Reference: 12/00717/OUT

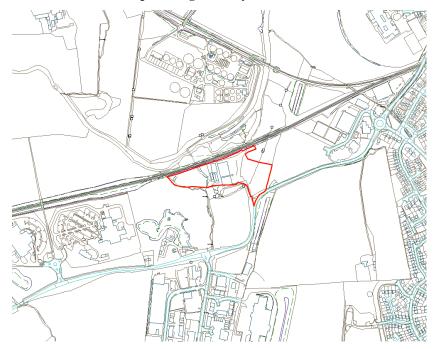
Date submitted: 17.10.12

Applicant: Mr Shaun Hazlewood

Location: Mill House Nurseries, Leicester Road, Melton Mowbray, LE13 0DB

Proposal: Residential development comprising circa 50 dwellings together with associated infrastructure, open space, landscaping, storm water balancing pond, pumping

station and diversion of public right of way E13a.



Proposal:-

Outline planning permission is sought for a residential development consisting of <u>up to</u> 50 dwellings (including affordable units), associated infrastructure and an area of open space and the excavation of balancing ponds for drainage. The outline application also includes the diversion of a public right of way E13a which runs through the site. The site is roughly triangular in shape and fairly flat, running along the boundary of the railway lines to the north and abuts a site for an approved office development to the east and surrounded on the remaining sides by farmland.

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 Leicester Road utilising a modified existing access into the former nursery site. A mix of dwellings is indicated, with three cul-de-sacs served from a spine road.

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

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

The application is required to be presented to the Committee as a major application.

Planning Histories:

02/00185/FUL - Proposed residential development 46 new dwellings with associated roads sewers and public open space following demolition of existing Mill House and nursery building. Refused due to impact upon rural character, redevelopment of a Greenfield site would not amount to sustainable development as more suitable brownfield sites are available and impact upon highway safety resulting from an intensified increase in use of sub standard junction on unlit road. Permission refused on the 11^{th} July 2002.

05/00290/OUT - Erection of residential development to include improvements to access. Application withdrawn 4^{th} April 2005

06/00286/OUT - Residential development including improvements to access. Application refused due to impact upon a character of area resulting from development of a Greenfield site and unacceptable highway impacts resulting from an increase in traffic turning right into the site from the A607.

07/00093/COU - Change of use of part grass paddock to caravan storage with provision of vehicular access. Application refused due to impact upon highway safety resulting from an increase in traffic turning right from a classified road A607 and the increase in use of a sub standard country road which was not considered suitable in design and width to accommodate passing vehicles. The application was **allowed on appeal** after an Inspector considered that the increase in turning traffic would be unlikely to increase potential hazards to other road users to an unacceptable degree and through constructing a passing bay mid way along the country road to allow two vehicles to pass was considered to be a suitable arrangement.

10/00709/FUL - Convert existing workshops attached to existing house into four apartments. Permitted 13th January 2011

Planning Policies:-

Melton Local Plan (saved policies):

Policies OS1 and BE1 allow for development within Town 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 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.

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:
 - 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 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:

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). Housing policies in Development Plans should be considered out of date if supply does not meet these levels.
- 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.

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.

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
- planning permission should be refused for development resulting in the loss or deterioration of
 irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside
 ancient woodland, unless the need for, and benefits of, the development in that location clearly
 outweigh the loss

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)

Consultations:

Consultation reply	Assessment of Head of Regulatory Services
LCC Highways – No objections subject to conditions relating to:- • Access, roads, parking, turning to be in	The application is in outline for consideration of a modified access only into the site, a Traffic Statement has been submitted to support the application and the data quoted for trip generation
accordance with LCC Highway Standards	and junction capacity has not been contested by the Highways Authority.
 Drainage being provided Footway/cycle way to be provided to link site to roundabout on Leicester Road 	The junction of the site access at Leicester Road is to be widened to create a 10 metre radii (as opposed to a 6 metres radii) leading on to a residential access road, serving the site, which

(Bowling Green/Edendale Road)

will have a width of 4.8-5.5 metres with a 2 metre footway within the site. The footway on the north side of Leicester Road, leading to Melton up to the roundabout is also to be widen to form a shared pedestrian/cycle way and will form part of the Highways agreement as opposed to a \$106 agreement and can be secured in the form a Grampian condition.

