

East Devon Local Plan 2020-2042

Site Selection report East Budleigh



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1 Introduction

- 1.1 East Devon District Council is preparing a Local Plan covering the period 2020 to 2042 that will allocate sites for development. The Site Selection methodology explains the process of how sites are identified, assessed, and selected for allocation, or not.¹ The selection process is a judgement that balances top-down strategic issues relating to the Local Plan district-wide housing and employment requirements and the spatial strategy for the distribution of development, with the specific factors in the site assessments.
- 1.2 For each settlement, a Site Selection report contains the assessment of sites and identifies those which will be allocated, alongside those that will not, with reasons why. It collates evidence from numerous other sources in assessing whether to allocate sites.²
- 1.3 For each site, the report contains identifying details, a map and photos, followed by a summary of the site assessment and conclusion on whether to allocate the site. This is followed by a more detailed assessment of the landscape, historic environment, and ecological impacts of each site.
- 1.4 This report contains the assessment of the site at East Budleigh. A map of the site which have been assessed is below, followed by a table which highlights the site selection findings.
- 1.5 In addition to the sites which have been subject to assessment, other sites were not assessed because they did not pass 'site sifting'. This stage of the process rules out sites that are not 'reasonable alternatives' and therefore not considered as potential allocations in the Local Plan. In summary, to pass site sifting and therefore be considered as a potential allocation, the site should be identified as suitable, available, achievable in the HELAA; in a suitable location; not already allocated in a 'made' Neighbourhood Plan; and not already have planning permission. For obvious reasons, overlapping sites will only be assessed once. Further detail is contained in the Site Selection methodology.
- 1.6 The following sites (shown on the map below) did not pass site sifting at East Budleigh:
 - Ebud_02 was found to be not achievable in the HELAA due to the Grade II* listed building and designated Local Green Space precluding development on the frontage triangle of land;

¹ Site Selection Methodology (2024): [sal-001-site-selection-methodology_v2-2020-2042.pdf](#); Landscape Assessment: [sal-002-landscape-sensitivity-assessment-methodology.pdf](#) ; HESA Methodology: [sal-003-historic-environment-site-assessment-methodology.pdf](#); Ecology Guidelines: [sal-004-ecology-guidelines-for-housing-allocation.pdf](#)

² Following the approach advocated by the Planning Advisory Service – see Topic 5 – Site Selection Process: [Future Proofing the Plan Making Process | Local Government Association](#)

- Ebud_03 was found to be not achievable in the HELAA on the grounds of highway safety related to pedestrian access, and unless satisfactory means to secure visibility splays can be achieved.

