COMMITTEE DATE: 14th March 2013

Reference: 12/00123/OUT

Date submitted: 16.02.12

Applicant: David Wilson

Location: Land Adjoining Belvoir Road And Green Lane, Belvoir Road, Bottesford,

Proposal: Outline residential development up to 56 dwellings, including 22 affordable 2 and 3

bedroom dwellings, together with site access and entrance road, service utilities infrastructure including pumping stations, and associated open space on land to the

rear (east) of 33-51 Belvoir Road, Bottesford, Leicestershire



Proposal:-

Outline planning permission is sought for a residential development consisting of <u>up to</u> 56 dwellings (including affordable units), associated infrastructure and an area of open space and the excavation of balancing ponds for drainage. The site is roughly rectangular in shape, and is situated behind the houses along Belvoir Road nos, 33-51, south of the cricket club. However, the site protrudes significantly beyond the southernmost dwelling on Belvoir Rd (east side; no. 51) where land is included to provide for the access according to illustrative plans. These also show that the houses would be contained within the area behind nos. 33-51, with public open space and drainage facilities located further south. The site is fairly flat and is surrounded on the remaining sides by farmland on the approach in to the settlement.

The application is in outline, with <u>only the access</u> being considered at this time with all other matters reserved for later approval. An illustrative plan submitted by the applicant shows a single point access on to Belvoir Rd with all of the housing situated behind nos 33-51. A mix of dwellings is indicated, served from a spine road.

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

- Compliance or otherwise with the Development Plan (including the allocation for leisure) and influence of National Policy (NPPF)
- Impact upon the Character of the Area
- Impact upon Ecology
- Impact upon residential amenities
- Compatibility with adjacent land uses (including the cricket club)
- Effects on the environment in regards to flood risk
- Road Safety

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

Planning 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.

<u>Policy OS2</u> - does not allow 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, and small scale development for employment, recreation and tourism.

<u>Policy H6</u>: planning permission for residential development within Village Envelopes shown on the proposals map will be confined to small groups of dwellings, single plots or the change of use of existing buildings.

<u>Policy H10</u>: planning permission will not be granted for residential development unless adequate amenity space is provided within the site in accordance with standards contained in Appendix 5 (requires developments of 10 or more dwellings to incorporate public amenity space for passive recreation with 5% of the gross development site area set aside for this purpose).

<u>Policy H11</u>: requires developments of 15 or more dwellings to make provision for playing space in accordance with standards contained in Appendix 6 (requires developments of 15 or more dwellings to include a LAP within 1 minute walk (60m straight line distance) of dwellings on the site and extend to a minimum area of 400 sq m.

Policy R1 allocates the land for Recreation Facilities at Belvoir Rd.

East Midlands Regional Plan

Policy 1 - Regional Core Objectives - to secure the delivery of sustainable development within the East Midlands which includes a core objective to ensure that new affordable and market housing address the need and choice in all communities in the region.

Policy 2 – Promoting Better Design – states that the layout, design and construction of new development should be continuously improved.

Policy 3 – relates to the distribution of new development and states that development in rural areas should;

- maintain the distinctive character and vitality of rural communities;
- shortening journeys and facilitating access to jobs and services;
- strengthening rural enterprise and linkages between settlements and their hinterlands; and

• respecting the quality of the tranquillity, where that is recognised in planning documents

In assessing the suitability of sites for development priority is given to making best use of previously developed and vacant land or under-used buildings in urban or other sustainable locations, contributing to the achievement of a regional target of 60% of additional dwellings on previously developed land or through conversions.

Policy 39 sets out the Regional priorities for energy reduction and efficiency and states that Local Authorities should promote a reduction of energy usage in line with the 'energy hierarchy' and develop policies and proposals to secure a reduction in the need for energy through the location of development, site layout and building design.

The Melton LDF Core Strategy (Publication) Development Plan document:

Seeks to focus development in Melton Mowbray with a small balance (20%) in the surrounding Borough, with expectations to produce mixed, integrated housing developments and meet local needs by addressing identified imbalances in housing stock in all locations.

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 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 offers advice on the weight to be given to 'emerging' policy (i.e the LDF) depending on its stage of preparation, extent of unresolved (disputed) issues and compatibility with the NPPF.

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

- deliver development in sustainable patterns and
- re-using brownfield land.

On Specific issues it advises:

Housing in rural areas -To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby.

Delivering a Wide choice of High Quality Homes

- Set out own approach to housing densities to reflect local circumstances
- 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)
- 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.

Consultations:

Consultation reply **Assessment of Head of Regulatory Services** LCC Highways -No objections subject to application is in outline form for consideration of the access only. Belvoir Road conditions relating to:is a classified road which allows access onto the A52. The site boundary consists of hedging along Access, roads, parking, turning to be in Belvoir Rd which subsides to the houses at no 51. accordance with LCC Highway The access point is close to the north boundary of Standards this property and joins Belvoir Rd at right angles, Drainage being provided before turning north into the residential area. This Footway to be provided to link to position is on a straight section of Belvoir Rd existing footpath on Belvoir Rd with good visibility in both directions, assisted by the width of the verge alongside the road. The Highways Authority have no objection to the proposed development and it is not considered that the proposal would have an impact on highway safety. Parish Council - Object on the following Noted grounds:-The site measures 3.24 ha and at a maximum of Over intensive use of land. 56 dwellings, would generate a density of 17 per Development too large, ha, which is exceptionally low. However, it is Not in keeping with the village, recognised that the entire site may not be proposed to contain buildings (as shown on the illustrative plans) and development of the area behind nos 33-51 only would generate a density of around 33 per ha. However, with no precise number of houses nor a precise layout, it is not possible to conclude definitively on this matter. The density ranges described above are considered to be 'low' and 'medium' respectively and are similar to others in the area, particularly the Howitt's Road area. The site is currently Greenfield and in Loss of environment agricultural (arable) use. Development would undoubtedly alter its character. Detailed considerations regarding Ecology are addressed opposite the Ecological advisors comments below. The application is accompanied with a landscape and visual assessment and impact on the character of the area is similarly addressed below. The village envelope remains that defined in the Area had been agreed to be removed adopted Melton Local Plan. Consultation from village envelope in consultation in exercises have not yet developed to a stage where 2007 which is due to be ratified in 2013, a revised definition has been produced. Need affordable houses a few at a time The application stipulates that 22 affordable not all in one block. housing units would be provided within the Do we have a need for 22 affordable development site. The units would be a mix of 2 houses all in one go or all in one place,