Leicester Road (A607) is a classified road which linking main arterial route Leicester/Melton/Grantham and A1. The existing 'Y' shaped access sits on the outside of the bend leading to a straight towards Melton and has a further bend towards Leicester. The application seeks to modify the access to comply with current adopted highway standards and will provide additional street lighting at the junction and along parts of the road, which are currently unlit. It is also proposed to improve pedestrian/cycle links along Leicester Road towards Melton to facilitate walking and cycling as other modes of sustainable transport.

Part of the site is currently used as a caravan storage park, cane retail business and also contains a residential dwelling (former Mill) which has extant planning permission to be converted into four apartments. There is also a workshop operating from the site which would remain available at present. There have been a number of applications including residential development which have been refused because it was considered to have unacceptable highway impacts resulting from an increase in traffic and from standing vehicles in the carriage way turning right into the site from the A607.

The caravan storage park was granted consent on appeal following a highways refusal where an Inspector did not concur with Council/Highways Authority, stating that drivers towing caravans would have two points of entry/exit so that standing vehicles on the A607 would be remote. Furthermore the Inspector considered that the poor accident record was not attributed to the presence of the junction serving the site and allowed the appeal. Whilst the traffic flows associated with the caravan storage would be seasonal the use would cease as would the cane business currently operating on the site. The increase in traffic to allow for the redevelopment comprising up to 50 dwellings (with 40% allocated as Affordable Housing) is stated to not amount to significant increase in traffic to the permitted uses of the site which has not been contested by the Highways Authority.

It is not considered that a highways reason for refusal could be substantiated given the proposed improvements to the junction and the installation of street lighting has overcome the Highways Authorities previous objections

resulting in no objection being lodged for this proposal for up to 50 dwellings.

LCC Rights of Way Officer:- No objection

There are existing public rights of way crossing the site, an unclassified county highway and two public footpaths. These must not be blocked or diverted without first obtaining the separate consent of the Highway Authority. As part of the proposals, the applicant has offered to provide a bridleway alongside the new access road and connecting through to the railway crossing to replace the existing unclassified road and one of the public footpaths. The Highway Authority considers the proposed alterations to the public rights of way as an acceptable replacement.

The storm water retention pond is shown across one of the existing rights of way crossing the site and will therefore have to be designed so that it does not affect/impede/block the right of way. There is a public Right of Way that passes through the site (E13a), crossing over the railway via existing crossing leading out into the countryside beyond. There is also an 'old county' road that runs around the outside of the site. The indicative layout shows the footpath diverted, moving to the west to run along the outside of the proposed dwellings before meeting the railway crossing. No objections have been received and this has been considered as an acceptable arrangement subject to entering into formal Highway agreements.

Noted.

LCC Archaeology – Approve subject to conditions.

The Leicestershire and Rutland Historic Environment Record (HER) shows that the application site lies in an area of archaeological interest, immediately to the north of the scheduled remains of Eye Kettleby deserted medieval village (SM ref.: 30250; NMLE ref.: 1018834; HER ref.: 3950), a designated heritage asset. Whilst the current proposals have no direct impact upon the scheduled extent, they have the potential to impact upon the setting of the monument. In accordance with NPPF paras. 131-133, development within the setting of a scheduled monument may detrimentally affect its significance, consequently it is recommended that the opinions of English Heritage, as the statutory advisor on matters affecting scheduled monuments, should be established.

In addition to the designated remains, various nondesignated heritage assets are recorded on the HER in the vicinity of the current scheme. These include Neolithic and Bronze Age flint (HER ref.: MLE8898), a possible Iron Age pit alignment (MLE8897) and a Bronze Age cremation cemetery containing 60 burials (MLE8895). Roman archaeology has also been recorded in the area, consisting of significant quantities of Roman pottery (MLE3980, MLE3976) and a Roman brooch (MLE8004). A very important Anglo-Saxon site was excavated close to the proposed development site - 144 shards of pottery, 32 buildings, pits, hearths etc were recorded (MLE3981); other Anglo-Saxon remains elsewhere in the vicinity including a collection of brooches (MLE6214) and pottery (MLE3977). The site is also adjacent to Eye Kettleby deserted

Noted. Conditions have been suggested to require trial trenching and a detailed Written Schemes of Investigations.

medieval village (MLE3950). Despite the negative evaluation undertaken by ULAS in 2002, due to the large quantity of already recorded archaeology in the vicinity, it is very likely that buried archaeological remains will be affected by the development.

