

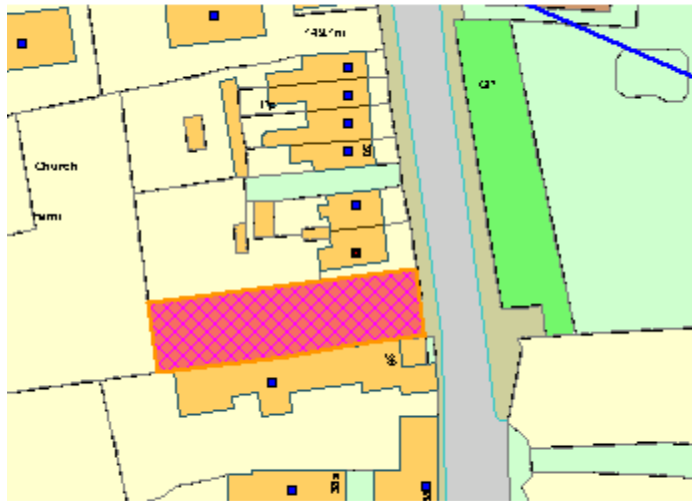
**Reference:** 16/00120/FUL

**Date submitted:** 23 February 2016

**Applicant:** Mrs Burnham & Mrs Benzie

**Location:** 34 Main Street, Thorpe Satchville

**Proposal:** Removal of existing garage and driveway, construction of two bedroom dwelling with new driveway and garage.



**Introduction:-**

The proposal comprises the removal of the existing garage and driveway and the construction of a two bedroom dwelling with driveway and garage. The dwelling would be sited approximately in line with no. 34 with a vehicular access to the north of the proposed dwelling. There would be a single storey element to the rear with a long garden behind the proposed dwelling.

The site comprises a parcel of land to the south of no. 34 Main Street which accommodates open space and a garage. The site is bordered to the south by the side elevation of no.36 which comprises a two storey dwelling and single storey rear wing which projects significantly into the rear garden. To the north the site borders no.34 which has openings in the side elevation and outbuildings to the rear. There are extensive gardens to the rear. To the north of the site there is an existing vehicular access to serve nos. 28-34. This provides parking and turning for nos. 28-34 Main Street.

**It is considered the main issues relating to the proposal are:-**

- **The principle of a dwelling;**
- **Visual impact of the proposal;**
- **The impact on the residential amenities of occupiers of neighbouring properties;**
- **Highway safety.**

The application is to be considered by the Development Committee following a 'call in' by the Ward Councillor, who is concerned regarding conflicts between different strands of planning policy.

Within the NPPF paras. 54 and 55 it promotes housing in rural communities where it would support the local economy, particularly in this case where there is an interdependency for amenities and services in clusters of villages such as Thorpe Satchville and the nearby Twyford, Ashby, Gaddesby, Burrough on the Hill and Great Dalby. Of these villages five are on the 100 bus route; however, in relation to transport the NPPF also outlines that in rural areas different policies may need to be considered (paras. 29 & 34). The Planning Inspector found in a recent appeal a two bedroom property further offers the opportunity for people to downsize locally and which provide some local benefit to the community. There is a lack of available land supply and direct need specifically within the Somerby Ward for two bedroom housing.

**Members will recall the application was presented at the previous planning committee where it was deferred to seek improvements to the access. A revised plan has been received providing a turning area to the front of the proposed dwelling. The Highway Authority has been re-consulted and the comments are in the updated section below.**

**Relevant History:-**

**15/00916/FUL** - erection of a two storey dwelling was refused on the following grounds:

1. In the opinion of the Local Planning Authority the proposal would, if approved, result in the erection of a dwelling in an unsustainable location. The development in an unsustainable village location where there are limited local amenities, facilities and jobs and where future residents are likely to depend on the use of the car, contrary to the advice contained in NPPF in promoting sustainable development. It is considered that the positive elements of the proposal are insufficient reason to depart from the guidance given in the NPPF on sustainable development in this location and would therefore be contrary to the "core planning principles contained" within Paragraph 17 of the NPPF.
2. The proposed dwelling, by reason of design, would have an adverse impact on the site and its surroundings and would therefore be visually detrimental to the site, street scene and locality. The proposal would therefore be contrary to Policies OS1 and BE1 which seek to ensure development is visually acceptable, and the NPPF.

