had been granted for a total of 86 plots (54 permissions from the previous base period and 32 from this base period) (Column E) meaning there was an unmet demand, or shortfall, of 6 plots at the end of the last base period. (A further 3 plots had resolutions to permit but as the permissions have not yet been issued, they were not added to the supply).

To meet its duties under the Act, the Council needed to have granted planning permission for 6 self-build and custom housebuilding plots by 30 October 2025. This unmet demand is to be carried over into the latest base period.

31 October 2025 to 30 October 2026

The cumulative demand has increased from 92 plots (Column C) to 146 plots (Column C) in the current 31 October 2025 to 30 October 2026 base period.

Planning permission or permission in principle for 21 plots (Column D) has been granted so far during this base period, so cumulative planning permissions have been granted for a total of 107 plots (Column E) (86 cumulative permissions at the end of the previous base period and 21 from this base period). (A further 1 plot has a resolution to permit but as the permission has not yet been issued, it cannot be added to the supply at present). Therefore, at the current time there is an unmet demand, or shortfall, of 39 plots. This represents a significant unmet need.

To meet its duties under the Act, the Council would need to have granted planning permission for 39 self-build and custom housebuilding plots by 30 October 2026.

Therefore, it is acknowledged that this proposal for two dwellings (subject to a condition at the technical details consent stage to secure the self-build dwellings) would contribute to addressing the existing and future shortfall and this is a material consideration in the determination of the application to be given moderate weight in favour of the proposal. This ensures a consistent approach with recent appeal decisions received by the Local Planning Authority.

In light of recent appeal decisions where the Planning Inspectorate has used a condition to secure dwellings as self or custom build rather than a legal agreement, the Local Planning Authority will also use such a condition for the same purpose, although this would be imposed at the Technical details Consent stage should permission in principle be granted.

The adopted Local Plan and Swannington Neighbourhood Plan are silent on the matter of self-build housing and in these circumstances, Paragraph 11 of the NPPF would apply which states that 'plans and decisions should apply a presumption in favour of sustainable development'.

For decision taking, it sets out in criterion (d) that "where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i.the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii.any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole."

Footnote 7 of the NPPF makes it clear that the policies referred to in paragraph 11 are those in the Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 187) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 72); and areas at risk of flooding or coastal change. In this case, the proposal would not impact any of the above protected areas or constraints to development. Therefore Paragraph 11(d)(i) is not engaged in this case.

However, the conclusion and planning balance section of this report considers whether the adverse impacts of approving the proposed development would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole (Paragraph 11(d)(ii)).

In addition, as set out in paragraph 14 of the NPPF, in situations where the presumption (at paragraph 11d) applies to applications involving the provision of housing, the adverse impact of allowing development that conflicts with the Swannington Neighbourhood Plan is likely to significantly and demonstrably outweigh the benefits.

In light of the self-build shortfall that derives from the Self Build Register, this need has to be balanced against all planning considerations in coming to a view on the suitability of the proposal. This balancing exercise will be undertaken upon completion of the consideration of all planning matters at the end of this report.

Loss of Agricultural Land

In terms of environmental sustainability, the proposal would result in the loss of agricultural land. Furthermore, consideration has been given to footer 62 of the NPPF which states that the availability of agricultural land used for food production should be considered, alongside the other policies in the Framework, when deciding what sites are most appropriate for development. Best and Most Versatile (BMV) agricultural land is defined as that falling within Grades 1, 2 and 3 of the Agricultural Land Classification (ALC). The ALC maps indicate that the site falls within Grade 4 (poor) and therefore the proposal would not result in the loss of BMV. However, the extent of the site is also very limited for agricultural purposes and is not easily worked or accessed due to the change in levels. Therefore, given the quality of the land and very limited extent of the potential loss of the site, it is considered that this is not sufficient to sustain a reason for refusal on this ground.

Impact on the Character of the Area

Policy D1 of the North West Leicestershire Local Plan supports proposed developments that are well designed and, as a minimum, offer a good standard of design based upon robust opportunities and constraints assessment and informed by a comprehensive site and contextual appraisal. This is expanded upon in the Council's Good Design for North West Leicestershire Supplementary Planning Document (April 2017) (the SPD) which states that developments must be underpinned by a thorough understanding and appreciation of the place, both the site and its immediate and wider context.

Policy S3 of the Local Plan (2021) requires developments to safeguard and enhance the appearance and character of the landscape, including its historic character and features such as biodiversity, views, settlement pattern, rivers, watercourses, field patterns, industrial heritage and local distinctiveness (criterion (i)).

