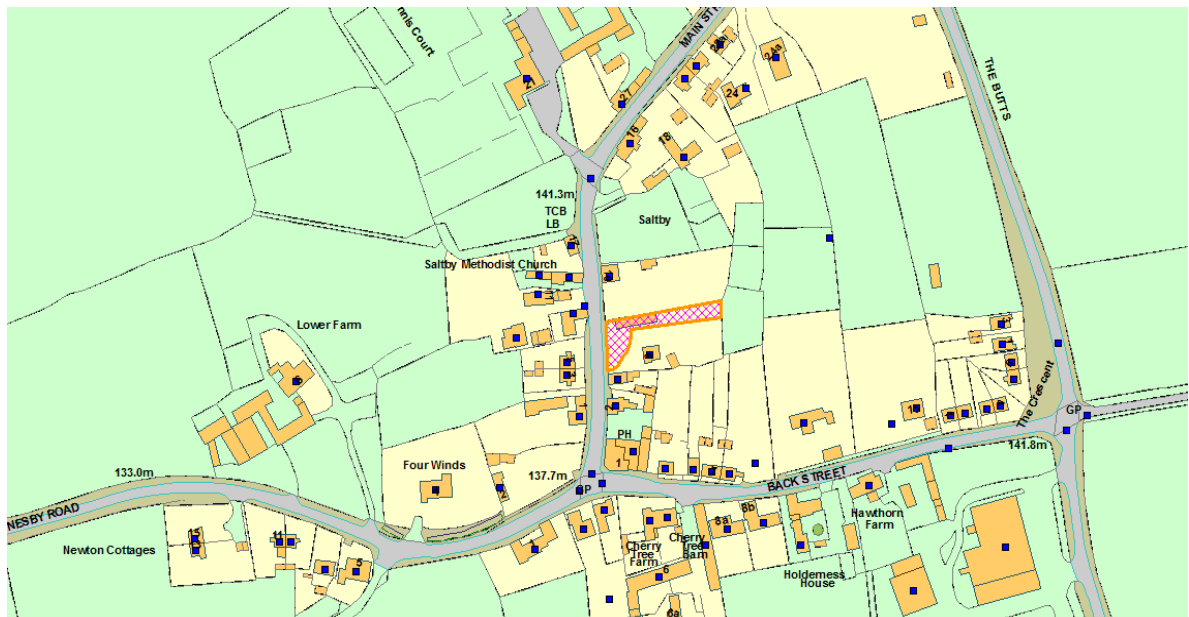


Reference: 16/00698/FUL
Date submitted: 20th September 2016
Applicant: Mr and Mrs Hallet
Location: Bishops Lodge, Main Street, Saltby, LE14 4QW
Proposal: Demolition of existing garage / store and rebuild new house on identical footprint



Introduction:-

The application site is situated within a residential garden, the site consists of a two storey detached dwelling of stone and brick build, the existing garage is of a similar build and is fairly substantial in size. The site is to be subdivided, with the original dwelling and this application site both being able to benefit from adequate private amenity space and off street parking.

The site is located in the village of Saltby which is a small village located to the north east of Melton Mowbray. Main Street, Back Street and Sproxton Road form the village infrastructure that surrounds a large open green space with the centre of the village.

It is considered that the main issue relating to the application is:

- **Compliance or otherwise with the Development Plan and the NPPF**
- **Impact upon the character of the Conservation area**
- **Impact upon residential amenities**

The application is required to be considered by the Planning Committee due to the level of support received and at the request of an elected member- due to the need to reconcile opposing planning policy considerations that the application presents – the relative unsustainability of the location and the impact on the conservation area and housing supply.

Relevant History:

16/00668/FULHH – Extension and alterations to existing house permitted January 2017

Development Plan Policies:

Melton Local Plan (saved policies):

Policies OS2, BE1

OS2 states that planning permission will not be granted for development outside the town and village envelopes shown on the proposals map except for:-

- Development essential to the operational requirements of agriculture and forestry;
- Limited small scale development for employment, recreation and tourism which is not significantly detrimental to the appearance and rural character of the open countryside;
- Development essential to the operational requirements of a public service authority, statutory undertaker or a licensed telecommunications code system operator;
- Change of use of rural buildings;
- Affordable housing in accordance with policy H8

BE1 states that planning permission will not be granted for new buildings unless among other things, they are designed to harmonise with their surroundings, they would not adversely affect the amenity of neighbours and there is adequate access and parking provision.