**Development Plan Policies:**

**Melton Local Plan (saved policies):**

**Policies OS1 and BE1** allow for development within Village Envelopes providing that:-

- the form, character and appearance of the settlement is not adversely affected;
- the form, size, scale, mass, materials and architectural detailing of the development is in keeping with its locality;
- the development would not cause undue loss of residential privacy, outlook and amenities as enjoyed by occupants of existing dwellings in the vicinity; and,
- satisfactory access and parking provision can be made available.

**Policy H6** states permission will be granted in village envelopes for residential development comprising small groups of dwellings or single plots.

**National Planning Policy Framework** – Introduces the 'Presumption in favour of Sustainable Development' and states that development proposals should be approved if they accord with the Development Plan, or, if it is out of date or does not address the proposal, approve proposals unless:

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits,
- specific policies in this Framework indicate development should be restricted.

The NPPF introduces three dimensions to the term Sustainable Development: Economic, Social and Environmental: It also establishes 12 core planning principles against which proposals should be judged.

Relevant to this application are those to:

- Proactively support sustainable economic development to deliver homes and business that local areas need;
- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- deliver sufficient community and cultural facilities and services to meet local needs;
- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focusing development in locations which are or can be made sustainable.

On Specific issues relevant to this application it advises:

**Require Good Design**

- Good design is a key aspect of sustainable development, is indivisible from good planning and should contribute positively to making places better for people;
- Securing high quality and inclusive design goes beyond aesthetics considerations and should address the connections between people and places and the integration of new development into the natural, built and historic environment.

**Delivering a Wide Choice of High Quality Homes**

- Local Planning Authorities should deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities and to promote sustainable development in rural areas housing should be located where it will enhance or maintain the vitality of rural communities.

**Consultations:-**

Consultation reply	Assessment of Head of Regulatory Services
<p><b>Thorpe Satchville Parish Council:</b> fully support the proposal.</p> <p>This is an affordable two bedroom dwelling which will hopefully attract new people into the village, the village is currently classified as unsustainable but developments like this can only enhance the village fabric. Understand there are no objections from neighbours.</p>	<p>The site is located within Thorpe Satchville.</p> <p>The NPPF advises that local housing policies will be considered out of date where the Council cannot demonstrate a 5 year land supply and where proposals promote sustainable development objectives it should be supported.</p> <p>The Council cannot demonstrate a five year land supply; however, this on its own is not considered to weigh in favour of approving development that is contrary to local or national policies where harms are identified, such as impact upon sustainable development. The Melton Local Plan does not examine the sustainability credentials of particular villages in the Borough in comparison to each other. <b>As such Policy H6 does not fully comply with the NPPF on the issue of sustainable development and NPPF policies should takes precedence.</b></p> <p>Thorpe Satchville is a small village with very few facilities, and is located a significant distance away from larger centres where jobs, services and facilities are to be found. Various studies have concluded that Thorpe Satchville is not a suitable location for new housing or employment development.</p> <p>The previous application was refused on the grounds of sustainability. The resubmitted application</p>

includes a Design and Access Statement which states there are facilities in close proximity to the site. These comprise bus stops within 100 metres, village hall within 60 metres, garage within 60 metres, pub within 80 metres and the church within 250 metres of the site.

**Notwithstanding the provision of the facilities described, Thorpe Satchville is not regarded as a sustainable settlement for new housing.** Therefore, the proposal is considered contrary to the requirements of the NPPF which seek to restrict unsustainable development and which directs housing to more sustainable locations. **It is acknowledged that additional housing can benefit local facilities and that no objections have been received from local residents. However, it is not considered this outweighs the objection in principle to a dwelling in this unsustainable settlement.**

#### **Melton Borough Council Housing Needs**

The NPPF recognises that housing should meet the needs of present and future generations (Para 10). It continues to recognise the importance for local planning authorities to understand the housing requirements of their area (Para 28) by ensuring that the scale and mix of housing meets the needs of the local population. This is further expanded in Para 110 – 113, in seeking to ensure that housing mix meets local housing need.