we need affordable housing with a split

of part buy/part rent and rent only,

and 3 bedroomed houses and 2 bedroomed

bungalows, and would be divided equally

between houses to let and shared ownership

- Flood zone,
- Increase of flood risk to existing houses in area,
- Health and safety concerns with attenuation pond when it contains water,
- Community speed watch has recorded high speeds on Belvoir Road,
- Schools & pre-school do not have capacity for additional children moving in,
- Access outside village envelope,
- A village meeting was held showing a large proportion of the village is against this application, carrot dangling with offer of affordable homes and public open space

Police Architectural Liaison -

A primary issue for Leicestershire Police is to ensure that the development makes adequate provision for the future Policing needs that it will generate. Leicestershire Police have adopted a policy to seek developer contributions to ensure that existing levels of service can be maintained as this growth takes place. A contribution of £33,936 is justified.

Contributions received through S106 applications will be directly used within the associated local policing units to:

- Address the accumulative effects of numbers of housing and commercial developments over a geographic area.
- Provide new or supplementary buildings to house resources, or to facilitate community participation and engagement
- Provide additional vehicles (both motor vehicles and/or cycles) and other resources (for example, associated clothing and

('intermediate'). This issue is addressed in greater detail opposite the comments of the Housing Policy Officer.

The site lies in Flood Zone 2 as shown on the Environment Agency's flood maps but the access and the area surrounding it is in Flood Zone 3a. Accordingly a Flood Assessment and 'sequential test' has been carried out and independently reviewed by the Environment Agency with no objections raised subject to conditions. The details of these are addressed opposite the comments from the Environment Agency.

It is not uncommon to see water features in or near residential development and safety measures can be incorporated into any detailed design.

The Highways Authority has raised no objection to the proposal.

The Education Authority has advised that the development could not be accommodated within the existing primary or secondary schools and have sought financial contributions to enable them to expand facilities should this development proceed.

The site lies partly outside of the village envelope for Bottesford and is considered to be designated 'open countryside'. Permission can only be granted if there are material considerations that justify a departure from the development plan. This is examined in greater detail on pages 9-11 below.

Noted.

The application is for outline planning consent for the principles of the development for 56 dwellings and access into the site only. All matters relating to the design, layout, scale and appearance would be considered with a reserved matters application and conditions could be imposed in relation to boundary treatments and landscaping.

The applicant has agreed to the payments sought, for the reasons identified.

equipment and IT or mobile data costs) associated with the above efficiencies

- Extend communication infrastructures
- Provide (where appropriate) CCTV cameras, some of which may require enabling for ANPR (Automatic Number Plate Recognition) purposes
- Enhance crime reduction measures through Secured By Design principles
- Increase efficiencies associated with patrol, detection and prevention of crime.

LCC Archaeology - the site has been checked against the Leicestershire & Rutland Historic Environment Record (HER) and it is not considered that any archaeological work is required as part of the scheme.

The site has a low potential and as such below ground remains are unlikely to be affected by the works

LCC Ecology - no objection

The ecological survey submitted with the application (EMEC Ecology, January 2012) indicates that the site was of minimal botanical value. No protected species were found in the initial walkover surveys, but further survey was recommended for bats and great crested newts.

It appears from the layout plans that the one tree with bat roosting potential is to be removed to make way for the access road, although this does not seem to be confirmed in any of the reports. Should this tree be identified for removal, we would recommend that it is surveyed for the presence of bats, prior to the submission of the full application.

We feel that the main body of the site is suboptimal for great crested newts, as the arable nature of the field does not provide a good foraging habitat. However, the hedgerows surrounding the site provide foraging opportunities and at least one pond (at SK80783874) has direct connectivity to the site.

A habitat survey should be completed for at least this pond (if access permits) and a full set of great crested newt surveys should be completed if appropriate. We would also recommend that the ponds on the opposite side of Belvoir Road (SK804382 and SK804381) are also considered.

We are not satisfied with the illustrated layout of

Noted.

Noted.

A Protected Species Survey has been submitted and there has been no objection to the proposal subject to conditions requiring a walk over of the site prior to development.

Additional surveys can be required by means of condition, as can details of the balancing pond.

The application is in outline and the layout reserved. Conditions can be applied to require the protection of the hedgerows.

the site, particularly the position of the houses to the north end of the site. We would recommend that the existing boundary hedgerows on site are not incorporated into the private plot boundaries, or that the plot boundaries do not immediately back onto hedgerows, as there will undoubtedly be a lack of continuity of the management of the hedgerow and possibly pressure to remove the hedgerow. Hedgerows provide good wildlife corridors and we would therefore recommend that they are retained. Similarly, we note that there is a new buffer of planting proposed to the east of the application site. Whilst we welcome habitat creation, thought should be given to the long-term management and retention of the planting.