Eye Kettleby Mill, depicted as a corn mill on the 1st edition OS mapping of c. 1890, lies immediately to the south of the application site. Evidence suggests the present structure, Mill House, may include structural elements dating back to the early 17th century, whilst documentary information records the presence of a mill at Eye Kettleby, probably on or close to the present site, from the 14th century (MLE3956). The historic OS mapping shows the mill race passing through the application site, likely to survive as buried archaeological remains. Earlier evidence of the mill, leats, channels and other structural and water management features, may survive as buried remains within the development site.

English Heritage:-

The scheduled medieval settlement at Eye Kettleby is designated on the basis of its national archaeological importance. The site is of exceptional interest in that it presents a continuum of occupation evidence from the early medieval period spanning around a 1000 years. The mill site has it would appear been closely associated with the settlement through its occupation (albeit reconstructed) outliving the village into its present largely nineteenth century form.

Whilst the material supporting the application references work conducted in 2002 to evaluate the site of the existing development it is not clear if this trenching extended into the areas to the western and south-eastern ends of the application area, or if trenches were targeted to characterise the mill race shown on historic mapping and visible as a double tree line on modern air photographs. It would appear from the submitted plans that the remains of the Mill Race and thereby the landscape context and functional legibility of the water mill would be compromised by the new development, this represents harm to significance of the Scheduled Monument.

No case of 'clear and convincing justification' is made in the application for any balance of public interest against the loss of the Mill Race feature and this would appear to be a readily addressable opportunity for enhancement. Likewise no assessment is presented of the setting impacts of the development upon the Scheduled Monument.

Given the absence of proper assessment of setting impact upon the Scheduled Monument there remains the potential for substantial harm as treated in para's 132 & 133 of the NPPF.

The National Planning Policy Framework is clear that setting impacts, in particular upon Designated Historic Assets, should be assessed and that applicants should provide the requisite information on impacts upon significance (NPPF para. 128). In the case of harm (less than substantial harm) to the significance of designated historic heritage assets, Authorities should balance harm against public benefit and require 'clear and convincing justification' (NPPF para 132 &134). Moreover they should seek opportunities to enhance or better reveal the significance of designated assets (para 137) and generally seek optimal balanced outcomes based upon understanding of significance and impacts (paras 129, 131 & 135).

Following receipt of comments from English Heritage further information was submitted on behalf of the applicants which advises that there is no on site presence of the 'leet' which was possibly filled in around 1967 with nursery buildings having been built over the line of the former leet. The appended heritage report also considers that the setting of the Schedule Monument (SM) having already been seriously compromised by modern developments such as the road, the railway, the Samworth Brothers Chetwood House development and the adjacent industrial estate. English Heritage were invited to comment on the addendum and have suggested that the developer re-draw the scheme to pull both new roadways and buildings off the approximate line of the leet (as overlain in the applicants ULAS addendum). The final treatment of the leet could (other issues notwithstanding) then be a reserved matter to be determined on the basis of archaeological investigations post-determination of the outline consent. It is argued that working with rather

than against the former water features may also deliver benefits in on-site water management.

Please see commentary in relation to Conservation below.

MBC Conservation Officer:-

The partial line of trees clearly demarcates a stretch of the last known route of the mill race (leet) and therefore gives a visual impression of its course. Neither this 'route' nor the converted Mill building are however within the SM but immediately north of it. Nor is the Mill listed or within a designated conservation area but is an historic building that is considered to be a heritage asset of significance.

From reading various reports there is no conclusive evidence that the existing mill building was the original medieval mill, there is only firm evidence of some of the fabric dating from the early C17. LCC's report suggests that there was a mill on or close to that site from the C14 whilst the University of Leicester report (prepared on behalf of the applicant) states that a mill is likely to have survived on or about this spot since the medieval period. Its present position is beyond the medieval settlement as defined by the SAM boundary

The apparent last known course of the race however clearly passes through the application site and is therefore may survive as buried archaeological remains, and the proposed development will cover that route in part.