David Couttie Associates conducted a Housing Market Analysis for Melton Borough Council which clearly demonstrated that there is a surplus of larger private market homes and a significant lack of smaller sized properties within Melton Borough. Future development has therefore to address the imbalance of stock type and size, both by tenure and location to create a more sustainable and balanced housing market. This will require a bias in favour of small units to address both the current shortfall and future demographic and household formation change which will result in an increase in small households and downsizing of dwellings. Residential developments in the area should therefore contribute towards the creation of a mixed community and have regard to local market housing needs.

The proposal is for a single dwelling within a largely residential area and would be a two bedroom property. As such the proposal would help meet the housing needs of the Borough. However, this relates only to the size of dwelling and does not relate to the location which in this case occupies an unsustainable location. The compliance with the housing needs of the Borough does not outweigh the issue of sustainability.

	<p>The erection of a dwelling at this location would represent development in an unsustainable location where there are limited local amenities, facilities and jobs and where future residents are likely to depend on the use of the car. This is contrary to the advice contained in NPPF in promoting sustainable development. It is considered that the positive elements of the proposal are insufficient reason to depart from the guidance given in the NPPF on sustainable development in this location and would therefore be contrary to the "core planning principles contained" within Paragraph 17 of the NPPF.</p>
<p><b>Highway Authority: (original proposal)</b> consider access, parking and turning arrangements for all dwellings, and ensure redundant vehicular crossing is reinstated to Local Highway Authority standards.</p> <p><i>(Revised comments):</i></p> <p>No objection was raised to the original proposal as the access serving the new dwelling would be a benefit when compared to the existing access serving the garage and the improvements to the shared residents parking and turning would also provide a benefit. Therefore whilst the access and parking arrangements did not meet current standards, overall the development was providing betterment. The latest proposal that shows a turning area in front of the new dwelling, is whilst not ideal (and in practice the turning area is more likely to be used as an additional parking space), this can still be viewed to offer a highway gain. Even if the turning area is used as an additional parking space, this would mean that there could be less risk of vehicles parking within the carriageway. Obviously if this turning area was used for turning, it would be beneficial if vehicles were able to pull out of the access in a forward gear.</p> <p>Therefore in conclusion this latest scheme is an improvement on the original and the advice would be that the Local Highway Authority has no objection, subject to the imposition of the conditions previously suggested in the formal highway response on the original application.</p>	<p>The Highway Authority raise no objection as the proposal would reinstate a former access and the scheme would provide two off street parking spaces. The old driveway provided visibility splays of 7 metres to the north and 6 metres to the south; the proposed new access would provide 49 metres to the north and 23 metres to the south. It is therefore considered this represents an improvement compared to the previous access.</p> <p>The existing access to the north, which serves nos. 28-34 would be maintained would serve the off street parking for nos.28-34 as existing but would also provide an enhanced on site turning area. Notwithstanding the request from a neighbour for parking restrictions this has not been requested by the Highway Authority. It is therefore considered the proposals are acceptable in highway safety terms.</p> <p><b>It is considered the proposal would be acceptable in terms of highway safety and complies with the relevant policies and guidance.</b></p>

## Representations

A site notice was posted and neighbouring properties consulted. Representations have been received from **8 households in support of the application.**

Representation	Assessment of Head of Regulatory Services
<p><b>Principle</b> The proposal would bring much needed affordable housing to the locality, there are many villages with very few amenities and the amenities would still be there if local people had supported them. Surely the way forward is to encourage younger people into the villages</p>	<p><b>Principle</b> The principle of a dwelling at this location is discussed above.</p>

<p>to build up the community. Local villages are in desperate need of small and medium sized houses as villages are fast becoming devoid of young people as properties are unaffordable when they leave home. This development would provide an affordable home for first time buyers or a small family and offset an aging population. The village is well served by buses. The village is close to others with facilities and offers a commutable journey.</p> <p><b>Visual Amenity</b> The current kitchen garden occupies a prominent location at the centre of the village and does not visually enhance the street scene whereas a small cottage would. The dwelling would be located between existing houses.</p> <p><b>Highway Safety</b> Requests consideration is given to the driveway egress due to the current parking of cars opposite the site which can make access into the neighbouring drive difficult.</p>	<p><b>Visual Amenity</b> The proposal was previously refused on design grounds, principally the façade not reflecting the prevailing character of the more traditional properties in the locality. The Design and Access Statement states in support there is considerable diversity of domestic architectural styles in the village and the proposal reflects key design points such as the strong building line of the adjacent cottages, two storey dwellings, some with dormer windows, and other properties which have the principle elevation to the side or hidden from the highway.</p> <p>The site is of a sufficient size to satisfactorily accommodate a modest dwelling whilst maintaining adequate space around dwellings. Although there is no defining style of architecture in the locality it is not considered the proposed dwelling is of a high quality design with half dormers and the absence of a front door resulting in a lack of articulation on the façade. The design does not pick up on the design cues of the older, more successful properties and as a result would not fit easily within the street scene. It is considered the proposal is therefore contrary to Policies OS1 and BE1 in terms of design.</p> <p><b>Highway Safety</b> The highway safety implications of the proposal are discussed above.</p>
--	---