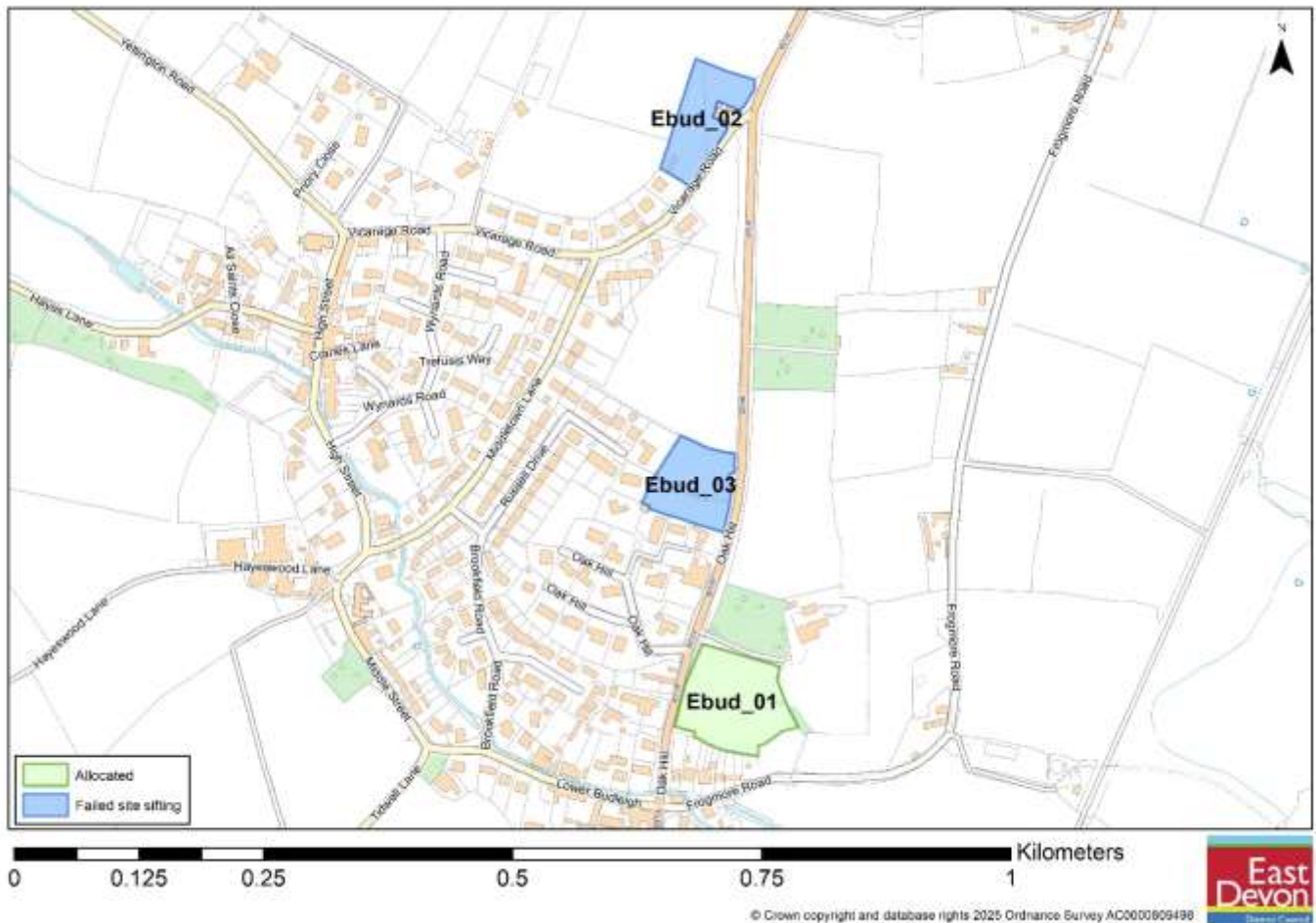


Figure 1.1: Overview of Site Selection findings at East Budleigh

Site reference	Number of dwellings / hectares of employment land	Allocate?
Ebud_01	22	Yes

