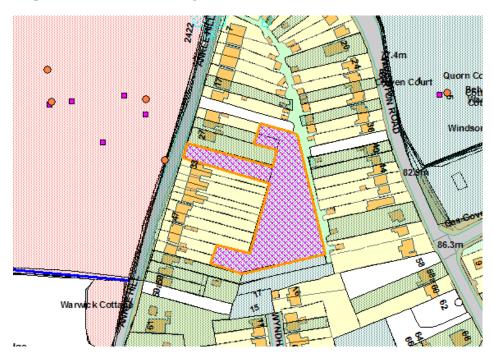
Reference: 16/00724/FUL

Date submitted: 05.10.2016

Applicant: Littlebell Ltd:- C/O Mr Richard Reynolds

Location: Land to the rear of 25 to 53 Ankle Hill

Proposal: Construct six dwellings



This application seeks full planning permission for 6 dwellings on land to the rear of the dwellings fronting Ankle Hill. Outline planning permission had been granted for the proposal in March 2015, however due to changes relating to the layout (which had been agreed at the outline application stage) the application will be dealt with as a full application rather than an approval for reserved matters as originally submitted.

It is considered that the main issues arising from this proposal are:

- Compliance or otherwise with the Development Plan
- Impact upon the Character of the Area
- Impact upon residential amenities
- Highway Safety

The application is required to be presented to the Committee due to previous involvement and the level of public interest.

History: -

15/00028/OUT - Application granted for outline planning permission to construct 6 dwellings to the rear of 25 to 53, including details of access and layout.

14/00648/OUT - Application refused for outline application for the construction of 10 dwellings to the rear of 25 and 53. It was considered that the scheme presented an over development of the site and lacked public space within the site for recreation. It would not respect the residential amenities of the exiting or future residents and

would result in a loss of privacy and outlook. It would introduce an access on a busy road and had restricted visibility creating dangers for pedestrians. The development fails to adequately address the known flooding issues on the site as a result of surface water run-off, exacerbate existing flooding issues to existing residents and that there was no presumption in favour of developing on greenfield site and provided no net biodiversity gains.

Planning Policies:-

Melton Local Plan (saved policies):

Policies OS1 and BE1 allow for development within Town and 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.

The National Planning Policy Framework 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:
 - o 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
 - o specific policies in this 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 also establishes 12 planning principles against which proposals should be judged. Relevant to this application are those to:

- proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs.
- always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- promote mixed use developments, and encourage multi benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions (such as for wildlife, recreation, flood risk mitigation)
- 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.
- Encourage the effective use of land by reusing land that has been previously developed (brownfiled land), provided that it is not of high environmental value.

On Specific issues it advises:

Promoting sustainable transport

- Safe and suitable access to the site can be achieved for all people
- Development should 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 natural environment

- Encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value
- Aim to conserve and enhance biodiversity by taking opportunities to incorporate biodiversity in and around developments

Assessment of Head of Regulatory Services

This 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 para. 12)

Consultation:

Consultation Reply

(These were received on the application when registered as a reserved matters application)

Highways Authority – No Objection	
	Noted.
The HA has no comments on the following conditions:	
 Condition No 2 – Details of External Appearance Condition No 3 – Materials Condition No 4 – Landscape Scheme Condition No 7 – Surface Water Scheme Condition No 8 – Foul Water Scheme 	The proposed access to the site is to be located on Ankle Hill between numbers 27 and 33 as previously submitted. LCC Highways had not previously objected to the application, subject to conditions.
The Applicant has submitted a Construction Method Statement (CMS) to discharge condition 11. There will be on-site parking for site operatives and visitors to the site to prevent on-street parking in the vicinity of the proposed development.	The layout of the proposed development has changed slightly from that which was originally granted outline planning permission. The HA has not commented on the amended parking but has stated that condition 13 of the outline application did set out parking requirements and a Note to Applicant was also
The CMS indicates that once the onsite roads have been surfaced they will be regularly cleared of mud and debris to minimise the migration of dirt onto Ankle Hill and the site access to Ankle Hill will be kept clean by the site manager.	included. These can be included in any decision notice as necessary. It is considered that the proposal is acceptable in highway terms and is not considered to have a detrimental impact upon Highway Safety.