The National Planning Policy Framework was published 27th March 2012 and replaced the previous collection of PPS. It introduces a ‘presumption in favour of sustainable development’ meaning:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies 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; *or*
 - Specific policies in the Framework indicate development should be restricted.

The NPPF offers direction on the relative weight of the content in comparison to existing Local Plan policy and advises that whilst the NPPF does not automatically render older policies obsolete, where they are in conflict, the NPPF should prevail. .

It establishes 12 planning principles against which proposals should be judged. Relevant to this application are those to:

- Proactively support sustainable economic development to deliver homes and businesses 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:

Promoting sustainable transport

- Safe and suitable access to the site can be achieved for all people
- Development should be located and designed (where practical) to give priority to pedestrian and cycle movements, and have access to high quality public transport facilities.
- Create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians
- Consider the needs of people with disabilities by all modes of transport

Delivering a Wide choice of High Quality Homes

- Housing applications should be considered in the context of the presumption in favour of sustainable development.
- LPA's should identify land for 5 years housing supply plus 5% (20% if there is a history of under delivery). In the absence of a 5 year supply housing policies should be considered to be out of date.
- Deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.
- Identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.

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.
- Planning decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

Conserving and enhancing the Historic environment

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring
- the desirability of new development making a positive contribution to local character and distinctiveness; and
- opportunities to draw on the contribution made by the historic environment to the character of a place

The National Planning Policy Framework does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise. (NPPF paragraph 12).

Consultations:-

Consultation reply	Assessment of Head of Regulatory Services
Highway Authority: The Local Highway Authority refers the Local Planning Authority to the current standing advice provided by the Local Highway Authority dated September 2011. Consider Access, parking and turning for the existing and proposed dwelling.	Noted. The proposed access to the dwelling is to be utilised by the additional dwelling and is considered acceptable in terms of visibility. The proposed site plan does demonstrate that parking can be provided for both the existing and proposed dwelling off the main road and there would remain sufficient space to turn around within the site before exiting towards the highway. The proposal would therefore meet the requirements of policy BE1 in terms of highways safety and parking provision.
Parish Council: No objections.	Noted

Representations:

The application was advertised by way of a site notice at the application site. As a result of the consultation **9 letters of support were received** from **8** different addresses and **no letters of objection have been received** to date.

Consideration	Assessment of Head of Regulatory Services
<ul style="list-style-type: none"> - No concerns about the old building to Bishop Lodge being removed, providing all the old stone and bricks are re-used to build a new residential dwelling. - This proposal would benefit the village by increasing affordable living accommodation and the village community would benefit by an increase in population - No reason to refuse this application and hope that it will be granted. - I have no objection to the old building being removed and a new property built. - There is a need for smaller properties in Saltby and I feel sure the new building will benefit the village. - The garage it will replace is unattractive and constructed from unsympathetic materials. - Its replacement with a stone built house will benefit the street scene and provide additional accommodation in the village which has few smaller houses of this nature. 	<p>A Housing Needs Study was conducted for the Borough by JG Consulting in August 2016, a summary of which is below.</p> <p>Housing Mix (Size of Homes Needed): Key Messages</p> <p>There are a range of factors which will influence demand for different sizes of homes, including demographic changes; future growth in real earnings and households' ability to save; economic performance and housing affordability.</p> <p>The analysis linked to long-term (25-year) demographic change concludes that the following represents an appropriate mix of affordable and market homes across the Borough (with some small differences suggested between urban and rural areas – particularly in relation to affordable housing):</p> <p>The mix identified should inform strategic policies. In applying these to individual development sites regard should be had to the nature of the development site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level.</p> <p>Based on the evidence, it is expected that the focus of new market housing provision will be on two- and three-bed properties. Continued demand for family housing can be expected from newly forming households. There may also be some demand for medium-sized properties (2- and 3-beds) from older households downsizing and looking to release equity in existing homes, but still retain flexibility for friends and family to come and stay.</p> <p>The assessment found there remains a surplus of larger family homes, with additional small two and three bedroom properties being particularly required to rebalance the existing stock.</p> <p>New residential developments in the area should contribute towards the creation of a mixed community and have regard to local market housing needs.</p> <p>With regards to the Strategic Housing Market Assessment, there is an identified need for small three bedroom dwellings as there remains a surplus</p>