2 Site Reference Ebud_01

Site details

Settlement: East Budleigh

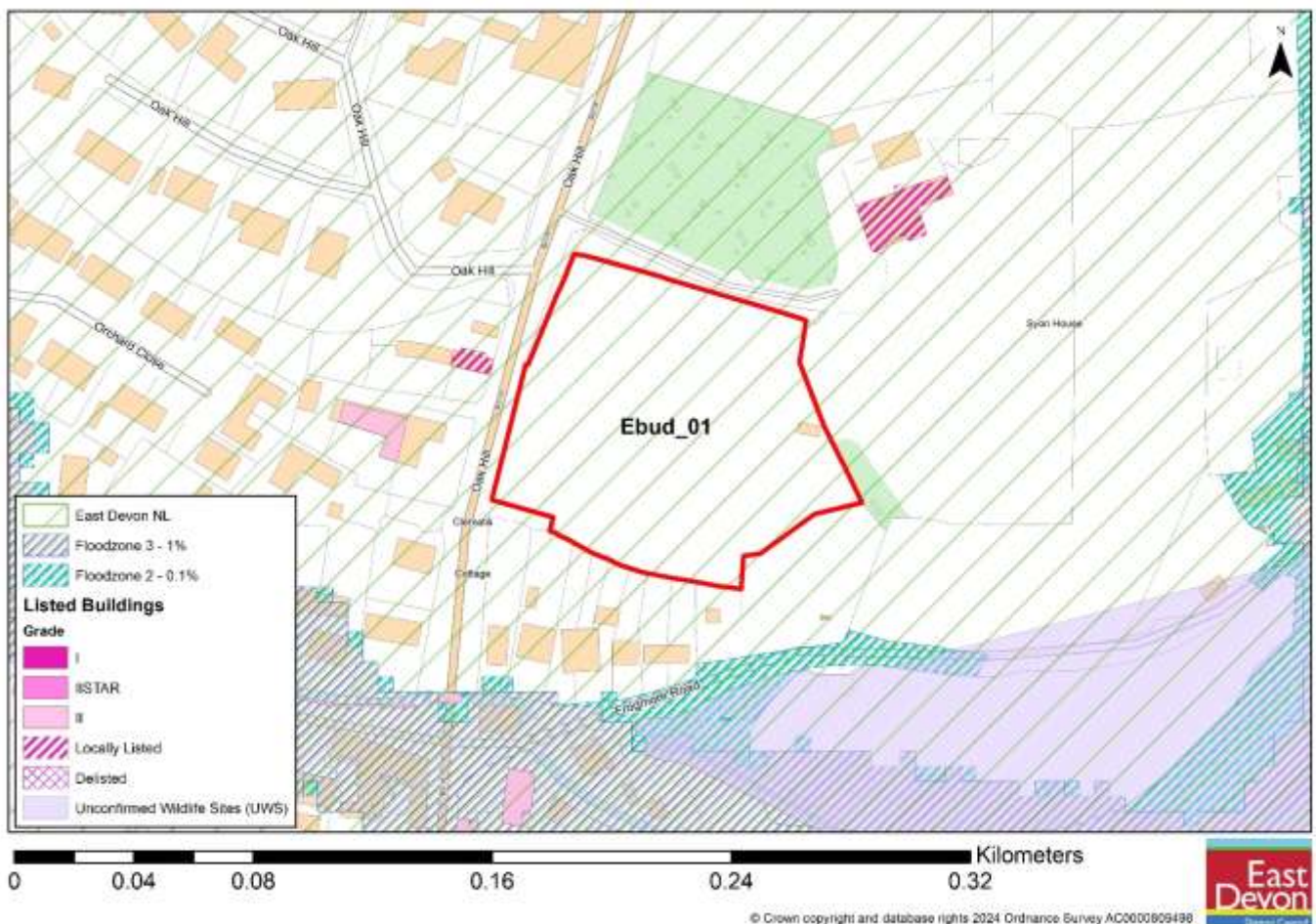
Reference number: Ebud_01

Site area (ha): 0.9

Address: Land off Frogmore Road, East Budleigh,

Proposed use: Residential

Site map



Photos



Taken from B.3178 to west of site. Syon House is visible to the left of the picture next to the telegraph pole.



Western part of site viewed from Oakhill Bridge.



Taken from public footpath along valley to southeast of site, which is visible behind the poplar trees towards the middle of the picture.

Site Assessment Summary and Conclusion

Infrastructure

Devon County Council (highways) advise that suitable access could be obtained from Frogmore Road if adequate foot/cycle improvements to access the village centre and crossing the B3178. County education advise that there is limited capacity to support development and home to school transport implications.

Landscape

Ebud_01 is located within the East Devon National Landscape and comprises a gently sloping grassed field with a group of mature 'parkland' trees to northwest of site. The site is quite well related to the existing settlement pattern and adjacent to a busy B road and associated infrastructure. Overall landscape susceptibility is medium low which, given the national landscape location results in an overall landscape sensitivity of medium. There are opportunities for enhancement through undergrounding overhead wires and reinstatement of a hedgebank to western boundary in place of a rendered wall. A good standard of design should be required due to national landscape setting.

Historic environment

Development of the site could undermine the landscape setting of two non-designated heritage, Syon House and 1 Oakhill Cottages. However, mitigation is possible through careful design. Overall impact - medium: no significant effects which cannot be mitigated. An impact is predicted, but would not compromise the asset(s) cultural heritage value to the extent that the attributes that led to its designation, or ability to understand or appreciate its value, are diminished or compromised. Mitigation may make the impact acceptable. The overall significance of the asset would not therefore be materially changed.

Ecology

Site is adjacent to two nature recovery areas (woodland to north and east of site) and within 100m of an unconfirmed wildlife site. Site is within the Exe Estuary and Pebblebed Heaths mitigation zones. Significant moderate adverse effect predicted.