This development also provides opportunities for biodiversity enhancement around the balancing pond and open space.

Environment Agency-

The site is in flood zone 3a (access) and 2 for the remainder of the site. A sequential test is therefore required and a Flood Risk Assessment to 1:100 level.

These were subsequently submitted but failed to address the safety of the access in a 1:100 year event including Winterbeck, Devon and the Grantham Canal.

The flooding event of 2001 (showed to be a 1 in 100 year event) flooded Belvoir Road and all of the surrounding roads.

Flooding from the South of the site from the Winter Beck would also have to be investigated for its impact upon access and egress. The EA do not have any modelled levels for the Beck so it may require a hydrological assessment to see whether it will adversely affect the access and egress to the site in a 1 in a 100 year 20% climate change event.

Subsequent analysis has been undertaken and demonstrated a means by which safe access could be provided during such an event. The EA advises that The development site itself still lies outside the modelled floodplain from the watercourse, but the lower part of the site is only a few hundred millimetres above the flood level. The road is now shown to flood which is consistent with historic records. Flooding of the road, whilst shallow, presents a risk to residents who should be provided with a safe pedestrian access into and out of the site during flood conditions.

The applicant has presented a plan which incorporates a footpath running through the public open space that emerges at Belvoir Road at a point beyond the area of flood risk identified within the

A sequential test was undertaken which compared the site to others in terms of their availability for the development and susceptibility to flood risk. The Sequential test looked at 19 other sites in and around Bottesford, including opportunities to disaggregate the site into a series of smaller ones. A summary is a s follows:

- 15 sites were of equal or worse flood risk owing to the extensive nature of the flood plain surrounding Bottesford,
- 4 have planning policy objections which fundamentally prevented their development, e.g. BE12 (Protected Open Space etc)

The sequential test is considered to be based on an appropriate search area and includes all of the sites the Council is aware of. Its results are considered to be sound and as such the sequential test is passed. The exception test is dependent upon the judgement reached on all of the issues and whether the benefits brought by the proposal are sufficient to justify permission, particularly in terms of the provision of affordable housing. On the basis of the conclusion of this report (page 15 below) it will be noted that this is the case and it follows that the exception test is passed.

The Environment Agency has independently reviewed the flood and contamination reports and is satisfied with their content and conclusions, prior to arriving at this recommendation.

Because the application is in outline full details are not provided and are illustrative, for the purposes of demonstrating that safe access can be achieved. Should development proceed, these details will need to be formalised and conditions to this affect can be applied.

Similarly, the location of the balancing pond is

revised modelling. This would be acceptable mitigation that can be controlled by planning condition. Equally, mitigating any remaining risk to property by the raising of floor levels could be controlled by planning condition.

The proposed balancing pond is located within the floodplain, and thus could fill with floodwater and become ineffective. The balancing pond should be moved to land lying outside the area of flood risk and the applicant has indicated that this will be possible.

relocate it outside the floodplain. Reserved Matters would be submitted which provide the control over the location of the balancing pond (together with all other aspects of the layout). Conditions can similarly control the floor levels and drainage details.

illustrative and reserved matters can be used to

Recommend conditions as follows:

- Relocate the balancing pond outside the flood plan
- Provision of a safe pedestrian access
- Floor levels above 600mm higher than 1:100 flood levels
- Full details of Sustainable drainage

Newark Area Internal Drainage Board – No objection

It is noted on the application that surface water is to be directed to a pond as Sustainable Drainage System (SUDS) and is satisfied that this will maintain flow levels at existing green field rates.

It is also noted that the application proposes floor levels at a level to prevent inundation.

Severn Trent Water Authority – No objections subject to conditions requiring full details of drainage plans for the disposal of foul sewage and surface water.

MBC Housing Policy Officer-

Housing Mix:

The Leicester and Leicestershire Strategic Housing Market Assessment (Bline Housing, 2009) supports the findings of the Housing Market Analysis and states that controls need to be established to protect the Melton Borough (particularly its rural settlements) from the over development of large executive housing, and to encourage a balanced supply of suitable family housing (for middle and lower incomes), as well as housing for smaller households (both starter homes and for downsizing). It continues to state that the undersupply of suitable smaller sized dwellings needs to be addressed to take account of shrinking household size which if not addressed will exacerbate under-occupation and lead to polarised, unmixed communities due to middle and lower income households being unable to access housing in the most expensive and the sparsely populated rural areas.

Noted.

Noted – conditions can be applied to this effect. It os noteworthy that Severn Trent **do not object,** or raise concerns, about the capacity of the drainage system.

Noted.

Saved policy H7 of the Melton Local Plan requires affordable provision 'on the basis of need' and this is currently 40%. This proportion has been calculated under the same processes and procedures which have previously set the threshold and contribution requirements for affordable housing within the Melton Borough.

The Applicant has stated that the market housing proposal will secure 22 affordable housing units which have been identified through the Housing Needs Study. The proposal, if successful, would address this shortfall, secured through S106.

It is considered that the affordable housing is considered to meet the development plan and identified local need. In addition, the configuration of the affordable houses, in terms of size and tenure, present a very close 'fit' with identified needs.

Affordable Housing:

The application seeks to deliver up to 56 dwellings within the village of Bottesford. The 2007 Bottesford Housing Need Survey (HNS) identified a need for 22 affordable units, of the following mix and tenure:

RENT

4 x 1/2 Bed Unit

1 x 2 Bed House

2 x 3 Bed House

4 x 2 Bed Bungalows

(2 adapted for special needs)

Total Rented Units = 11

SHARED OWNERSHIP

4 x 1/2 Bed Unit

2 x 2 bed House

3 x 3 bed Houses

2 x 2 bed Bungalows

(2 adapted for special needs)

The application seeks to offer an affordable housing contribution in line with this identified need. The design and access statement proposes the following affordable units, 11 x 2 bed houses,

5 x 3 bed houses and 6 x 2 bed bungalows.