Notwithstanding the comments of English Heritage in relation to part reinstatement of the Mill Race(leet) as a feature of the site, purely from a heritage professional's point of view it would of course be desirable to reinstate the mill race as a feature of the application site to enhance the setting of the adjacent Scheduled Monument. However as there is no evidence to support the medieval status of the mill building nor that this is the original route of the race and hence it is not related to the medieval village site it is considered that there is a strong case not to undertake additional works to the application site as advocated by the applicant.

It is therefore suggested that in accordance with LCC's observations and in line with the recommendations of the NPPF paragraphs 129 and 141 that a programme of archaeological works, as detailed by a written scheme of investigation should be undertaken prior to development taking place etc. would be appropriate in this case and that permission be granted subject to conditions.

NPPF para.131 indicates that Local Planning Authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation, additionally, new development should make a positive contribution to local character distinctiveness; finally, Local Planning Authorities should look for opportunities for new development...within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably (NPPF para

The proposal seeks outline planning permission for access into the site only. Whilst a master plan has been provided indicating how the housing could be laid out, the drawing is indicative only but shows that the housing and road infrastructure would be over the buried 'leet'.

At present the site contains the Mill House which has planning permission to be converted into four apartments. The Mill House is excluded from the application. There are large buildings associated with the former nursery and the site is also used as a caravan storage park. The current use of the site could also be considered to affect the setting of the SM and no control exists due to being outside of the designated boundary and therefore not subject to requirements of Scheduled Monument Consent. The proposed housing development would sit to the east of the site with the land to the west, closest to the SM, remaining open to accommodate the storm water retention pond. Arguably redevelopment could have an impact upon the setting and in that regards whilst the character of the site will change to residential housing, it is considered that subject to landscaping and use of materials it would have no greater impact upon the setting of the SM than the current use of the site. Furthermore there is a defined separation of the two sites in the form of the current stream which passes through the development site, which will remain in situ.

There is a conflict of opinions in relation to the importance of preserving/conserving the non designated Heritage assets such as the former leet/mill race which requires to be balanced against the public benefits for redevelopment of the site to achieve optimum housing

development, including the provision of affordable housing. Matters relating to the layout for the housing are for future consideration, it may be possible to establish the 'leet' and build on either side as suggested by English Heritage however there is a danger that this would just appear as a normal estate road therefore failing in defining the significance of the non designated heritage asset or its association to the SM.

It is considered that the redevelopment of the site offers greater public benefits than preservation of non designated assets, such as meeting housing growth for the Borough and assisting in achieving the much sought after affordable housing provisions required. Conditions can be imposed to preserve the buried archaeology remains as suggested by LCC which will allow a better understanding of the site and its connection with the Deserted Medieval Village (SM) to the west. In this instance it is considered that whilst some impacts will be had they are not so significant to warrant a refusal of the application.

LCC Ecology – no objection, subject to conditions.

The ecological survey submitted with the application (FPCR, March 2012) is satisfactory. Pleased to see that the majority of plot boundaries do not back onto ecologically important features. It is recommended that the storm water retention pond and the buffer to the north of the site are designed to have the greatest value for biodiversity. The design of these should include locally native planting and the pond should be designed to hold at least a small amount of water all year round. The existing retained hedgerows on site should be bulked up with locally native planting as appropriate.

Noted.

A Protected Species Survey has been submitted and there has been no objection to the proposal subject to conditions the area to the south (between the development site and Leicester Road) being separated by a post and rail fence to protect it during construction.

The application is in outline and the layout and landscaping reserved. Conditions can be applied to require the protection of the existing hedgerows as can details of the balancing pond.

Natural England: No objections

Advises that under section 40(1) of the *Natural Environment & Rural Communities Act 2006* a **duty** is placed on public authorities, including local planning authorities, to have regard to biodiversity in exercising their functions. This duty covers the protection, enhancement and restoration of habitats and species.

The ecological survey submitted with this application has not identified that there will be any significant impacts on statutorily protected sites, species or on priority Biodiversity Action Plan (BAP) habitats as a result of this proposal. However when considering this application the council should encourage opportunities to incorporate biodiversity in and around the development (Paragraph 118 of the NPPF).