**Other material considerations (not raised through consultation or representation)**

Consideration	Assessment of Head of Regulatory Services
<p><b>Application of Development Plan and other planning policy</b></p> <p><b>Policies OS1 and BE1</b> allow for development within Village Envelopes providing that:-</p> <ul style="list-style-type: none"> <li>the form, character and appearance of the settlement is not adversely affected;</li> <li>the form, size, scale, mass, materials and architectural detailing of the development is in keeping with its locality;</li> <li>the development would not cause undue loss of residential privacy, outlook and amenities as enjoyed by occupants of existing dwellings in the vicinity; and,</li> </ul>	<p><b>Residential Amenity</b></p> <p>The proposed dwelling would be sited approximately in line with no. 34. This property has some openings on the side elevation; however these are secondary. A space would remain between the host and proposed dwelling and the new structure would not project beyond the rear of no.34. Although there would be a degree of overlooking from the rear dormers this mirrors traditional relationships between linear dwellings. The single storey element would project beyond the rear elevation of no.34; however, this would not be a significant amount and although on the boundary the impact on the amenities of no. 34 would be acceptable.</p>

<ul style="list-style-type: none"> <li>• satisfactory access and parking provision can be made available;</li> <li>• development harmonises with surroundings in terms of height, form, mass, siting, construction materials and architectural detailing;</li> <li>• the development would not adversely affect occupants of neighbouring properties by reason of loss of privacy or sunlight or daylight;</li> <li>• adequate space around and between dwellings is provided.</li> </ul> <p><b>Policy H6</b> states permission will be granted in village envelopes for residential development comprising small groups of dwellings or single plots.</p>	<p>To the south the proposed dwelling would be adjacent to the side elevation of no.36; this is a generally black side elevation with extensive single storey projections to the rear. Although the dormer windows could give rise to some additional overlooking this would be similar to existing relationships and would be limited by the rear projection of no.36.</p> <p>To the rear there are long rear gardens and there are no dwellings to the east.</p> <p><b>The proposal is considered to be acceptable in terms of residential amenity and satisfies the above policies.</b></p>
--	--

### **Conclusion**

The proposal relates to the erection of a dwelling. Although the Council cannot demonstrate a five-year land supply the principle of the proposed development is not supported as it represents a dwelling in an unsustainable location and is of a design that would not relate well to the prevailing character of the site and street scene.

**Under the NPPF the decision is required to balance the harm of the proposal against its benefits.**

The support of occupiers of neighbouring properties and the provision of a small scale dwelling, in accordance with the Borough's housing needs are acknowledged as such a benefit. However, it is considered that because the sustainability of locations is a fundamental principal of the NPPF, these are not considered to outweigh the objection on the grounds of sustainability, **and on the balance of harm versus benefit, that application should be refused.**

### **RECOMMENDATION:- Refuse on the following grounds:**

1. In the opinion of the Local Planning Authority the proposal would, if approved, result in the erection of a dwelling in an unsustainable location. The development in an unsustainable village location where there are limited local amenities, facilities and jobs and where future residents are likely to depend on the use of the car, contrary to the advice contained in NPPF in promoting sustainable development. It is considered that the positive elements of the proposal are insufficient reason to depart from the guidance given in the NPPF on sustainable development in this location and would therefore be contrary to the "core planning principles contained" within Paragraph 17 of the NPPF.
2. The proposed dwelling, by reason of design, would have an adverse impact on the site and its surroundings and would therefore be visually detrimental to the site, street scene and locality. The proposal would therefore be contrary to Policies OS1 and BE1 which seek to ensure development is visually acceptable, and the NPPF.

Officer to contact: **Mr Joe Mitson**

**Date: 31.3.2016**