The need identified in the 2007 housing need survey represents local housing need and whilst every effort has been made over a number of years to secure an exception site to deliver part, if not all of this identified affordable housing need. With limited public grant available to deliver such schemes now and into the foreseeable future, it is proposed that some of these units are prioritised for those with a local connection to Bottesford Village, Bottesford Parish and the surrounding parishes through a Section 106 local lettings criteria.

The market housing mix is still indicative since this is an outline application. Therefore, it is suggested that a condition be sought to ensure the market unit mix on the site also has regard to local market housing need. The applicant is working with a Registered Provider who is acceptable to the Council and will be party to any Section 106 Legal Agreement to ensure that that affordable houses are delivered as part of the overall scheme. This will also include occupancy criteria to ensure they are assigned for local need.

LCC Developer Contributions-

Waste - There will be no request for contributions for this application as the nearest CA site at Bottesford has sufficient capacity for a development of this size.

Libraries – no contribution is sought.

Education-

The local primary school is full and forecast to remain so with a deficit of 41 places in addition to the 14 places that would be generated by the

Noted – If the development is considered acceptable a Section 106 Legal Agreement to cover developer contributions would be needed.

It is considered that these contributions relate appropriately to the development in terms of their nature and scale, and as such are appropriate matters for an agreement.

The applicant has agreed to these payments with the exception of Post 16 education contributions. They consider that these facilities are too remote and disconnected from the application site and

development. Consequently an education contribution of £162,000 is requested for Bottesford C of E Primary School.

The secondary school has a deficit of 17 places in addition to the 10 places that would be generated by the development. Consequently an education contribution of £167,000 is requested.

The development would generate 2 pupils at tertiary level and £35,756 is requested to improve capacity at Melton Vale Post 16 Centre in Melton Mowbray.

LCC Highways - Public Transport

The following contributions would be required in the interests of encouraging sustainable travel to and from the site, achieving modal shift targets, and reducing car use:

- * Travel Packs; to inform new residents from first occupation what sustainable travel choices are in the surrounding area (can be supplied by LCC at £50.18 per pack).
- * 6 month bus passes, two per dwelling (2 application forms to be included in Travel Packs and funded by the developer); to encourage new residents to use bus services, to establish changes in travel behaviour from first occupation and promote usage of sustainable travel modes other than the car (can be supplied through LCC at (average) £331.20 per pass

Improvements to 2 nearest bus stops - where these do not already exist:- including raised and dropped kerbs to allow level access; to support modern bus fleets with low floor capabilities. At £3108.00 per stop. and Information display cases to inform new residents of the nearest bus services in the area. At £138.00 per display.

Ecology, Landscape: no requirements

that pupils from the development are more likely to attend facilities in Bingham or Grantham. Accordingly the request is considered to fail the teat of relevance (to the application).

S106 payments are governed by Regulation 123 of the CIL Regulations and require them to be necessary to allow the development to proceed, related to the development, to be for planning purposes, and reasonable in all other respects.

It is considered that the payments satisfy these criteria and are appropriate for inclusion in a s106 agreement. It is also agreed with the applicant that support for the Melton Vale Centre is too remote. Evidence if the likely attendance by Bottesford pupils has been sought from the County Council and any information will be reported to the Committee.

Representations:

A site notice was posted and neighbouring properties consulted. As a result 109 letters of objection have been received the representations are detailed below:

Representations Planning Policy issues: application of Development Plan policy (Policy OS1 and OS2 (village envelope) in particular), the requirements of the NPPF and the emerging Core Strategy

 The development is in direct conflict with the requirements of Policy OS1 of the Local Plan in that it would adversely affect the form, character and appearance of the village.

Assessment of Head of Regulatory Services Adopted Melton Local plan:

The site is partly within the village envelope but approximately half is outside. The application is in outline with all matters reserved except for access. The access is proposed to be outside the village envelope. **Policy OS1** allows development within village envelopes subject to satisfying the criteria listed. The village envelope constrains development within the boundary to prevent sprawl, unplanned growth and to guard against the coalescence of settlements.

- The development would conflict with Policy OS2 of the Local Plan in that part of the proposed development would lie outside the defined village envelope
- The scale of development would be in direct conflict with Policy H6 of the Local Plan which limits housing development within the village envelope to small groups, individual
- The emerging Core Strategy also confirms that there is no requirement for large new housing development in the village in the period up to 2026.
- The development would conflict with Policy CS15 of the Core Strategy in that it would seriously intrude into and erode the important open gap between the built up area of Bottesford and the village of Easthorpe to the east.
- There is no over-riding housing need or other material considerations that would warrant the granting of planning permission contrary to these Should be rejected as it is Greenfield and in agricultural use
- Melton Core Strategy provisions of the adopted and emerging development plan.
- plan also states that Bottesford is a Category 1 village and developments within villages in these categories should be "small scale infill development within their existing built form"
- The access, balancing pond and play area are outside the village envelope
- The revised village envelope excluded this site (from 2013)
- Bottesford is a rural centre and therefore one of the villages in which some 20% of the allocated new housing between now and 2026 should be located (80% to Melton). 20% of 170 units equates to 34 so this development accounts for roughly two whole years of MBC's "outside Melton" allocation all in one village and in one development. This is simply too much for Bottesford to absorb.
- This is prime agricultural land identified in the Local Plan as important open space. The Core Strategy identifies it as a green wedge.
- The SHLAA is responsible for the description of the site as 'brownfield' but is incorrect in this respect.
- The site is of excellent agricultural quality.
- Bottesford does not have sufficient facilities employment opportunities etc to support a development of this scale
- Bottesford is a village but will develop

Outside the village envelope development is strictly limited by **Policy OS2** with limited exceptions for residential dwellings, usually tied to rural business for workers accommodation or affordable housing as an exception site. **Part of the site lies outside the village envelope and residential development of this site does not comply with the development plan policy OS2.**

Policy H6 of the Adopted Local Plan allows for 'small scale' development within the envelope. Assuming the houses would be included within the part of the site within the village envelope (as suggested by the illustrative plans) it would be contrary to Policy H6 because of its scale.