Accessibility

Ebud_01 is within 1600m of 6 services and facilities, including a primary school, convenience store and pub. It is 90m from a bus stop with an hourly bus route. There is no pavement on this side of Oak Hill or on Frogmore Lane, but there is one on the other side of the road.

Other constraints

Ebud_01 is in a drinking water source protection zone. A planning application for the erection of 18 dwellings (66% affordable) was withdrawn in 2016 (ref. 14/2959/MOUT).

Within Green Wedge in adopted Local Plan 2013-31 or made Neighbourhood Plan?

No

Opportunities

None identified.

Yield (number of dwellings or hectares of employment land)

22

Contribution to spatial strategy

East Budleigh is a tier 4 settlement where the draft local plan seeks to promote limited development to meet local needs. The site has a potential yield of 22 homes using the standard maximum density, which would represent a reasonable amount of development relative to the existing size of the village.

Should the site be allocated?

Yes

Reasons for allocating or not allocating.

Development of Ebud_01 has the potential to provide housing within walking distance of the services and facilities available in the village centre. Although the site is in the East Devon National Landscape, it is considered to have a medium sensitivity to landscape change with the potential for landscape improvements. Careful design will be needed to mitigate any potential landscape and heritage impacts and to secure improvements to pedestrian access to the village centre. There are no other potential development sites in East Budleigh and, whilst development is considered to

constitute 'major' development in a National Landscape, there are "exceptional circumstances" that justify allocation (see Topic Paper SAL – 039 Major Development in National Landscapes).

If whole site is not suitable for allocation, could a smaller part be allocated?

N/A

Landscape Sensitivity Assessment

Context

Landscape designation context

The site is in the East Devon National Landscape.

For sites within AONB, applicable special qualities

The pattern and shape of settlements, field patterns and woodland. Picturesque villages with traditional buildings linked by narrow winding lanes crossing historic stone bridges.

Other relevant biodiversity, historic environment and/or geological designations

Potential impact on setting of three grade II listed buildings and two locally listed buildings. Southern part of site shown as orchard, or more likely parkland trees on 1891, 1932 and 1951 maps. Consider parkland setting of Syon House.

Landscape Character Type and relevant key characteristics

Ebud_01 forms part of Landscape Character Type (LCT) 5D Estate wooded farmland. Key characteristics of this LCT shown on site are rolling hills, pastoral farmland and historic parkland.

Local landscape character of site and immediate surrounds

Medium sized grassed field sloping gently to south. Group of mature 'parkland' trees to southern side of access to Syon House partly overhang the north western corner of the site. Rendered wall to main road frontage with hedge behind to northern half. Views across site from the road towards attractive trees to the east and rolling hills beyond.

Does the local landscape character of the site and immediate surrounds conform to published assessments?

Yes.

General and site-specific affects that could arise from development.

The introduction of built form and associated infrastructure would alter the undeveloped nature of this part of the settlement, although housing along Frogmore Lane already extends the built

form considerably to the east of the main road and there is planning permission for further development to the southeastern boundary. The land slopes generally from north down to the south of the site so there is potential for earthworks to change the topography of the site, although the gradients are not particularly steep so this is unlikely to be substantial. Any impact on tranquillity will be limited due to the location adjacent to a fairly busy B road. Assume new access to Frogmore Road via access to consented housing (ref.21/0163/RES). No significant impacts on trees likely, but layout would need to provide space around attractive trees on northern boundary. Site provides an attractive 'pastoral' setting for Syon House, a non-designated heritage asset.