Noted. The application is for outline permission only with access to the site being the only consideration however an ecology report has been submitted which concludes that there are no protected species present on site. The site to the south of the site (across the ordinary watercourse) has a local designation as site of 'Ecological and Geologic Interest' but does not form part of the development site. Following consultation with the Environment Agency it has been established that the water course that passes through the site will be cleared of obstruction and will not be desilted so that there would not be a detrimental impact upon the existing habitat. It is also proposed to provide two forms of SUDS within the site, a swale and a pond, which will both provide ecological benefits and support aquatic flora and fauna within the site.

There is an opportunity to increase the biodiversity of the site through sensitive redevelopment.

Network Rail:- no objection

Subject to satisfactory outcomes for

Drainage – no run onto the railway

Fail Safe Use of Cranes

Excavations/Earthworks – no interference with the integrity of the railway bank. Should works be required close to the bank a method statement should be submitted and approved prior to commencement of works.

Security of Mutual Boundary – Maintained at all times. Temporary or permanent alterations to the mutual boundary the applicant must contact Network Rail's Asset Protection Project Manager.

Armco Safety Barriers – To prevent damage to inside fencing from vehicles rolling into area.

Fencing –The Developer must provide a suitable trespass proof fence adjacent to Network Rail's boundary (minimum approx. 1.8m high) and make provision for its future maintenance and renewal. Network Rail's existing fencing / wall must not be removed or damaged.

Method Statements/Fail Safe/Possessions – May be necessary where works can not be carried out in a fail safe manner. Generally if excavations/piling/buildings are to be located within 10m of the railway boundary a method statement should be submitted for NR approval.

Trees/Shrubs/Landscaping - Where trees/shrubs are to be planted adjacent to the railway boundary these shrubs should be positioned at a minimum distance greater than their predicted mature height from the boundary. Certain broad leaf deciduous species should not be planted adjacent to the railway boundary.

Lighting – No dazzling of train drivers or lighting which could be confused with signals. Detail of any external lighting should be provided as a condition.

Access to Railway All roads, paths or ways providing access to any part of the railway undertaker's land shall be kept open at all times during and after the development.

Level Crossing - It is essential that, during and after construction, no part of the development, including the entrance off Pelham Road, shall cause the level crossing sight lines, road traffic signs and markings, or the crossing itself to be

Noted. Copy has been forwarded on to the applicant.

obstructed. This includes the parking of caravans, machines and equipment etc. together with the erection of signs, fences and the planting of trees/hedges

Two Metre Boundary

Consideration should be given to ensure that the construction and subsequent maintenance can be carried out to any proposed buildings or structures without adversely affecting the safety of, or encroaching upon Network Rail's adjacent land, and therefore all/any building should be situated at least 2 metres from Network Rail's boundary. This will allow construction and future maintenance to be carried out from the applicant's land, thus reducing the probability of provision and costs of railway look-out protection, supervision and other facilities necessary when working from or on railway land.

Noise/Soundproofing - The Developer should be aware that any development for residential use adjacent to an operational railway may result in neighbour issues arising. Consequently every endeavour should be made by the developer to provide adequate soundproofing for each dwelling. Please note that in a worst case scenario there could be trains running 24 hours a day and the soundproofing should take this into account.

Children's Play Areas/Open Spaces/Amenities - Children's play areas, open spaces and amenity areas must be protected by a secure fence along the boundary of one of the following kinds, concrete post and panel, iron railings, steel palisade or such other fence approved by the Local Planning Authority acting in consultation with the railway undertaker to a minimum height of 2 metres and the fence should not be able to be climbed.

Environment Agency:- No objection subject to conditions.

The application site lies within Flood Zone 2 & 3 defined by the Environment Agency Flood Map / Strategic Flood Risk Assessment as having a medium & high probability of flooding. Paragraph 101 of the National Planning Policy Framework requires decision-makers to steer new development to areas at the lowest probability of flooding by applying a 'Sequential Test'.

The proposed housing as shown on the indicative layout plan lies mainly within flood zone 2 which is an acceptable use in this flood zone. 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 sites within the Strategic Housing Land Availability Assessment (SHLAA) in and around Melton, including opportunities to disaggregate the site into a series of smaller ones.