Policy En3 of the Local Plan states that new development within the National Forest should ensure that the siting and scale of the proposed development is appropriately related to its setting within the Forest and respects and does not adversely affect the character and appearance of the National Forest or the wider area.

Policy H4 of the Swannington Neighbourhood Plan states that proposals must be in line with the NWL Good Design Guide SPD (2017) and demonstrate a high quality of design, layout and materials in order to make a positive contribution to the special character of Swannington Parish.

The updated NPPF includes several measures to improve design quality. This includes a test at paragraph 139 which directs that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design.

Paragraph 135 of the NPPF states that planning decisions should ensure that developments are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities).

The Council's Good Design SPD and the government's National Design Guide therefore carry substantial weight.

The detailed design would be a matter to assess at technical details consent stage. However, consideration of whether the location of the site is suitable, having regard to whether the proposal would result in significant detriment to the character and appearance of the locality, can be considered at permission in principle stage.

The application site has a relatively open appearance with open fields to the rear with far reaching views of the countryside to the south. Hedgerows along the site frontage provide limited screening. The site levels also drop away from the road. Built development on the south side of Loughborough Road is sporadic and interspersed amongst pockets of undeveloped land. As an open pocket of land, the site currently contributes positively to the semi-rural character of the area. Images of the site frontage and street scene are set out on the following pages.



View South West of the site frontage from the north side of Loughborough Road



Loughborough Road Street Scene – West



Loughborough Road Street Scene – East



View South East of the site frontage

As set out earlier in this report, in respect of the 2023 application, officers considered that it would result in a suburban form of development that would fail to respond to or enhance the built and natural character of the settlement thus would harm its immediate and wider landscape setting. The Inspector in the related appeal decision concluded that *'...the introduction of new residential development in this location would inevitably erode a largely open and undeveloped area of land, in a countryside location, and would appear at odds with the prevailing pattern of the surrounding sporadic development. This would be harmful to the landscape character and appearance. For this reason, I conclude that the proposal would not accord with part (i) of Policy S3 as I am not persuaded that the landscape would be safeguarded or enhanced.'*

Although the site is located between built development either side, the existing built form on this side of the road is sporadic, surrounded by open fields which is a significant defining feature of the surrounding rural landscape. The existing undeveloped nature of the site positively contributes to the character of this rural landscape.

The introduction of new residential development in this location would inevitably erode parts of a largely open and undeveloped area of land, in a countryside location. Harm would therefore arise from the loss of greenfield land located within the countryside. However, the number of dwellings has been reduced from the previous application, and the indicative layout shows a development with sufficient space around the dwellings for an undeveloped parcel of land to remain on the site to reflect local character and spacing of dwellings. Furthermore, the indicative layout demonstrates that the site could be developed for two dwellings that would integrate with nearby development and which would not exacerbate ribbon development. Therefore, it is considered that an acceptable proposal for two dwellings on the site could be brought forward at the technical details consent stage that would not be harmful to the character of the area and so would not conflict with Policies S3 (i), D1 and En3 of the Local Plan and H4 of the Neighbourhood Plan.

Irrespective of this, it is accepted that the detailed design and layout of the proposed dwellings is not a matter for this permission in principle application and would be addressed as part of any technical details consent(s).

Heritage Assets

The nearest corner of the application site would be located approximately 85m to the east of the Church of St George, which is a Grade II listed building. There is intervening land with buildings and vegetation between the site and this heritage asset and as such the proposed development would not harm the setting of the church. It is noted that this was the same conclusion also reached in the consideration of the most recent application on the site for three self-build dwellings. The related appeal Inspector was also satisfied that the setting of the listed Church and thereby its significance, would be preserved.

As a result, no further consideration of the impact of the development on heritage impacts is required and the proposal would not conflict with Policies He1 of the Local Plan and ENV 5 of the Neighbourhood Plan or the relevant provisions of the NPPF.

As per the responses to earlier applications on the site, no archaeological mitigation would be required in connection with the development and in these circumstances, archaeology would not act as a constraint on the development. As such, the Local Planning Authority is satisfied that the proposal would be acceptable for the purposes of the NPPF.

Impact on Residential Amenities

Policy D2 of the Local Plan (2021) requires that proposals for development should be designed to

minimise their impact on the amenity and quiet enjoyment of both existing and future residents within the development and close to it.