Analysis

Physical and natural characteristics	
Low medium	The landscape makes some contribution to local landscape character with its gentle slope, but the immediate context is the village edge (with a mix of modern and older houses), the busy B road and associated infrastructure..
Cultural and historic associations	
Medium	The landscape has a relationship with Syon House, a non-designated heritage asset.
Relationship to existing settlement edge	
Low	The site is well related to the settlement edge with housing (both existing and consented) along two of the site boundaries and Syon House, a large, detached home, and it's driveway and garden to the other sides.
Experiential landscape character	
Low Medium	The site has some rural character but this is diminished by its location adjacent to a relatively busy B road, overhead wires and street lighting.
Views	
Medium	There are views across the site to a ridgeline to the east, but this is not a view that is readily seen by road travellers. The site is visible from some distance from the footpath along the River Otter, although there is a planning permission for 5 houses that will reduce this view if built.
Overall landscape susceptibility	
Low Medium	The site is located next to a busy road with associated infrastructure and modern boundary wall. It is well related to the settlement pattern.
Within nationally designated landscape? Yes	
Degree of intervisibility with designated landscape	Not applicable
N/A	
Landscape value	
Site is within a designated landscape and has very high landscape value.	
Overall landscape sensitivity	
Medium	
Landscape guidance: opportunities in relation to development	

There are opportunities for enhancement through undergrounding overhead wires and reinstatement of hedgebank to western boundary in place of rendered wall. A good standard of design should be required due to national landscape setting.

Historic Environment Site Assessment

Notes on history of area

East Budleigh is thought to have been settled for 2000 years and was a Royal Manor at the time of the Domesday Book. It functioned as a market town and port until the River Otter ceased to be navigable during Tudor times. The East Budleigh Conservation Area Appraisal highlights the importance of the rural landscape to the character of the conservation area, noting that it provides a contrast to the built environment. Sir Walter Raleigh was born close to East Budeigh at Hayes Barton.

Overall conclusion

Medium: no significant effects which cannot be mitigated. An impact is predicted, but would not compromise the asset(s) cultural heritage value to the extent that the attributes that led to its designation, or ability to understand or appreciate its value, are diminished or compromised. Mitigation may make the impact acceptable. The overall significance of the asset would not therefore be materially changed.

Step 1. Identify any heritage assets potentially affected	
Is the site within 100 metres of a designated heritage asset?	Yes Daveys Cottage, Oak Hill, a Grade II listed building is about 30 metres to the west and Christophers, Budleigh Hill, a Grade II listed building is around 75 metres to the south. Oak Hill Bridge, Budleigh Hill, which is Grade II listed, is around 65 metres to the south of the site.
Could development of the site affect any heritage asset (designated or non-designated) or its setting?	Yes Development of the site has the potential to affect two locally listed buildings, Syon House, which is around 30 metres to the north east of the site and 1 Oak Hill Cottages, on the other side of the main road to the west. The Devon Historic Environment Record has no records for the site.
List any heritage assets potentially affected.	(1) Daveys Cottage, Oak Hill, a Grade II listed building (2) Christophers, Budleigh Hill, a Grade II listed building (3) Oak Hill Bridge, Budleigh Hill, Grade II listed (4)

	Syon House, locally listed (5) 1 Oak Hill Cottages, Oak Hill, locally listed.
Heritage asset 1 Davey's Cottage Step 2. Existing contribution of site to significance of heritage asset	
Heritage asset 1 Davey's Cottage	
Description of asset	<p>Davey's Cottage is a C17 former farmhouse - the adjoining barn is included in the listing. C17, possibly earlier, rearranged, extended and refurbished probably in mid C19. Plastered cob on stone rubble footings; stone rubble and brick stacks all topped with C19 brick; thatch roof, slate to outshot and corrugated asbestos to the barn. L-shaped house facing south. The main block has a 2-room plan each with end stacks. But right room is larger. Winder staircase alongside right (eastern) stack. In the mid C19 1-room plan extension built at right angles in front of the right end. It has a large inside lateral stack. The main block extends further left (west) as a barn which now includes a utility room adjoining the house. It was reduced in height in C20. Probably C20 service outshot on the front end of the extension. House is 2 storeys. House has irregular 2-window front of C19 and C20 casements most with glazing bars. However the oldest first floor window contains rectangular panes of leaded glass, another similar on the inside wall of the extension. End of the extension has C20 first floor casement. Roof over is half-hipped. Main roof hipped to right and gable-ended to left. Barn also gable-ended and contains C20 window to the service room and contemporary plank door. Interior: much reorganized in C19 but main block is still basically a C17 building. Both ceiling beams, an axial one in the left room and a crossbeam in the right room, are boxed in but their size betrays their C17 date. The crosswall exposed in the roofspace is a C17 oak frame with rod-and-cob infill. The open truss over the large room is an A-frame of large scantling with a pegged lap-jointed collar. The stack serving the smaller may be an addition but the other is original. Although the fireplace has been reduced in width its ovolo-moulded lintel shows. Despite later alterations the C17 house appears to survive substantially intact.</p>