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 14 below) it will be noted that this is the case and it follows that the exception test is passed.

An ordinary water course runs through the site and whilst the application is in outline form only there is a culvert which runs under the access road which requires modification. Discussions have taken place with the Biodiversity Officer at the Environment Agency in regards to the modification which will require consent from the Lead Local Flood Authority under the Water Management Act 2010. The culvert is required to be extended on the right hand side only from 14.5 metres to 17.1 metres, to allow widening of the access road into the site. It has been agreed to lower the culvert bed by 300mm to allow a firm natural bed to develop so as not to fragment the existing habitat and a condition is required to secure the details. It is also proposed to provide two forms of SUDS within the site, a swale and a pond and the design will be required to be submitted with the reserved matters application.

Noted. The condition requires contamination not previously found to require a remediation strategy to be submitted and approved prior to further development taking place.

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

Contamination

The application site overlies the alluvium and the Blue Lias Formation which are classified as secondary A and secondary (undifferentiated) aquifers respectively. The River Wreake is located approximately 75m from the site. The site is therefore moderately sensitive in terms of controlled water protection.

The sites former use as a nursery may have had the potential to cause contamination of the underlying strata. It is therefore recommend that a condition be included on any planning permission granted for the site.

MBC Environment Health Officer:- No objection subject to conditions.

In Respect of Potentially Contaminated Land

The Mill House and the area immediately around it has been identified as a site of potentially contaminated land. It is a category three inspection priority. There being four inspection priorities in this authorities priority classification system. Number one being the highest priority.

The nursery site itself is/has been in horticultural use and as a consequence there has been the potential for localised spillages of herbicides/pesticides. Depending on any vehicles used on or around the site and the heating provision for the greenhouses there is the potential for spillages of diesel fuel or heating oil.

Accordingly it is recommend that an investigation into contaminated land at the site is undertaken, this should include a desk top study, walk over survey, if deemed necessary intrusive investigation and analysis of samples should be

Noted. The application is for outline consent seeking approval for the access only. Matters relating to contamination can be conditioned to require assessments to be submitted with the reserved matters application.

undertaken. The resulting recommendations relating to remedial work must be carried out and verification provided.

Landfill Gas

What is in effect the south west edge of the proposed development is on the edge of a 250m landfill buffer zone.

The applicant must demonstrate that no threat from landfill gas to properties within the development will exist. It would be satisfactory to demonstrate that all houses are outside of the 250m zone. Alternatively provide proof that no landfill gas is present at the site of proposed houses or the incorporation of gas protection measures in the houses.

Vibration

An assessment is required to be undertaken in respect of vibration which may arise from the railway line and appropriate mitigation measures incorporated in the design of the buildings and their foundations.

Noise

The applicant demonstrate that the final layout of the estate, boundary fences and the design of the houses will achieve noise levels described in BS 8233 (Code of practice for Sound insulation and noise reduction for buildings') as follows:

Inside Bedrooms: LAeq(8hour) 30dB (2300 to 0700 hours)

Inside Bedrooms: LAmax(8hour) 45dB (2300 to 0700 hours)

Inside Living Rooms: LAeq(16hour) 30dB (0700 to 2300 hours) 30dB

External areas such as Gardens: LAeq(16hour) 50dB (0700 to 2300 hours)

The application site is bound to the north with the railway line, to the west is commercial development (Samworths and Melton Foods) and to the east a commercial Office development has been granted planning permission. The location for housing in close proximity to the railway and commercial uses can be accommodated subject to suitable mitigation through design and layout. The application is supported with a noise assessment which establishes that the main source of noise is from the railway and traffic using the A607 whilst some audible activity was recorded from the commercial development to the west and the Sewage Treatment Plant to the north but fell with acceptable levels. It suggested that it would be advisable that no dwellings should be sited within 19 metres of the boundary of the railway line and that enhanced sound insulation will be required for dwellings immediately facing the railway. Acoustic barriers could also be used to reduce noise impact either in the form of earth bunds or acoustic fencing.

The Environment Health Officer has suggested a condition which seeks to restrict noise levels to main habitable rooms to fall within acceptable levels.

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

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 40% affordable housing secured through S106.

Matters relating to layout and mix can be

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.