The development is for market housing with a requirement to provide 40% of affordable housing, in accordance with **Policy H7.** It is not being considered as an exception site under **Policy H8** which allows for small size developments containing affordable housing only.

It is therefore considered that the development is inherently contrary to the development plan (notwithstanding the fact that details are unknown due to its 'outline' status) and permission can be granted only if there are material considerations considered to be of such significance to outweigh this position.

East Midlands Regional Plan:

Residential development is supported in location which are accessible and have access to facilities, but subject to their impacts on the settlement and countryside. It is considered that in terms of general location, the development meets these objectives. Site specific impacts are addressed below.

Core Strategy:

The Core Strategy is at Examination stage. Its content regarding the quantity and distribution of new housing development is being challenged. It is therefore considered that **it carries limited weight** at its current position.

The Core Strategy identifies Bottesford as a Rural Service Centre suitable for some growth to meet local needs and support existing services aiding to the sustainability of the village.

The NPPF is considered to be a material consideration of significant weight that needs to be considered alongside the Development Plan.

As summarised above (page 2) the NPPF seeks to boost housing supply and requires provision of a 5

- into a town if development of this nature is routinely allowed.
- Precedent: eventually Bottesford will grow and breach the A52
- MBC argued at the 'Clay Pits' site that Bottesford was too remote and dependent on the car to accommodate significant new housing.

year supply of housing land plus 5% 'headroom'. Melton's most recent analysis concluded that this is not being met and the available supply is a little below 5 years. There have been no recent challenges to this position. The NPPF further advises that housing policies should not be considered up to date if a 5 year supply cannot be demonstrated. This is in addition to its more general approach (at para. 14) that where a local plan is out of date permission should be granted unless the impacts would "significantly and demonstrably" outweigh the benefits, judged by the content of NPPF.

It is considered that these expectations of the NPPF considerably undermine the reliance that can be placed on the housing policies of the Local Plan (including Policy OS1 and H6). However, policy OS2 is considered to remain compatible with the NPPF and greater reliance can be attributed to its content and objectives.

Bottesford has been considered to be a highly sustainable village which could accommodate new development in terms of its overall sustainability – i.e its range of facilities, transport links etc. This was a key finding of the appeal at Old Clay Pits, Grantham Rd (11/00338/OUT) and it is considered that an argument that the village cannot support a development of this scale in general) terms (i.e. none site specific) cannot be sustained.

The site is considered to be greenfield and not brownfield (this confusion appears to have arisen because a nearby site is referred to as brownfield in the SHLAA). The NPPF encourages the re-use of brownfield land but there is no prohibition on the use of Greenfield land. In Melton's circumstances, there is insufficient brownfield land to meet supply and Greenfield locations are required to satisfy demand, both in the wider allocations (such as the SUE at Melton) and in smaller contributions (such as village infill).

Conclusion on Planning Policy issues:

It is considered that the objectives of the NPPF are such that policies OS 1 and H6 cannot be relied upon as up to date. Accordingly it is considered that the NPPF weighs **in favour** of the development insofar as it relates to the part of the site within the village envelope.

However, it is considered that Policy OS2 remains compatible with the NPPF as this relates to countryside protection which is also a NPPF objective. In this respect, the Committee should consider two central issues:

• Whether the harm to the character and appearance of the countryside

from the part of the site outside the village envelope amounts to 'significant and demonstrable', sufficient to outweigh the benefits of the scheme.

 Whether, if considered harmful, the overall benefits outweigh the adverse effects. It is considered that the provision of affordable housing is particularly significant in this context.

Allocation of the site for recreational purposes (Local plan policy R1)

- The development would conflict with Policy R1 because it has not been demonstrated with accurate, up to date evidence that there is no need/demand for formal recreational space in the village.
- Policy R1 relates to recreational provision generally, not simply provision for the football club
- The absence of need from the football club does not relive need: all sources of demand should be taken into account.
- The cricket club has an ambitious development plan (supported by MBC) comprising of expansion of junior and women's facilities and acquisition of 'clubmark' status. These will give rise to the need for additional playing and practicing space which the site is ideally located to provide.

(The Club has provided a copy of its Development Plan

- The Development Plan is a 'snapshot' and whilst it may not specify the need for new facilities, this cannot be ruled out beyond its lifespan (2013).
- MBC's own Playing Fields assessment shows the club to be operating above capacity and demonstrates a need to expand.
- The allocation under R1 is as valid now as it was when first adopted in 2006.
- The absence of demand for a football pitch does not equate to acceptance for housing development. The site is not allocated for housing within the Local Plan and should not be developed
- The Parish Council's letter stating the demand for the allocation no longer exists is erroneous.
- The recreation allocation does not equate to "brownfield" status

The applicant has responded to these concerns by explaining that the Cricket club has not made any approach to the land owner since the allocation was established in the Local Plan in 1999. They also cite correspondence from the Parish Council in 2012 that states that the allocation is no longer required. This is disputed by objectors and it is claimed the Cricket Club was not adequately consulted before this statement was provided (see opposite).