Significance of asset and setting	High - Davey's cottage is a Grade II listed building and is of high significance.
Relationship of site with heritage asset	There is very little relationship between the site and Davey's Cottage
Level of contribution (site to heritage asset)	Little
Further assessment required?	No
Step 3. Identifying potential impact on significance of heritage asset	
Heritage asset 1 – Davey's Cottage	
What impact would development have on the heritage asset and its setting?	Minor - Development would not relate directly to the immediate setting of the heritage asset.
Could the site be developed in a way that minimised potential impact?	Yes, through careful design.
Would the development affect the heritage asset in other ways?	Any increased traffic and activity would have a negligible impact.
Step 4. How to maximise enhancements and avoid harm	
Heritage asset 1 – Davey's Cottage - maximising enhancement	
Could the development improve public access to and interpretation of the heritage asset?	No
Would development enable further research and recording of the heritage asset?	No
Would development enable better revealing of the significance of the heritage asset?	No
Would development enable the asset to be removed from the at risk register?	No
Heritage asset 1 avoiding harm	
Are there reasonable alternative sites?	See notes
Could the site boundary be changed to avoid harm?	See notes
Could the amount of development be reduced to avoid harm?	See notes
Would a different type of development (use) avoid harm?	See notes
Could design avoid harm?	See notes
Notes	No harm has been identified to the listed building or its setting. There are no other sites under consideration in East Budleigh.

Step 2. Existing contribution of site to significance of heritage asset	
Heritage asset 2 - Christophers	
Description of asset	A Grade II listed late C18 cob cottage. Probably late C18 to early C19. Plastered cob on stone rubble footings; stone rubble or brick stacks topped with C19 brick; thatch roof. Long 3-room plan cottage facing west set back from the road. The entrance is between the left-hand and central rooms. The left room has an end stack, the centre room has an axial stack and there is a projecting right end stack. 2 storeys. Irregular front fenestration of similar late C19 - early C20 casements with glazing bars, 5 on the ground floor and 4 on the first. Front doorway is set a little left of centre and contains a C19 6-panel door (the top 2 now glazed) and a C20 trellis porch. Roof is gable-ended. In the left end wall there is a first floor pointed arch beaded window containing ? tracery glazing bars and within that narrow margins of leaded glass. Interior not available for inspection at time of survey but is said to have plain carpentry detail. According to the owner the building was industrial before it became a house.
Significance of asset and setting	High - Christophers is a Grade II Listed Building of high significance
Relationship of site with heritage asset	Christophers is surrounded by housing and there is very limited visual relationship with the site.
Level of contribution (site to heritage asset)	None
Further assessment required?	No

Step 3. Identifying potential impact on significance of heritage asset	
Heritage asset 2 - Christophers	
What impact would development have on the heritage asset and its setting?	No Change - The existing built development screens the site from Christophers
Could the site be developed in a way that minimised potential impact?	No Impact
Would the development affect the heritage asset in other ways?	Any increase in traffic or activity would be negligible.

Step 4. How to maximise enhancements and avoid harm	
Heritage asset 2 - Christophers - maximising enhancement	
Could the development improve public access to and interpretation of the heritage asset?	See notes
Would development enable further research and recording of the heritage asset?	See notes
Would development enable better revealing of the significance of the heritage asset?	See notes
Would development enable the asset to be removed from the at risk register?	See notes
Heritage asset 1 avoiding harm	
Are there reasonable alternative sites?	See notes
Could the site boundary be changed to avoid harm?	See notes
Could the amount of development be reduced to avoid harm?	See notes
Would a different type of development (use) avoid harm?	See notes
Could design avoid harm?	See notes
Notes	No harm identified to the listed building or it's setting. There are no other sites under consideration in East Budleigh.