Within Melton Mowbray there is a strong need for smaller market housing such as 2 bedroom houses as well as 3 bedroom older people/downsizing accommodation and a surplus of medium to large family accommodation.

The application seeks outline permission for circa 50 dwellings on land at Mill House Nurseries, situated on Leicester Road, Melton Mowbray. The application seeks to offer a mixture of 2,3 and 4 bed houses on the site, together with a 40% affordable housing contribution. The indicative layout provided places the majority of the affordable housing in a separate wedge to the eastern edge of the site, away from the open market homes. This is contrary to NPPF which supports the development of inclusive and mixed communities (Para.50). The affordable housing should be more evenly distributed across the site, pepper-potting is the preference, although for management issues it would be acceptable for the affordable housing to be provided in blocks of 5-10 units.

The proposal works towards providing much needed smaller market housing within the town area, however the proposal is focused on the provision of houses and a development of this size could contribute to the wider housing market and seek to provide both private market and affordable bungalows.

LCC Developer Contributions-

Waste – Contributions are sought for Melton's Civic site on Leicester Road. The amount requested is based on a housing development of 50 dwellings and amounts to £4,436 equivalent to £88.72 per dwelling.

Libraries – Contributions are sought in regards to the size of the dwellings. Based on the house types proposed within the application the contribution requested is £2,780.

Education- No contributions requested.

LCC Highways - Public Transport

To comply with Government guidance in NPPF 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 addressed at Reserved matters.

Noted – If the development is considered acceptable a Section 106 Legal Agreement to cover developer contributions would be needed. The applicant has agreed to these payments and is in the processes of preparing a draft S106 for consideration.

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 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

- choices are in the surrounding area (can be supplied by LCC at £52.85 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) £325.00 per pass NOTE it is very unlikely that a development will get 100% take-up of passes, 25% is considered to be a high take-up rate).
- New/Improvements to 2 nearest bus stops (including raised and dropped kerbs to allow level access); to support modern bus fleets with low floor capabilities. At £3263.00 per stop.
- Information display cases at 2 nearest bus stops; to inform new residents of the nearest bus services in the area. At £120.00 per display.

Ecology, Landscape: no requirements

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 £22,619 is justified.

Contributions received through S106 applications will be directly used within the associated local policing units. A summary of contributions requested:-

Additional capacity in network	£185
Vehicles	£1320
Start up equipment	£2526
Additional premises	£13608
Additional call handling	£212
PND additions	£57
ANPR	£4111
Mobile CCTV	£500
Access hub equipment	£50
Additional crime prevention	£50

Total £22619 or £452 per new household in the application.

Noted.

The application is for outline planning consent for the principles of the development for up to 50 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.

Representations:

A site notice was posted and neighbouring properties consulted. As a result 4 letters of representation has been received the representations are detailed below:

Representations	Assessment of Head of Regulatory Services
Impact upon character of the area:- The location of the proposed development is outside the envelope of Melton. It represents an unnecessary incursion into the land between Melton and Kirby Bellars.	The site sits within the defined town envelope and therefore there is a presumption in favour of development under local plan policy OS1.
Loss of open space and impact upon ecology and wildlife habitat on the site.	Please see commentary above Ecology and Natural England (page 8)
The Ramblers Society have concerns with modifications to the junction which would impact upon the rights of way E12 through an increase in traffic. A proper footway would be need from the western side of the junction with possible refuge in the centre of the junction.	Noted, see commentary in relation to the footpath (page 5)
Impact upon Highway safety:-	Noted please see highway comments above (page 3 and 4)
The entrance to the development is located on a very dangerous corner on a very busy road. The A607 is the key route between Melton Mowbray and Leicester; visibility to is restricted because of the bend in Leicester Road.	
Turning right will cause a danger to uses of the A607	
Other Matters:- Melton Foods are concerned that development of the site with housing will constrain expansion of the existing commercial use due to possible noise, odour constraints.	Melton Foods sits to the west of the site at a considerable distance away from the proposed residential dwellings. Each application would have to be considered on its own merits however paragraph 123 of the NPPF advises existing businesses wanting to expand should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established. Due to the noise associated with the railway and the A607 higher levels of acoustic insulation will be required in the final design of the dwellings.

