

COMMITTEE DATE: 21st April 2016

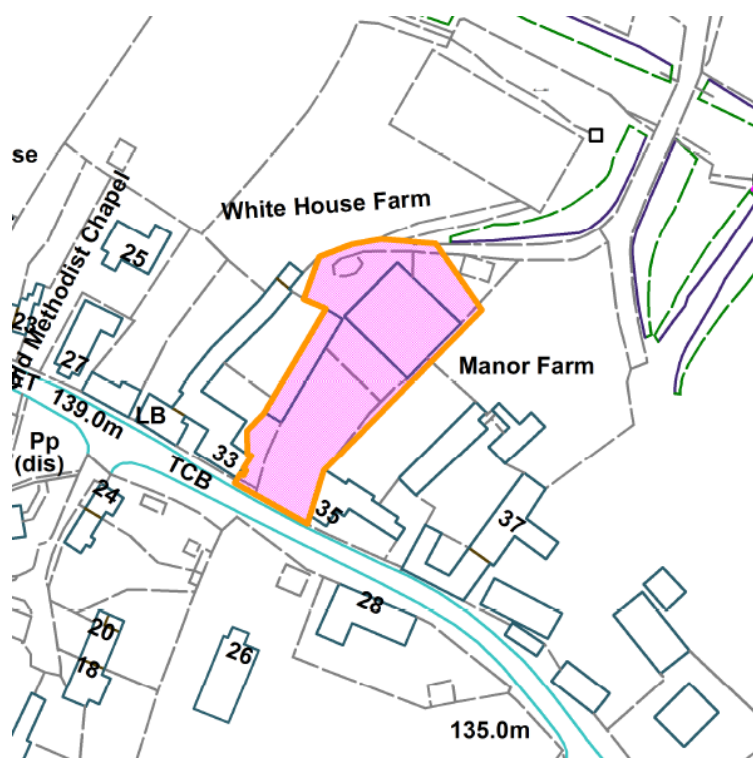
Reference: 16/00025/FULL

Date submitted: 12th January 2016

Applicant: Mr and Mrs Howard

Location: White House Farm, 33 Main Street, Holwell

Proposal: Full planning consent for the demolition of existing storage barn, construction of new 2 bedroomed house with home office involving conversion of existing out-buildings and enclosure of existing swimming pool.



Introduction:-

The application seeks full planning consent for one 2 storey dwelling with home office, conversion of existing out-buildings and enclosure of existing swimming pool. The site is located at 33 Main Street within the Designated Conservation Area and of Holwell. The host dwelling is a detached 3 storey residential property constructed of brick painted white with tiled roof, fronting the highway. There are substantial grounds to the rear with an arrangement of out buildings and stables, including a glazed covered pool.

Within Holwell there are a number of listed buildings, but none of the buildings included within the application site are included on the list of buildings of special architectural or historic interest. Immediately to the south-east of the site of the proposed development is the Grade II Manor Farmhouse and opposite the site on the south-west of Main Street is a Grade II listed telephone Kiosk.

The village of Holwell is considered to be an unsustainable location given that there are limited services available within the village.

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

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

- **Impact upon residential amenities**
- **Sustainable development.**

The application is required to be considered by the Planning Committee due to the level of representations received.

Relevant History:

02/00476/COU – Horse Arena – Granted 09.08.2002

03/00379/FUL – Construction of an outside swimming pool – Granted 11.07.2013

07/00913/FUL – Lean to side extension – Granted 10.10.2007

15/00524/FUL - Conversion of outbuildings for use as gym associated with residential dwelling and forming of a permanent enclosure to swimming pool – Granted 27.08.2015

Development Plan Policies:

Melton Local Plan (saved policies):

Policies OS1, BE1

OS1 States that planning permission will only be granted for development within village envelopes where;

- 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 the character of the locality;
- The development would not have a significantly adverse effect upon the historic built environment or nature conservation features including trees;
- The development would not cause undue loss of residential privacy, outlook and amenities as enjoyed by occupants of existing dwellings in the vicinity;
- Satisfactory access and parking can be made available.

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.

Policy C8 was not saved.

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:

- always seek to ensure high quality design and a good standard of amenity for all existing and future occupants of land and building
- take account of the different roles and character of different areas, promoting the vitality of main urban areas, protecting Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;
- encourage the effective use of land by reusing land that has been previously developed (brownfield)

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 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

Conserving and Enhancing the Historic environment

- Recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- 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: No objection The Local Highway Authority refers the Local Planning Authority to current standing advice provided by the Local Highway Authority dated September 2011. Consider sustainability issues, ensure all details of access and parking comply with current standards	Noted. The existing access meets the highways standards for the residential use, with both vehicular and pedestrian movements being facilitated by this access. It is not considered the addition of a dwelling at the site would cause any additional highways dangers.

	<p>The access is set back from the highway to allow vehicles to stop clear of the highway when accessing the site even when the gates are closed. There is good visibility from the access in both directions, with wide visibility splays.</p> <p>The site area marked on the plans shows an area large enough to provide a dwelling with plenty of off road parking that would ensure that vehicles would not need to park on the road, and could turn around on site to prevent reversing into the highway.</p> <p>It is not considered that the proposal would cause any highways safety issues. As such, the proposal is considered to meet the requirements of policy BE1 of the Melton Local Plan.</p>
<p>Parish Council:</p> <p>The Parish Council has studied the information provided and have no objections to this application.</p>	Noted

Representations:

The application was advertised by way of a site notice at the application site. As a result of the consultation 10 letters of support were received.