	<p>of larger family and executive style housing.</p> <p>This dwelling has been proposed to have three bedrooms, and meets the requirements of lifetime homes, therefore it is considered that it would meet the locally identified housing needs of the Borough.</p> <p>The Local Planning Authority does not object to the removal of the existing garage, whilst it is not of a traditionally pleasing form, it is not however considered to be of a design or build that is significantly harmful to the Conservation Area.</p> <p>The overall design of the proposal could if appropriate materials were to be used sit well amongst its surroundings and contribute positively to the surrounding area whilst not impacting negatively upon the existing dwelling on site, given the separation distance available and the careful placement of windows.</p>
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Other Material Considerations Not Raised In Consultations:

Consideration	Assessment of Head of Regulatory Services
<p>Policy Considerations</p> <p>Policy OS2 states that planning permission will not be granted for a new dwelling in the open countryside unless it is essential to the operational requirements of agriculture and forestry. Policy C8 of the Melton Local Plan was not saved.</p> <p>The NPPF is only supportive of, and gives a presumption in favour of, sustainable development. It advises that to promote sustainable development in rural areas housing should be located where it will enhance or maintain the vitality of rural communities.</p> <p>Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as the essential need for a rural worker to live permanently at or near their place of work.</p>	<p>The village of Saltby is considered to be an unsustainable location for new housing as it would require the occupant to travel to Melton Mowbray or other nearby towns to access facilities for day-to-day requirements. The work undertaken toward the local plan has identified Saltby within the lowest ‘category’ of villages (a ‘Rural Settlement’) owing to the severely limited services and infrastructure.</p> <p>Several appeal decisions have indicated that Rural Settlements are regarded as unsustainable locations for residential development, even at a small scale.. Since the NPPF was implemented, appeal decisions have continued to support this approach and have not set aside considerations in favour of the wider NPPF objective of boosting housing supply, explaining that single and small numbers of houses make so small a contribution that this benefit carries little weight.</p>
<p>The (new) Melton Local Plan – Pre submission version.</p> <p>The Pre Submission version of the Local Plan was agreed by the Council on 20th October and the consultation period for the Local Plan ran from 8th November – 19th December.</p> <p>The NPPF advises that: From the day of publication, decision-takers may also give weight to relevant policies in emerging plans</p>	<p>Whilst clearly the Local Plan has progressed by advancing to Pre-submission stage, it remains in preparation and as such can be afforded only limited weight.</p> <p>It is therefore considered that it can attract weight but this is quite limited at this stage.</p>

<p>according to:</p> <ul style="list-style-type: none"> ● the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given); ● the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and ● the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given). <p>The Pre Submission version of the Local Plan identifies Saltby as a 'rural settlement' in respect of which, under Policy SS3, development of up to 3 dwellings would be acceptable, subject to satisfying a range of criteria specified.</p>	<p>The proposal is in accordance with the emerging local plan in terms of the number of dwellings proposed, which is the 3 stated as acceptable for a rural settlement where it contributes to the sustainability of the settlement including meeting an identified need..</p>
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Conclusion

It is considered that the application presents a balance of competing objectives and the Committee is invited to reconcile these in reaching its conclusion.

The Borough is considered to have an adequate housing land supply. Whilst the site would add to this supply, the contribution it would make is limited. It is considered that due to the limited need for further supply and the contribution the development would make, the weight attached to the provision is limited (and reduced from circumstances where there is a shortfall that needs addressing).

Balanced against this, Saltby has a poor range of local facilities and services and therefore is not considered to be a settlement suitable for residential development. Evidence produced in the formulation of the new Local Plan shows that the sustainability 'credentials' of Saltby are very limited and as a result it proposes limited residential development in specific circumstances.

The application does not satisfy this approach and as such this conflict is considered to add to the balance against granting permission. Whilst the village is relatively close to Waltham, which has an offering of facilities and services, public transport links are restricted and it is considered that the majority of the village residents would be reliant on private car.

In conclusion it is considered that, on the balance of the issues, there are limited benefits accruing from the proposal when assessed as required under the guidance in the NPPF in terms of housing supply. However, the balancing issues – the poor sustainability of the village and the conflict with the Pre Submission version of the Local Plan – are considered to outweigh the benefits.

Applying the 'test' required by the NPPF that permission should be granted unless the impacts would "significantly and demonstrably" outweigh the benefits; it is considered that on the balance of the issues, permission should be refused.

RECOMMENDATION: Refuse, for the following reason:

In the opinion of the Local Planning Authority the proposal would, if approved, result in the erection of a residential dwelling in an unsustainable location. The development is in an unsustainable village location where there are limited local amenities, facilities and jobs, and where future residents are likely to depend highly on the use of the car, contrary to the advice contained in NPPF in promoting sustainable development. It is considered that there is 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.

Officer to contact: **Miss Louise Parker**

Date: 4th March 2017