Following discussions with the CHA the Applicant has confirmed in a revised version of the CMS (dated December 2016) that wheel washing facilities will be available. The CHA would advise the Applicant that these should be as close to the site access as possible to reduce the possibility of deleterious material being deposited on the highway.

With regard to the Routing of Traffic (Condition 12), the Applicant has advised the LPA (as part of the CMS) that all materials will be sourced locally where possible. The nearest building merchant is 3.5km away and can use the classified road network to reach the site. Where local materials cannot be used the Applicant has said that other deliveries will be routed along A and B roads where available and avoid local villages.

The CHA would advise the Applicant that all proposals included in the Construction Method Statement should be implemented upon commencement of the works and remain for the duration of the construction works.

Based on the information supplied the HA considers the Applicants approach to Conditions 11 and 12 to be satisfactory.

Lead Local Flood Authority

The application is not a major application and the LLFA are not a statutory consultee and have no comment to make in relation to the application (standing advice attached).

With regard to the discharge of condition 7 which relates to surface water drainage, the LLFA have not advised the implementation of the surface water drainage condition, as such the LLFA feel it would be inappropriate for use to advise on the discharge of this condition. Recommend the LPA seek advice from the consultee that advised the original condition to advise if this is to be discharged.

Severn Trent Water

Severn Trent Water Ltd has NO OBJECTION to the proposal subject to the inclusion of the following; Please note for the use or reuse of sewer connections either direct or indirect to the public sewerage system the applicant will be required to make a formal application to the Company under Section 106 of the Water Industry Act 1991. They may obtain copies of our current guidance notes and application form from either our website (www.stwater.co.uk) or by contacting our New Connections Team (Tel: 0800 707 6600).

Severn Trent Water advise that although statutory sewer records do not show any public sewers within the area, there may be sewers that have been recently adopted under, The Transfer Of Sewer Regulations 2011. Public sewers have statutory protection and may

Noted. Consultation of the proposed drainage arrangements will be taken up with the Environment Agency consultee who proposed the condition.

Noted. A 'Note to Applicant' regarding the safeguards that apply to sewers can be included in any approval.

not be built close to, directly over or be diverted	
without consent	
LCC Ecology	Noted.
This application refers to landscaping of gardens in an	
existing urban area. We therefore have no detailed	A number of trees have been removed from the site,
comments on this application, but welcome the	however as they are not protected, the removal of
retention of existing trees on site.	these trees cannot be prevented.
We have no comments on the discharge of conditions	
2, 3, 7, 8, 11 or 12.	
MBC Building Control	Noted.
Layout appears satisfactory for both Fire and Refuge	
appliances.	

Representations:

A site notice was posted and neighbouring properties were consulted. As a result 14 representations of objection were received (from 14 households). The representations are summarised below:

Representations	Assessment of Head of Regulatory Services
• Plot 1 has increased from a bungalow to a 5 bed house – this should have been considered at outline stage and is not a reserved matter. Ground level of this proposed plot is at least 1m above the garden and 3m above ground level of no 21, this will result in overlooking.	This property has now been amended to a 3 bed dwelling and the application is now being dealt with as a full application rather than a reserved matters application.
 This is not a reserved matters application – drastic increase to the density of development site. Property height will dramatically reduce light to garden of 19 Ankle Hill. Scale and footprint of properties have increased. Bedroom provision has increased by 30% 	Details of levels have not been provided for the proposal, however this can be conditioned.
 Bungalows have been replaced – this will compromise existing residents privacy. Object to change from bungalow to house. Properties have changed from a mix of 3 bed bungalows and houses to 5 bed properties. Size and siting will have a negative effect on surrounding dwellings and too many squeezed onto the site. 	Whilst these are differences between the application and the extant outline permission, it is considered that the proposal will not have an unduly detrimental impact on neighbouring properties by means of overlooking/ overbearing due to the length of gardens of the existing properties.
 Proposed gravel will increase noise pollution and debris on the road. Increase in traffic onto Ankle Hill. Potential for more residents will result in more traffic to site. 	The first 10m of the driveway is to be tarmaced and will be gravelled after this. It is also proposed that the turning head will be tarmaced and driveways to be constructed of block paving. The principle of development on the site had been agreed previously at outline stage for 6 dwellings and no objection has been received from the Highways Authority on highway safety grounds. Access to the site and within the site has not changed from that previously approved for the outline application.
Proposal is not in accordance with outline permission and other nearby residential developments regarding bedroom provision. Number of new trees proposed have been reduced by about 50% than outline application and more	The trees are not protected on site and therefore the removal of trees could not have been prevented.

trees have been felled.