Consideration	Assessment of Head of Regulatory Services
<p>Support Representation</p> <ul style="list-style-type: none"> - The proposed development will ensure that the current residents can remain in the village - Existing large family home will be made available to a new family to enjoy village life - The demolition of the existing storage barn and renovation of redundant farm building will improve the aspect of this part of the village - Development would be in character with the village and has off street parking. 	<p>The large family home that would become available on the open market would not address the imbalance of stock type and size of dwellings required to reflect the housing needs of the area.</p> <p>A Housing Stock Analysis conducted in 2006 clearly demonstrated that there is a surplus of larger private market homes within Melton Borough.</p> <p>Whilst the proposal would allow the current residents to remain in the village if they so choose to, however this would form a fully marketable dwelling.</p>

Other Material Considerations Not Raised In Consultations:

Consideration	Assessment of Head of Regulatory Services
<p>Sustainable Development</p> <p>Within the applicants submission they have suggested that the new house will be designed and constructed to achieve rating exceeding the current requirements of building regulations and the new build conversion elements of the project will form a low energy use building with the following key features; “Energy requirements of the building fabric and CO² emission would be equal to a code 6 property, with high levels of insulation and airtightness achieved by modern methods of construction.</p>	<p>The application proposes a 2 storey dwelling on a site within a village which is not considered to be a sustainable location.</p> <p>To off-set any potential carbon emissions as a result of extra travel it is proposed to construct the dwelling to exceed the current building regulations.</p> <p>The design features could go some way towards addressing unsustainable locations</p>

<p>The applicant intends to use a ground source heat pump as a sustainable heating source, and will utilise a log burning stove as a sustainable secondary heat source.</p> <p>Rainwater harvesting and potable water measures will be employed in the detail design to achieve a Code 4 equivalent.</p> <p>Solar panels are also intended for the south facing roof.”</p>	<p>Whilst the applicants have thought about the impacts of their proposal on the environment there is no suggestion that the dwelling would meet the standards endorsed in BREEAM and not all elements of Sustainable Codes. Without policy support the application should be refused as it will create a dwelling in an unsustainable location where the occupiers, whilst residents of the village, would still add to the stock provision in the village where residents are heavily reliant on the private car to access everyday services.</p>
<p>Impact on listed building</p> <p>The applicant has suggested within their submission that the removal of the existing barn would enhance the setting of the adjacent listed building and that the benefits of this development would outweigh the “non-sustainable” location.</p>	<p>The Conservation Officer acknowledges the planning statement reference; ‘the asbestos barn and swimming pool buildings are an inappropriate, large scale discordant feature which are damaging to the appearance of the Conservation Area and setting of the Listed Building’.</p> <p>Paragraph 131 of the NPPF states “In determining planning applications, local planning authorities should take account of the desirability of new development making a positive contribution to local character and distinctiveness’. Therefore the proposal to enhance the setting of the listed Manor House is welcomed by any such work that would improve the surroundings in which a heritage asset is experienced.</p> <p>However, in alignment with Historic England’s 2015 published guidance: ‘The setting of Heritage Assets’ it is stated that: ‘positive change could include the restoration of a building’s original designed landscape or the removal of structures impairing views of a building.’</p> <p>In this instance, the removal of the barn and alteration to the swimming pool represents a modest improvement on the existing setting, but does not result in reinstatement of original views; therefore the proposed development cannot be justified on the grounds of enhancement to the setting of a listed building.</p>
<p>Appearance, Landscaping, Layout & Scale</p>	<p>The site is relatively well screened by mature planting and the applicant has submitted drawings demonstrating that additional landscaping can be added to further screen the proposal.</p> <p>This should ensure that a dwelling would not have a significant negative impact upon the open countryside, subject to the submission of material samples.</p> <p>The location of the dwelling would be some distance from the closest neighbouring dwellings, and it is not considered that a dwelling in this</p>

	location of the submitted scale and mass would have an impact upon the neighbouring dwellings.
Application of the Development Plan Policies	<p>The application is required to be considered against the Local Plan and other material considerations. The proposal is contrary to the local plan policy OS2 however as stated above the NPPF is a material consideration of significance, including its commitment to boost housing growth. 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 proposal promote sustainable development objective it should be supported. Successive appeal decisions have concluded that the village envelope policy (OS2) is out of date in the context of housing proposals adjacent to village envelopes and should carry no weight.</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 the development plan where harm is identified, such as impact upon sustainable development.</p> <p>The site is a greenfield site where there is no presumption in favour of development however the harm attributed to the development are required to be considered against the benefits in this location. The provision of one dwelling, whilst there are no initial concerns with the design or impact upon residential amenity is not considered to offer significant benefit that weighs in favour of development in this location.</p> <p>The proposal due to its unique site characteristics is not considered to adversely affect the countryside designation due to its sitting within the built up area of the village. The site is within the designated Conservation Area and the proposal has been designed to complement the existing buildings in the area.</p> <p>It is considered that development in this location would not significantly assist in boosting housing growth as advocated within the NPPF and the poor sustainability of the village weighs substantially against the approval for a dwelling this location and the proposal should be refused.</p>

Conclusion

The application seeks planning permission for the erection of a two bedroom dwelling in an unsustainable village location within the village of Holwell. Holwell is not considered to be a sustainable village and housing development is not therefore supported unless the sustainability of the village was to be improved. The environmental issues and impact on listed building is not on its own, considered a sufficient reason to grant consent contrary to the local plan and the NPPF and accordingly the application is recommended for refusal.

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 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 the environmental issues and impact on listed building 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 Para 17 of the NPPF.

Officer to contact: **Miss Louise Parker**

Date: 11th April 2016