Step 2. Existing contribution of site to significance of heritage asset	
Heritage asset 3 – Oak Hill Bridge	
Description of asset	Small road bridge over Budleigh Stream. Circa 1830-40. Brick arch faced with blocks of dressed local sandstone front and back. Small single-span bridge comprising a low elliptical arch with neatly-shaped voussoirs. Projecting plain dripcourse at road level and very low parapet with rounded weathering. The parapet curves outward each end to plain terminal piers projecting outwards only. Now C20 iron railings have been set into the coping.
Significance of asset and setting	Oak Hill Bridge is grade II listed and is of high significance.
Relationship of site with heritage asset	Oak Hill Bridge is surrounded by development and but there is some intervisibility with the site.
Level of contribution (site to heritage asset)	Little
Further assessment required?	No

Step 3. Identifying potential impact on significance of heritage asset	
Heritage asset 3 – Oak Hill Bridge	
What impact would development have on the heritage asset and its setting?	Minor - The scale of the bridge is diminutive and visually dominated by the road surface.
Could the site be developed in a way that minimised potential impact?	Yes, through careful design.
Would the development affect the heritage asset in other ways?	No - Any increase in traffic or activity would be negligible.

Step 4. How to maximise enhancements and avoid harm	
Heritage asset 3 – Oak Hill Bridge	
Could the development improve public access to and interpretation of the heritage asset?	No
Would development enable further research and recording of the heritage asset?	No
Would development enable better revealing of the significance of the heritage asset?	No
Would development enable the asset to be removed from the at risk register?	No
Heritage asset 1 avoiding harm	
Are there reasonable alternative sites?	See notes
Could the site boundary be changed to avoid harm?	See notes
Could the amount of development be reduced to avoid harm?	See notes
Would a different type of development (use) avoid harm?	No
Could design avoid harm?	No
Notes	Negligible harm to the bridge and it's setting is likely to result from development anywhere on the site.

Step 2. Existing contribution of site to significance of heritage asset	
Heritage asset 4 – Syon House	
Description of asset	Syon House - Large Victorian house set in 2 acres with sweeping drive. Built by Rolle estate as house and office for stewards. Reason for local listing age, aesthetic value, archival interest and historical association
Significance of asset and setting	Lesser - This is a non-designate heritage asset that is locally listed.
Relationship of site with heritage asset	Syon House is a non-designated heritage asset set in large grounds on the edge of the village.
Level of contribution (site to heritage asset)	Significant The site lies between the built-up areas of the village and Syon House and forms an attractive setting to the house.
Further assessment required?	No
Step 3. Identifying potential impact on significance of heritage asset	
Heritage asset 4 – Syon House	
What impact would development have on the heritage asset and its setting?	Moderate - Development of the site would alter the setting of Syon House when viewed from the south west.
Could the site be developed in a way that minimised potential impact?	Yes - development could be sited to retain some key views towards Syon House.
Would the development affect the heritage asset in other ways?	No
Step 4. How to maximise enhancements and avoid harm	
Heritage asset 4 – Syon House maximising enhancement	
Could the development improve public access to and interpretation of the heritage asset?	No
Would development enable further research and recording of the heritage asset?	No
Would development enable better revealing of the significance of the heritage asset?	No
Would development enable the asset to be removed from the at risk register?	No
Heritage asset 1 avoiding harm	
Are there reasonable alternative sites?	There are no other sites under consideration in East Budleigh.
Could the site boundary be changed to avoid harm?	No
Could the amount of development be reduced to avoid harm?	Yes
Would a different type of development (use) avoid harm?	No
Could design avoid harm?	Yes
Notes	Development could be sited to retain some key views towards Syon House.

Step 2. Existing contribution of site to significance of heritage asset	
Heritage Asset 5 - 1 Oak Hill Cottages	
Description of asset	1 Oak Hill Cottages, Oak Hill, locally listed Two storey terrace of cottages(1878). Criteria for inclusion on the local list - age, aesthetic value, archival interest, historical association. Summary of assessment - Render and brick elevations, slate roof. Local vernacular style, typical of the time of the Hon Mark Rolle estate workers cottages built during his ownership of the Rolle Estate 1865 to 1907. Mostly original and unaltered, with distinctive chimneys and corbels. Details of these buildings appear in the Otter Valley Association publication 'Mark Rolle His Architectural Legacy in the Lower Otter Valley' (2001). Associated with the building period of the Hon Mark Rolle, a notable philanthropic landowner, who greatly improved the housing and thus the lives of his tenants and their families.
Significance of asset and setting	Lesser - This is a non-designate heritage asset that is locally listed.
Relationship of site with heritage asset	The potential development site forms an attractive field on the opposite side of the road to Oak Hill Cottages. However, the cottages have a narrow gable fronting the road and their main aspect is at right angles to the site with vegetation further reducing the relationship with the site.
Level of contribution (site to heritage asset)	Little
Further assessment required?	No