- More garage and larger dwellings will result in a larger concrete footprint.
- Plot 6 is now proposed to be a 3 bed, two storey property with first floor west facing bedroom window – this will directly overlook house and garden to 51 Ankle Hill.
- Increase in size, height and proximity to boundary and configuration of plot 6 will affect amenity of neighbouring house and garden.
- Proposed new plans deviate from outline approval
 much larger, 2 storey properties impact on area (similar to 2014 refusal)
- Water course and risk of flooding in an area that already suffers from a high water table and poor/ inadequate drainage.
- Development of site will increase water run off down lane at rear.
- Current garage constantly floods at present time.
- Any increase in hard standing will increase flooding.
- Current drains cannot cope with demand now adding 6 additional dwellings and those over the road (on Ankle Hill).
- Who would accept liability in future for flooding to existing properties?
- Development should include a drainage channel to private lane.
- Naturally fed pond will be filled in.

This window is not considered to result in overlooking to the neighbouring occupier (51) given the length of the neighbours garden and the angle of the neighbouring property to plot no 6.

Inevitably development on the site would introduce a use that currently does not exist. However the site, whilst open space is not useable by the public and remains in private use. The long rear gardens of the existing dwellings would ensure that the residential amenity is not reduced to an unacceptable level.

The site is considered to be a greenfield site with a topography that slopes from south to north and east to west to a degree. Therefore surface water run off is natural drained to the lowest point which could be contributing to the localised flooding issues the residents are referring to.

The site does not fall within any known flood zone as advised by the Environment Agency and is below the thresholds for requiring Flood Risk Assessments to be submitted. However the Surface Water Management Act (2010) requires development on Greenfield sites to have a no greater run off rate than that already existing on site. The developer cannot be made accountable or required to put right existing or known flooding issues but has a duty to ensure that over the lifetime of the proposal that they will not add to flooding problems in the area. The proposal seeks to introduce sustainable drainage techniques and will have capacity to store flood water on site which may assist in alleviating known problems and not add to it.

STW have raised no objection to the proposed development (which has included a drainage strategy). Although the Lead Local Flood Authority have been consulted on the application, as the application is not considered to be a major application, the LLFA is not a statutory consultee and have no comment in relation to the application (see comments above).

- Not sufficient boundary safety to lane at the rear.
- Fence won't stop children getting onto rear access.
- No access should be allowed onto rear lane
- Chain link fencing should be provided.
- Proposed hawthorn hedge will provide no privacy in the winter.
- Concerns that future residents will not trim hedge to rear boundary.
- Should have covenant to prevent access being created on the lane.
- Developer should erect fence at rear boundary with no gates/ access to the lane.

Boundary treatments for the site have been proposed on the layout drawing. These include for the existing hedgerow to be retained and infilled with hawthorn hedge. It is proposed that a 1.8m close board fence will be erected to plot no 1 and to the southern boundary of the site. Additionally 1.8m high close board fence/ brick wall will be erected between properties within the site.

A condition was placed on the outline permission to prevent access being gained onto the rear lane. This condition can be repeated for this application. A covenant cannot be placed on the land by the Council.

Other comments received:

- Overall streetscape, house finish and the way plots 4 and 5 site in relation to each other is welcomed.
- Accept the current plans, concerns that future application may follow and the size/ nature of building may extend and would object to any increases to intrusiveness.

Noted. Details of proposed materials have been noted below.

Other material considerations (not raised through consultation or representation)

Considerations

Application of Planning Policy

Seeks to ensure that there is a presumption in favour of 'Sustainable Development' introducing three dimensions in achieving sustainable development through the planning system.

- an economic role contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- an environmental role contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

The saved policies OS1 and BE1 allows for development within the town envelope provided that the form, character and appearance of the settlement are not adversely affected, the form, size, scale, mass, materials and architectural detailing of the development is in keeping with the character of the 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.

Assessment of Head of Regulatory Services

As the site is located within the town it is considered to be in a highly sustainable location and the development complies with the requirements of NPPF for efficient use of land.

The NPPF requires planning for housing to meet local need, identifying the size, tenure and range of housing that is required in particular locations reflecting local demand.