The Cricket Club has provided its Development Plan 2011-13 which explains the ambitions of the club in terms of the range of activities and training proposed. However, whilst they explain that this will lead to more demand upon facilities, nowhere in the development plan does it refer to the need for expanded facilities or is there reference to seeking, and funding, new facilities.

As part of the preparation of the LDF the Council has undertaken a study into the provision of sports pitches ('Playing Pitch Assessment Report 2011') which provides an up to date assessment of demand and availability. This concludes that despite 'over playing', there is no need to increase existing facilities.

It is also of concern that the allocation has not been activated since 1999, and at a practical level that there is no evidence that it can be, based on the absence of a financial provision (by the Cricket Club or other organisation) and the position of the land owner.

It is considered that there is no evidence that the allocation can be taken up by a sports or recreational organisation and as such the qualification included in Policy R1 ('unless there is no demand in any part of the settlement') applies.

Infrastructure

• The primary and secondary schools in

The education authority have advised that there is a shortfall in capacity at primary and secondary

- the village cannot accommodate additional pupils
- Additional school children will increase class sizes and result in a poorer standard of education
- Pre-school services have no spare capacity for additional children
- The health services in the village will be overstretched
- The drainage in the village is already over burdened and will not cope with additional load. It already poses problems and requires repairs at current levels of use.

level and have calculated how much this will be exacerbated by the development (see 'LCC Developer Contributions' consultation response above). However, they have advised that capacity issues can be overcome by expansion and have specified the sums required, which the developer has agreed to. Accordingly, whilst these concerns are substantiated, there is a solution available and they cannot therefore form the basis for refusal.

Severn Trent has registered no objection to the application, provided conditions are imposed to control the drainage arrangements.

Health agencies have not objected to the development. Services such as pre-school care and dentistry are provided on an open market basis and are expected to respond to market opportunities rather than centrally controlled provision.

Highways and Road Safety

- 50 dwellings will increase traffic on Belvoir Road
- Belvoir Rd is already busy and should not take additional traffic
- Speed surveys have shown that vehicles do not adhere to the speed limit on Belvoir Rd (despite the effect of the Winterbeck bridge) and will pass the access point well in excess of the 30 mph
- There are no footpaths linking to the site and pedestrians would be in danger
- The A52 is listed as one of the most dangerous A roads. The increase of a further 100 cars using the three junctions onto the A52 will create further hazards.
- The slip road onto the A52 at the end of Belvoir Rd is particularly dangerous and no additional use should be encouraged
- Traffic flow through the village will add to exiting problems, especially around High St.

The Highway Authority raises no objections subject to conditions, see assessment above.

The site sits on the Belvoir Road on a stretch of road which is subject to a 30 mph speed restriction. The footpath on the east side of Belvoir Rd does not reach the site and a link would need to be provided.

The access is proposed along a on a straight section of Belvoir Rd with good visibility in both directions, assisted by the width of the verge alongside the road. There are numerous junctions and private accesses along this stretch including Howitts Close but no evidence of road accidents has been provided, despite the comments registered regarding the speed of traffic and the speed limit.

The quantity of traffic is considered to be immaterial in terms of the functioning of the access onto the A52.

Character of the Area

- Too big a development affects rural character
- Urbanises village and affects rural character
- Green fields are part of character that keeps villages apart
- Will have negative impact on the character of the village adding further

It is considered that up to 56 dwellings could result in a development with a 'urbanising' effect on land that is currently undeveloped. Due to the large scale of development proposed it is inevitable that the character of the area would be altered from its existing form. It is considered this impact should be considered in the balance of 'harm' against benefits described in the Planning Policy section above (pages 9 – 11).

- encroachment into the countryside
- Development not in keeping with surroundings
- The site layout is to dense and not in keeping with this part of the village
- Over-dominant and oppressive
- The urbanising impact wiull be evident from a number of public viewpints, including the Canal towpath.
- The proposed type of dwellings are out of keeping with the character of the area
- The layout is too dense and incompatible with surrounding development,
- The villages of Easthorpe and Bottesford are separate entities and should not be merged by development.

The application is in outline form with matters for consideration relating to the access arrangements only, however, an indicative layout plan has been provided which shows an arrangement of housing along a spinal road, which would lead in to culde-sacs with the housing in groups. The density shown is in a similar range to that of the surrounding area and as an 'edge of settlement' location would not be out of keeping with the surrounding form of development

Matters relating to design have not been submitted and can not be assessed in this outline application. Design would be dealt with under a reserved matters application if this application was successful.

Flood/drainage

- Flooding is likely; it forms part of the flood plain
- The site regularly floods from both the water courses and standing water
- Belvoir Rd often contains water during flood conditions and can be impassable (several residents have supplied photographs of conditions on the site and Belvoir Rd during flood events in 2012 and earlier occasions. These show standing water on the site and water on Belvoir Rd up to kerb level and starting to impede on driveways on Belvoir Rd properties)
- Concerned that surface water will run in to the watercourses which could cause or worsen flooding elsewhere
- The proposed balancing pond will be ineffective and could not cope with flash floods
- Extra hard surface/dwellings will flood other property

Incompatibility with the cricket club:

- The site will be susceptible to stray cricket balls which could cause damage or injury.
- There is evidence this will be a genuine problem based upon the experiences of existing neighbours to the club.
- The cricket pitch is attractive with a rural outlook and exceptional views to the south and of Belvoir Castle. These will

The site lies in Flood Zone 2 as shown on the Environment Agency's flood maps but the access and the area surrounding it is in Flood Zone 3a. Accordingly a Flood Assessment and 'sequential test' has been carried out and independently reviewed by the Environment Agency with no objections raised subject to conditions. The details of these are addressed opposite the comments from the Environment Agency

Under the Surface Water Management Act 2010, the requirement for the use of Sustainable Urban Drainage (SUD) systems is required on a development of this scale. The attenuation pond proposed is one form of SUD and will allow retention of surface water which controls run off rates preventing flooding of the site. The aim of SUDS is to restrict development runoff at peak flow rates to predevelopment rates, in this case – greenfield run off rates will apply, to ensure they do not add to flooding issues.