Given that the application seeks permission in principle at this stage, it is not possible to assess the full extent of impacts upon the residential amenity of surrounding dwellings in detail. It is however considered that a proposal for two dwellings could be accommodated on the site without any unacceptable overlooking, overshadowing or overbearing impacts. However, such impacts would be a consideration at the technical details stage, when details of the access, layout, scale and appearance would be submitted.

Furthermore, it is considered that the future occupiers of the proposed dwellings could be provided with a high standard of amenity in terms of light, outlook, and private amenity space.

It should be noted that any development has the potential to result in impact on amenity during a construction period however this is controlled by other legislation and regimes to mitigate impact in terms of noise, dust and traffic.

Overall, it is considered that two dwellings could be accommodated on the site that would not result in significant impacts on the residential amenities of existing and future occupiers and so the proposal complies with Policies D2 of the Local Plan and H4 of the Neighbourhood Plan.

Flood Risk

Policy Cc2 of the Local Plan (2021) seeks to minimise the risk and impact of flooding through: (a) Directing new development to areas with the lowest probability of flooding; and (b) Ensuring that all new development addresses the effective management of all sources of flood risk; and (c) Ensuring that development does not increase the risk of flooding elsewhere; and (d) Ensuring wider environmental benefits of development in relation to flood risk. Policy H4 of the Neighbourhood Plan states that development should minimise surface run-off and risk of flooding and incorporate sustainable drainage systems. Policy ENV 5 of the Neighbourhood Plan requires proposals in specific locations identified in figure 14 of the Plan to meet the sequential test set out in the 2021 version of the NPPF (which has since been revised).

The site lies within Flood Zone 1 (which has the lowest risk of fluvial flooding) and is therefore not at risk of fluvial flooding nor is it considered likely that the proposed development would exacerbate any fluvial flood risk. No part of the site falls within an area impacted by low, medium or high surface water flood risk as defined on the Environment Agency's Flood Map for Planning.

Notwithstanding the above, Paragraph 182 of the NPPF states that *"Applications which could affect drainage on or around the site should incorporate sustainable drainage systems to control flow rates and reduce volumes of runoff, and which are proportionate to the nature and scale of the proposal. These should provide multifunctional benefits wherever possible, through facilitating improvements in water quality and biodiversity, as well as benefits for amenity"*. It is considered that any additional surface water created by the development can be addressed by an appropriate layout and landscaping details which can include sustainable drainage provision on the site in order to protect the future occupiers from the potential impacts of surface water flooding as well as prevent any increase in flood risk elsewhere, so that the proposal could comply with paragraph 181 of the NPPF.

It is therefore considered that subject to the technical details consent, sustainable drainage systems can be provided as part of the development and thereafter delivered and maintained on the site, thus, the site could be developed for two dwellings without unacceptable risk of flooding or increase the risk of flooding elsewhere.

Overall, it is considered that the proposal would be acceptable in terms of fluvial and pluvial flood

risks and would accord with the aims of Policies Cc2 and Cc3 of the adopted Local Plan, Policies H4 and ENV 9 of the Neighbourhood Plan and the NPPF.

Ecology and Biodiversity Net Gain

Policy En1 of the Local Plan supports proposals that conserve, restore or enhance the biodiversity of the district. Paragraphs 187(d) and 192(b) of the NPPF set out a requirement for developments to minimise their impacts on and provide net gains for biodiversity. Policy H4 of the Neighbourhood Plan states that development should enhance biodiversity, with existing trees and hedges preserved whenever possible. Policy ENV 3 identifies the application site as a historic wildlife site, although it should be noted that the site itself is not designated as a Local Wildlife Site in the plan. Policy ENV 4 sets out that all new development proposals will be expected to safeguard habitats and species, including those of local significance.

The County Ecologist has been consulted on the application and raises no objection. The current application has not been supported by the submission of a Preliminary Ecological Appraisal, BNG assessment and associated metric. However, the site is not subject to any local or statutory designations for its biodiversity value and in respect of the 2023 application, the County Ecologist advised that *'the grassland has declined in terms of botanical value over many years due to a lack of management.'* As such the ecological value of the site would not preclude development of the site, subject to the required mitigation to be considered and secured at the technical details consent stage. Furthermore, the development is not subject to mandatory Biodiversity Net Gain as it is for self-build dwellings and therefore exempt. Notwithstanding this, it is considered possible for a measurable biodiversity net gain to be achieved on the site which would weigh in favour of any future technical details consent application.