The proposal is therefore considered to be acceptable in terms of the NPPF and Policies OS1 and BE1

Proposed housing mix

The outline planning application had previously proposed the following housing mix (with proposed changes):

- Plot 1 3 bed bungalow, now a 3 bed house.
 This property has also changed size, with a wider property proposed and closer to the North boundary of the site than previously proposed. The proposed double garage for this dwelling has also changed position, which will allow space for a front garden for plot 1.
- Plot 2 3 bed house now a 4 bed house. The footprint of this property has slightly changed from that indicated in the outline application however the position of the proposed dwelling is largely the same as that previously approved.
- Plot 3 3 bed house no proposed change. The proposed footprint of this property has slightly changed and the proposed dwelling has been positioned in a slightly different location (closer to plot 4)
- Plot 4 4 bed house now a 5 bed house. The footprint of this property has changed significantly from that previously proposed (mostly to the rear of the property). Additionally the proposed dwelling will be located closer to plot 3. The proposed increase in floor area will bring the rear elevation closer to the boundary to the East than previously proposed. The double garage as previously proposed for the dwelling has not been altered.
- Plot 5 4 bed house now a 5 bed house. The footprint for this house has been increased and will result in the property being located closer to plot 4 and to the Southern boundary of the site. The triple garage (double for plot 5, single for plot 6) will be located closer to the Southern boundary.
- Plot 6 2 bed bungalow now a 2 bed dormer bungalow with large ground floor "study". This proposed property will be 1 ½ storeys

The Housing Policy Officer had provided comments on the previous application which had stated that there had been a surplus of larger family homes with 3 bedroom properties being required to rebalance the existing stock and a ned for smaller dwellings and those suitable to meet the needs of the older population. The previous housing mix, including two bungalows, two x three bed and two x four bed detached dwellings had been supported by housing policy due to the offer of housing mix.

The housing mix as previously proposed had been identified as a material consideration of significant weight in favour of the application. Whilst this application is proposing a different mix of housing, the application is being considered as a full application on its own merits and does not have to match the sizes/ types as previously proposed.

The variation to the house types and mix of sizes is considered to present a slightly weakened proposition than that at outline. However it is considered that the differences are very marginal, and ultimately only plot 2 (now proposed as a 4 bed house) is of significance (Plots 1 and 3 being of similar scale and plots 4 and 5 occupying the same need 'category' despite their increase from 4 to 5 bedrooms).

The Housing needs study identifies an optimum mix for Melton Mowbray of 29% 2 bedroomed and 55% 3 bedroomed. This application proposes 17% and 50% respectively, which is considered to be a good mix and within a reasonable margin of the ideal mix.

Proposed design of dwellings

It is considered that the proposed design of the dwellings and materials to be used will be acceptable for the location. Plots 1 and 5 will be constructed with Marley Ashdown Plain Clay tiles in Aylesham Mix and off white smooth render. Plots 2, 3, 4 and 6 will be constructed with Natural Slate – Sumo Lamboa Heritage roof tiles. All the dwellings on site will also be constructed using Hanson Hampton Rural blend brickwork and Benlowe timber casement windows and doors.

Conclusion

It is considered that the application to build six dwellings on a former greenfield site is acceptable give that no unduly adverse impacts have been identified and that adequate access and parking can be accommodated (as previously demonstrated when determining the outline planning application). Ankle Hill sits within close proximity of Melton Town Centre and is considered to be a highly sustainable location and adequate parking and access can be provided. It is considered that the sustainable location and supply of six dwellings to the Borough's housing supply, comprising a good mix of house types and sizes, are material considerations of significant weight in favour of the application. Members will be aware that the site is readily deliverable, indeed site preparation works have commenced,

It is considered that balanced against the positive elements are the site specific concerns as raised in representations, particularly concerns regarding flooding, access and harm to the amenity of existing occupants of nearby residential properties. However it is considered that these are at acceptable levels and/or can be mitigated through the use of conditions and as such their weight can be limited.

In conclusion it is considered that, on the balance of the issues, there are significant benefits accruing from the proposal when addressed as required under the guidance of the NPPF in terms of housing supply. It is considered that the development of the site is of limited harm in this location and therefore the application is considered to comply with the development plan and is recommended for approval.