The application has been supported with appropriate reports which have been independently reviewed by the Environment Agency and they raise no objection subject to conditions (see above).

The applicant proposes a protective fence between the site and the cricket pitch, and has been in touch with the Parish Council with a view to establishing whether it can be incorporated on the playing field. This has not been accepted and it will be necessary to ensure that a suitable fence is provided should permission be granted.

The application is in outline and layout is not specified. It is possible that a layout with some

be removed by the development and the club will lose part of its appeal.

- Complaints and compensation claims from new residents may threaten the future of the cricket club and the services it provides
- There are no details of the protective fence proposed – it cannot be assessed for either effectiveness nor its impact on the area in visual/amenity terms

form of buffer zone (i.e. positioning open space adjacent to the boundary) could be developed to reduce the prospect of balls affecting houses.

It is considered that this solution is adequate and conditions can be applied.

Residential amenity: Overlooking/loss of amenity

- Noise/dust/dirt/smell whilst building work carried out
- Properties on Belvoir Rd will be severely overlooked
- Loss of privacy to neighbouring properties
- Loss of pleasant rural outlook to exiting properties
- Increased noise and disturbance arising from additional traffic
- Devalue existing properties

The submitted layout is only illustrative at this stage and there is no indication as to position of windows, scale or indeed the position of the houses. However, it is considered feasible to configure the houses in such a way that they could retain residential amenities at acceptable levels.

This is not a planning consideration.

Wildlife

- Will result in loss of habitat and wildlife
- Site contains wildlife with a wide range of butterfly species recorded at a recent survey

Appropriate surveys have been submitted and have been independent reviewed by the Council's Ecological advisor. The consultee did not object to the proposal subject to conditions (see above)

As part of the Sustainable Urban Drainage system provisions are to be made to enhance the biodiversity of the site as well as manage the run of rate from the site.

Affordable Housing

- Affordable housing should not be grouped together in a single location creating an 'enclave'; a series of smaller, dispersed sites would be better.
- Efforts are under way to satisfy the area's affordable needs in several other smaller locations
- There are better locations available for affordable housing, e.g. behind Grantham Rd close to Easthorpe Road.
- What guarantees are there that affordability will be sustained and that the houses will satisfy local demand, not people from wider afield.

Policy requires affordable dwellings on all appropriate sites. The affordable housing proposed for this scheme would meet identified need for the area (both tenure and format). The applicant is working in conjunction with a registered provider and advises that funds are available to ensure delivery of the affordable units.

The cost of development, market or affordable housing would be borne by the developer. The affordable units would be managed by a registered social land lord (housing association).

A s106 agreement would be needed to ensure the affordable houses are maintained as affordable in perpetuity, and to specify 'occupancy criteria' to ensure they are provided to meet the needs of Bottesford. This can also specify that the affordable units are dispersed through the site rather than in a single cluster.

Other matters

Concern that pre application discussions and evidence at a recent public Inquiry suggests the Council has pre-determined this application.

Advice provided at pre application stage is 'without prejudice' to the Committee's decision. In any event, the advice provided did not indicate that success would be likely and the considerations, and the application, have in any event developed considerably since that advice was provided.

The information provided at the Inquiry in 2012 was that this application was 'to early to tell' whether it would be successful.

Each application must be determined on its own merits.

Conclusion

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

Affordable housing provision remains one of the Councils key priorities and despite strenuous efforts in recent years, none has been provided in Bottesford. This application presents affordable housing in a quantity and type that satisfies identified local needs and the developer has secured the commitment of a Registered Provider to develop them. Accordingly, the application presents a vehicle for the delivery of affordable housing of the appropriate quantity, type and location and it is considered that this is a material consideration of significant weight in favour of the application.

The Borough is also deficient in terms of housing land supply more generally and similarly this would be addressed by the application, in a location that is considered to be sustainable in terms of access to services and facilities and with good transport links. These issues have been examined on appeal which concluded in these terms.

A series of issues have been raised which can be addressed without adding weight either in favour or against the application, either because they have not been substantiated or because solutions have been put forward. These are addressed above and the Committee will note the comments made in respect of access/road safety, infrastructure, wildlife interests, residential amenity, drainage, recreation provision (R1) and latterly flood risk.

It is considered that balanced against these positive elements are the site specific concerns raised in representations, particularly the development of the site from its green field state and the inclusion of land outside the village envelope. The former is considered to be alleviated by the planning policy position and the expectations of the NPPF (see commentary on page 11 above) but judgement is required for the latter in terms also set out on page 11 -13.

In conclusion it is considered that, on the balance of the issues, there are significant benefits accruing from the proposal when assessed as required under the guidance in the NPPF in terms of housing supply and affordable housing in particular. The balancing issues – development of a greenfield site and protrusion into the open countryside – are considered to be of limited harm, particularly because they can be controlled by conditions to limit their adversity (for example, limiting the houses to the part of the site within the village envelope only).

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 permission can be granted.