Step 3. Identifying potential impact on significance of heritage asset	
Heritage Asset 5 - 1 Oak Hill Cottages	
What impact would development have on the heritage asset and its setting?	Minor
Could the site be developed in a way that minimised potential impact?	Yes, through careful design.
Would the development affect the heritage asset in other ways?	No

Step 4. How to maximise enhancements and avoid harm	
Heritage Asset 5 - 1 Oak Hill Cottages - maximising enhancement	
Could the development improve public access to and interpretation of the heritage asset?	No
Would development enable further research and recording of the heritage asset?	No
Would development enable better revealing of the significance of the heritage asset?	No
Would development enable the asset to be removed from the at risk register?	No
Heritage asset 1 avoiding harm	
Are there reasonable alternative sites?	No
Could the site boundary be changed to avoid harm?	No
Could the amount of development be reduced to avoid harm?	See notes
Would a different type of development (use) avoid harm?	See notes
Could design avoid harm?	See notes
Notes	Careful design could avoid any potential harm.

Ecological assessment

Context – Sites and features (desk study)

Site / feature name	Geographic value	Distance from site / feature (metres)	Predicted impact
Special Area of Conservation (SAC)	International	6465	Minor adverse effect predicted (not significant)
Special Protection Area (SPA)	International	2255	Minor adverse effect predicted (not significant)
Ramsar site	International	6772	Minor adverse effect predicted (not significant)
Marine Conservation Zone (MCZ)	National	700	Minor adverse effect predicted (not significant)
Site of Special Scientific Interest (SSSI)	National	687	Minor adverse effect predicted (not significant)
National Nature Reserve (NNR)	National	8720	Minor adverse effect predicted (not significant)

Local Nature Reserve (LNR)	Regional	7264	Minor adverse effect predicted (not significant)
Ancient Woodland Inventory Site (AWSI)	Regional	1315	Minor adverse effect predicted (not significant)
County Wildlife Site (CWS)	County	476	Minor adverse effect predicted (not significant)
Unconfirmed Wildlife Site (UWS)	County	32	Significant moderate adverse effect predicted
Draft Nature Recovery Network areas (NRN)	County	0	Significant moderate adverse effect predicted
Section 41 Habitat of Principle Importance (including rivers and streams, excluding hedgerow)	County	50	Significant moderate adverse effect predicted

Comments

Site is adjacent to two nature recovery areas (woodland to north and east of site) and within 100m of an unconfirmed wildlife site (Otterton park - Colaton Raleigh Marsh, possible floodplain grazing marsh with hedges).

Within River Axe SAC Nutrient catchment zone? No

Within Beer Quarry and Caves SAC bat consultation zone? No

Within East Devon Pebblebed Heaths SAC HRA mitigation zone? Yes

Within Exe Estuary SPA HRA mitigation zone? Yes

Within East Devon Pebblebed Heaths 400m exclusion zone? No

Number of European sites potentially impacted by site: 2

On site assessment

Does the site consist of any habitats other than agriculturally improved grassland or arable (excluding small/negligible areas of habitat)?

No

Presence of veteran or ancient trees

Several mature trees close to site but on neighbouring land to northern and eastern boundaries.

Large numbers of mature trees within hedgerows or otherwise.

No

Presence of ponds not identified on aerial imagery.

No

Networks of small field parcel and hedgerows (any areas where allocation is likely to require removal of substantial areas of hedgerow to facilitate a suitable development footprint)

No

Any other incidental features of ecological interest (protected/notable species incidentally recorded).

No

Is there any evidence which contradicts the desk study results?

No

Conclusion

Significant moderate adverse effect predicted.