Recommendation: Permit, subject to conditions:

- 1. The development shall be begun before the expiration of three years from the date of this permission.
- 2. The development hereby permitted shall be carried out in accordance with drawings numbered 7330-03-10 Rev B, 7330-03-11 Rev C, 7330-03-12 Rev B, 7330-03-13 Rev B, 7330-03-14 Rev B, 7330-03-15 Rev B and 7330-03-16 Rev B, received by the Local Planning Authority on 9 December 2016.
- 3. The external materials to be used in the development hereby permitted shall be in strict accordance with those specified in the application unless alternative materials are first agreed in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details.
- 4. No development shall take place on site until details of existing and finished site levels together with a plan to show the proposed building height in relation to adjoining buildings have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with such agreed details.
- 5. The approved landscape scheme (both hard and soft) shall be carried out before the occupation of the buildings or completion of the development, whichever is the sooner; unless otherwise agreed in writing by the Local Planning Authority. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.
- 6. No access points, vehicle or pedestrian, is to be provided on to the private land to the east of the site.

- 7. The surface water drainage scheme shall be fully implemented and subsequently maintained, in accordance with timing/ phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the Local Planning Authority.
- 8. The scheme as submitted for the disposal of surface water and foul sewage shall be implemented in accordance with the approve details before the development is first brought into use.
- 9. No walls, planting or fences shall be erected or allowed to grow on or within 2.0 metres of the highway boundary (back of footway) exceeding 0.6 metres in height above the level of the adjacent carriageway, any existing such obstruction shall be permanently removed before development commences.
- 10. The development hereby permitted shall be carried out in accordance with the construction management plan, including details of wheel cleansing facilities and parking facilities, and the timetable for their provision.
- 11. During construction, all traffic to and from the site shall used the agreed route at all times as submitted.
- 12. Before the first occupation of any dwelling, car parking shall be provided, hard surfaced and made available for use to serve the dwellings. The parking spaces so provided shall therefore be permanently maintained.
- 13. Before first occupation of the development hereby permitted, a shared turning facility shall be provided, hard surfaced and made available for use within the site in order to allow vehicles to enter and leave in a forward direction. The turning area so provided shall not be obstructed and shall thereafter be permanently maintained.
- 14. Before first occupation of any dwelling, the shared access drive shall be surfaced with tarmacadam, concrete or similar hard bound material (not loose aggregate) for a distance of at least 10 metres behind the highway boundary and shall be so maintained at all times.
- 15. The shared private drive serving the site shall have a minimum width of 5.0 metres with 0.5 metre wide clear margins for at least the first 10 metres behind the highway boundary and have a drop crossing of a minimum size as shown in Figure DG20 of the 6Cs Design Guide at its junction with the adopted road carriageway. The access drive shall be provided before any dwelling hereby permitted is first occupied and shall thereafter be permanently so maintained.

Reasons:

- 1. To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by S51 of the Planning and Compulsory Purchase Act 2004.
- 2. For the avoidance of doubt.
- 3. To ensure a satisfactory standard of external appearance.
- 4. To safeguard the local environment by ensuring an appropriate relationship to adjoining land uses.
- 5. To provide a reasonable period for the replacement of any planting.
- 6. In the interest of highway safety.
- 7. To ensure that appropriate measures are in place to positively drain the site in the interest of surface water management.

- 8. To ensure that satisfactory provision is made at the appropriate time for the disposal of foul and surface water.
- 9. To afford adequate visibility at the access/ junction to cater for the expected volume of traffic joining the existing highway network and in the interests of general highway safety.
- 10. To reduce the possibility of deleterious material (mud, stones etc) being deposited in the highway and becoming a hazard to road users, and to ensure that construction traffic/ site traffic associated with the development does not lead to on-street parking problems in the area.
- 11. To ensure that construction traffic associated with the development does not use unsatisfactory roads to and from the site.
- 12. To ensure that adequate off-street parking provision is made to reduce the possibility of the proposed development leading to on-street parking problems in the area.
- 13. To enable vehicles to enter and leave the site in a forward direction in the interests of the safety of road users.
- 14. To reduce the possibility of deleterious material being deposited in the highway (loose stones etc.)
- 15. To ensure that vehicles entering and leaving the site may pass each other clear of the highway and not cause problems or dangers within the highway.

Officer to contact: Miss J Stokes Date: 4th January 2017