Recommendation: PERMIT, subject to:

- (a) The completion of an agreement under s 106 to secure:
 - (i) Contribution for the improvement to primary education capacity
 - (ii) Contribution for the improvement of secondary education
 - (iii) Sustainable transportation (all as set out on page 8 above)
 - (iv) Contributions to the capacity of the police service (page 4)

- (v) The provision of affordable housing, including the quantity, tenureship, house type/size and occupation criteria to ensure they are provided to meet identified local needs; AND
- (b) The following conditions:
- 1. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of two years from the date of this permission and the development to which this permission relates shall begin not later than the expiration of one year from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.
- 2. No development shall commence on the site until approval of the details of the layout, scale, landscaping and appearance of the site (hereinafter called "the reserved matters") has been obtained from the Local Planning Authority.
- 3. The reserved matters as required by condition 2 above, shall provide for:
 - a type and size of dwellings that will meet the area's local market housing need.
 - No buildings located in the area south of the village envelope (i.e buildings shall be contained wholly within an area north of the south boundary of no 51 Belvoir Rd.
- 4. No development shall start on site until samples of the materials to be used in the construction of the external surfaces of the buildings hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.
- 5. Development shall not begin until full details of both hard and soft landscape works (including the provision of a children's play area) have been submitted to and approved in writing by the Local Planning Authority. These details shall include proposed finished levels, means of enclosure, pedestrian access and circulation areas, hard surfacing materials, play equipment, lighting, the identification of trees and hedgerows to be retained, planting plans and schedule of plants, noting species, plant sizes and proposed numbers/densities. All hard and soft landscape works shall be carried out in accordance with the approved details and to a programme first agreed in writing with the local planning authority.
- 6. Development shall not begin until all trees and hedgerows to be retained have been securely fenced off in accordance with details first submitted to and approved in writing by the local planning authority. There shall be no alteration to ground levels, no compaction of soil and no storing of materials within those fenced areas. Any service trenches within the fenced areas shall be dug and backfilled by hand and any root with a diameter greater than 50mm shall be left unsevered.
- 7. The exiting hedgerows on the north and east boundaries of the site shall be retained in their entirety with the exception of removal required to create the access and associated sightlines unless agreed in writing by the Local Planning Authority.
- 8. The development hereby permitted shall not commence until drainage plans for the disposal of surface water have been submitted to and approved by the Local Planning Authority. The scheme shall be implemented in accordance with the approved details before the development is first brought into use.
- 9. The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA) February 2012 and the following mitigation measures detailed within the FRA at part 6.5:
 - Finished floor levels are set no lower than 32.58m above Ordnance Datum (AOD)
 - External levels arranged to direct any overland flows away from dwellings.
 - Flood resilient construction techniques incorporated within the development.
 - A safe footpath link from the site to Belvoir Rd as set out in BWB plan ref NTW/2052/W003 Rev A submitted to the Local Planning Authority on 22.2.2013
 - Location of the balancing pond outside the identified 1:100 flood plain

10. Development shall not begin until a surface water drainage limitation scheme for the site, based on sustainable drainage principles, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

The scheme shall also include:

- details of how the scheme shall be maintained and managed after completion
- how sustainable drainage techniques or SuDS are to be incorporated into the design.
- Details to show the outflow from the site is limited to the maximum allowable rate, i.e.greenfield site run-off
- · Measures to protect against flood risk and provide at least two forms of water quality treatment

Note: Any flood attenuation features i.e. balancing ponds, to be located outside of the 1:100 year floodplain.

11. The development hereby permitted shall not be commenced until such time as a scheme to ensure no raising of ground levels in the floodplain has been submitted to, and approved in writing by, the Local Planning Authority.

Note:- Any ground level raising in the floodplain must be compensated for on a level for level basis. Please note this includes land raised for the creation of Flood Attenuation ponds/features.

- 12. Notwithstanding the details submitted, minimum visibility splays of 2.4 metres by 160 metres shall be provided in each direction out of the proposed site access road on to Grantham Road. These splays shall be provided and cleared of all obstructions that exceed a height of 0.6 metres above the level of the adjacent carriageway before development commences and shall thereafter be permanently so maintained.
- 13. Notwithstanding the details submitted, the proposed access road serving the site shall be designed and constructed in accordance with Leicestershire County Council standards for adoption, as contained in its design guidance "6Cs Guide" (Htd) at www.leics.gov.uk/htd.
- 14. The proposed development shall comply with the design standards of the Leicestershire County Council as contained in its current design standards document. Such details must include parking and turning facilities, access widths, gradients, surfacing, signing and lining (including that for cycleways and shared use footway/cycleways) and visibility splays and be submitted for approval by the Local Planning Authority before development commences.

Note: Your attention is drawn to the requirement contained in the Highways Authority's current design guide to provide Traffic Calming measures within the new development.

- 15. Before first occupation of any dwelling within the site, a footway shall have been provided to the satisfaction of the Highway Authority from existing footways on Belvoir Road to the point of the new access to serving the site off Belvoir Road.
- 16. For the period of the construction of the development within the site, vehicle wheel cleansing facilities shall be provided within the site and all vehicles exiting the site shall have all tyres and wheels cleaned, as may be necessary, before entering the highway, unless another method has been agreed in writing with the Local Planning Authority, which will ensure that Grantham Road is kept clean of deleterious material.
- 17. Before the development commences, details of the routeing of construction traffic shall be submitted to and approved by the Local Planning Authority together with measures that the developer will take to ensure compliance with the approved route by contractors, including the nature and circumstances for the use of enforcement penalties if necessary. During the period of construction, the developer shall advise all contractors and suppliers of the agreed route for construction vehicles of particular sizes, and to erect signage to direct vehicles exiting from the site
- 18. For the period of the construction of the development, vehicle parking facilities shall be provided within the site and all vehicles associated with the development shall be parked within the site.

Officer to contact: Mr J Worley Date: 4th March 2013