The application has not been supported by a Tree Survey or an Arboricultural Impact Assessment (AIA) to demonstrate that the scheme would not impact the trees and hedgerows to the boundaries of the site. A group of trees is located in close proximity to the site. A technical details consent application could be subject to the submission of an Tree Survey and AIA, as recommended by Leicestershire County Council's Tree Officer. Therefore, officers are satisfied that impacts on the trees and hedgerows could be addressed at technical details consent stage. Furthermore, the design of any dwellings as part of the technical details consent would need to consider other existing site features such as trees and hedgerows.

As such, subject to the technical details consent application which could secure biodiversity enhancements and the submission of an AIA and method statement, the application is considered to be acceptable when having regard to trees, ecology and biodiversity. It is considered that the proposals would comply with the provisions of Paragraph 187(d) of the NPPF and Policy En1 of the Local Plan and Policies H3 and ENV4 of the Swannington Neighbourhood Plan.

Highway Impacts

As the application seeks only permission in principle, the precise access arrangements are not known at this stage. However, in order to grant permission in principle, the Local Planning Authority must be satisfied that safe and suitable access can be achieved at this location.

It is considered likely that the applicant would seek to create a new vehicular access onto A512 Loughborough Road which is a classified 'A' road that is subject to a 40mph speed limit. The County Highways Authority (CHA) has outlined that safe and suitable access from the public highway could be achievable as part of a future Technical Details Consent stage, should permission in principle be granted.

Given the conclusions of the CHA, it is considered that any creation of the vehicular access and highway mitigation measures could be addressed through any technical details consent application(s) and therefore the development could be compliant with Policies IF4 and IF7 of the adopted Local Plan, Policy T1 of the Swannington Neighbourhood Plan, as well as the NPPF.

In their comments, Swannington Parish Council states that it supports the recent finding of the highways (23/01048/OUT) in relation to the impacts of the development on highway safety that would not be acceptable, and when considered cumulatively with other developments, the impacts on the road network would be severe.

23/01048/OUT is the reference number for the 2023 outline planning application for three self-build dwellings on the site. In respect of the 2023 application, the CHA initially advised that additional information was needed to allow for a full assessment of the application, and following submission of that information, the CHA advised that the impacts of the development on highway safety would not be unacceptable, and when considered cumulatively with other developments, the impacts on the road network would not be severe. The 2023 application was not refused on highway safety grounds.

In the related appeal decision, the Inspector noted that the CHA was satisfied that the proposal would not lead to highway safety concerns, and the reasons for dismissal of the appeal did not relate to highway safety impacts.

LAND USE

The application site comprises agricultural land. Residential properties adjoin the site to the east and west with further residential development sporadically located in the immediate and wider context.

It is considered that the development of two dwellings on the site would relate adequately to the immediate and wider residential uses to the east and west of the site, and would not result in the creation of isolated properties in the countryside. As set out above in the section of the report relating to location, the use of the land for residential development of the nature proposed is contrary to Policies S2 and S3 of the adopted Local Plan which relate to the provision and distribution of housing and therefore also conflicts with Policy H2 of the Neighbourhood Plan. However, the planning balance below considers if the land use proposed is acceptable.

AMOUNT OF DEVELOPMENT

The application proposes a residential development of two dwellings.

The proposed development on the site of 0.29ha would make efficient use of the land, would not result in a cramped form of overdevelopment and may have the potential to preserve the character of the area, as set out above in the section of the report relating to location.

However, it must also be acknowledged that Policies S2 and S3 of the adopted Local Plan (relating to the provision and distribution of housing) indicate that residential development of any amount on a greenfield site as proposed is unacceptable in principle in this location and so the proposal would also conflict with Policy H2 of the Neighbourhood Plan. However, the policy conflict arising from the provision of two dwellings as proposed is considered in the planning balance below.

Other Matters

Concerns have been raised that the Self and Custom Housebuilding Act 2015 is being used to exploit

the planning system and subvert usual policies. The application proposes self-build dwellings and therefore in the absence of a specific self-build policy and the shortfall in self-build plots, the application must be determined under a different planning balance having regard to paragraphs 11d and 14 of the NPPF. This is considered further within the planning balance below. Notwithstanding this, conditions can be imposed on approval of Technical Details Consent to secure the dwellings as genuine self-build units.

Conclusion and Planning Balance

In accordance with the provisions of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the starting point for the determination of the application is the development plan which, in this instance, includes the adopted North West Leicestershire Local Plan (2021) and the made Swannington Neighbourhood Plan (2023).

It is outlined above that the most important policies in the determination of the matter of principle (being Policies S2 and S3 of the adopted Local Plan and H2 of the Swannington Neighbourhood Plan as they relate to the provision and distribution of housing) are effective, not out of date, and carry significant weight.

The adopted Local Plan is silent on the matter of self-build housing and in this circumstance, as set out earlier in this report, paragraph 11(dii) of the NPPF (as set out at the time of decision) would apply which states that 'where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole'.

However, Paragraph 14 of the NPPF also states that in situations where the presumption (at paragraph 11d) applies to applications involving the provision of housing, the adverse impact of allowing development that conflicts with the Neighbourhood Plan is likely to significantly and demonstrably outweigh the benefits, provided the following apply:

- a) the neighbourhood plan became part of the development plan five years or less before the date on which the decision is made; and
- b) the neighbourhood plan contains policies and allocations to meet its identified housing

It is considered that paragraph 14 applies to this application as the Neighbourhood Plan was adopted in March 2023 so is less than five years old and it contains policies and allocations to meet its identified housing requirement. This is consistent with the conclusions made by the Inspector in the appeal decision for three dwellings on the site within the Swannington Neighbourhood Plan area in July 2024 (23/01048/OUT).

Paragraph 14 of the NPPF (as set out at the time of decision) is therefore engaged which states that any conflict arising with the Neighbourhood Plan, where criteria (a) and (b)) are met, would "likely" constitute significant and demonstrable harm. Policy H2 of the Neighbourhood Plan restricts development in the countryside in line with national and local planning policies and as such does not support residential development outside of the settlement limits. Therefore, any harm arising from conflict with Policy H2, and by association Policies S2 and S3 of the Local Plan, needs to be weighed up to determine if this would be considered to be significant and demonstrable and whether or not this is outweighed by the benefits of two self-build units as proposed.

The proposed development would contribute towards the supply of self-build plots where there is an identified shortfall and the Local Planning Authority is failing in its statutory duty to provide enough self-build plots in order to meet demand. There is a shortfall of 39 self-build plots in the District for the current base period, which is a greater number of plots than the shortfall (31 plots) at the time

the appeal decision for three self-build dwellings on the site was issued in July 2024. It should also be acknowledged that, in terms of technical matters, the scheme would be satisfactory, subject to the details submitted as part of the technical details stage. Nevertheless, the scheme would result in residential development on greenfield land located outside of the limits to development.

In this instance it is contended by the Local Authority that moderate harm would arise from the loss of greenfield land located within the countryside. Any harm may be minimised with appropriate design and landscaping at the technical details consent stage. With regard to the conclusions of the appeal Inspector which considered three dwellings on the site to result in harm to the sporadic character of development in the local area, it is considered that this has been addressed with a reduction in the number of dwellings proposed.

Significant harm would additionally arise from the granting of a permission that is in conflict with Policies S2 and S3 of the Local Plan and Policy H2 of the Swannington Neighbourhood Plan, which therefore conflicts with the spatial strategy of which the Neighbourhood Plan forms part.

Balanced against the harms, the provision of additional housing in an accessible location is afforded positive weight, and the need for self-build plots in the district is considered to be significant, and as noted above at a higher level than when the appeal decision for three dwellings was issued, with moderate weighting being given to the provision of two self-build plots and the provision of a multi-plot scheme. Limited positive weighting would also be attached to economic expenditure both during construction and through additional expenditure by future occupants within the local area which is of benefit to the local economy and assists in sustaining local services. Occupiers would also not be dependent on the private car. It is considered that these would have moderate weight in the balance.

Furthermore, this location is more acceptable when compared to remote locations in the countryside where there would be more adverse environmental and social sustainability impacts. In this case the proposal would not constitute 'isolated' dwellings, and they would be close to other dwellings and some services.

Government policy sets out how neighbourhood plans can shape, direct and help to deliver development. The local community has made the Neighbourhood Plan in 2023 in order to develop a shared vision for their area, proactively allocating land for housing growth. In this case it is acknowledged that there would be conflict with the spatial strategy, including the Swannington Neighbourhood Plan. However, given the contribution to the significant unmet need for self-builds, along with the other benefits of the proposal, it is considered that the adverse impact of allowing this development would not significantly and demonstrably outweigh the benefits of the proposal and there are no other material considerations that indicate that permission in principle should be refused.

RECOMMENDATION - PERMIT