Considerations not raised through Representations.

Consideration	Assessment of Head of Regulatory Services
Sustainability:-	The site lies 1.5 kilometres south west of
	Melton's town centre and sits within the defined
	town envelope. Under policy OS1 there is a
	presumption in favour of development of this
	partly brownfield site. Whilst the proposed
	dwellings would sit 500 metres outside of the
	built up area of Melton, improvements to the
	highways will encourage walking and cycling.
	There is also a bus stop along Leicester Road
	which has hourly bus service to Leicester. There
	is a public right of way which passes through the
	site which leads out into the countryside
	providing access to riverside walks.

To the west of the site is a large employment site whilst to the east is a planned office development, DIY store and Headquarters of the Indoor Bowling Association. The development of housing within the town envelope will assist in providing a mix of development with good access to employment.

Character of the area:-

The site sits in a dip and surrounded by hedging. The indicative layout shows that the housing will nestled between the A607, railway track and the Schedule Ancient Monument which sits higher than the development site. It is considered that the development would not have an unduly detrimental impact upon the character of the area subject to matters relating to scale, design, layout and landscaping being acceptable.

Application of the Development Plan Policies and their relationship with the NPPF:-

The site sits within the town where residential development is supported. Policies OS1 and BE1 seek to ensure that development respects the character of the area and that there would be no loss of residential amenities and satisfactory access and parking provisions can be complied with.

Under paragraph 215 of the NPPF it is necessary to consider if they should carry weight.

Policy OS1 allows development within the town envelope 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 is for market housing with a requirement to provide 40% of affordable housing, in accordance with **Policy H7.**

Melton is considered to be a sustainable location for development and in this respect it is considered that the policy (OS1) is wholly compatible with the NPPF.

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 3) the NPPF seeks to boost housing supply and requires provision of a 5 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.

Conclusion

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

Affordable housing provision remains one of the Councils key priorities and very little progress has been made due to the lack of larger housing schemes coming forward in the Borough to secure provisions through a S106.

This application presents market and affordable housing secured through a S106 on a Brownfield site within the town envelope. Accordingly, the application is considered to present a vehicle for the delivery of affordable housing 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.

In conclusion it is considered that, on the balance of the issues, there are significant public 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 – redevelopment of a brownfield site within the town envelope and impact upon noise, heritage and flood risk – are considered to be of limited harm, particularly because they can be controlled by conditions to limit their adversity (for example, raising floor levels, stipulating noise conditions and landscaping).

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 Lake Terrace Civic amenity site
 - (ii) Contribution for the improvement of Wilton Road Library
 - (iii) Sustainable transportation (all as set out on page 12 above)
 - (iv) Contributions to the capacity of the police service (page 13)
 - (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.
- 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, south 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 and foul sewage 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 be carried out in accordance with the approved Flood Risk Assessment (FRA), prepared by BSP Consulting (10368-1-FRA/RevB) and the following mitigation measures detailed within the FRA:
 - Limiting the surface water run-off generated by the 100 year plus climate change critical storm so that it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site (ie Greenfield rates).
 - Drainage scheme which incorporates 2 trains of SuDS treatment
 - Provision of compensatory flood storage of 214m3 on a level for level basis.
 - Identification and provision of safe route(s) into and out of the site to an appropriate safe haven.
 - Finished floor levels are set no lower than 70.07m above Ordnance Datum (AOD). The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.
- 10. No development shall take place until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the local planning authority. The drainage strategy must demonstrate the surface water run-off generated up to and including the 100year plus climate change critical storm will not exceed the run-off from the undeveloped site following the corresponding rainfall event. 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
- design in accordance with either the National SUDs Standards, or CIRIA C697, whichever is in force when the detailed design of the surface water drainage system is undertaken.
- 11. No development shall take place until a scheme for the provision of a buffer zone no less than 5 metres wide alongside the watercourse has been submitted to and agreed in writing by the local planning authority. Thereafter the development shall be carried out in accordance with the approved scheme and any subsequent amendments shall be agreed in writing with the local planning authority. The buffer zone scheme shall be free from built development including lighting, domestic gardens and formal landscaping; and could form a vital part of green infrastructure provision. The schemes shall include:
 - plans showing the extent and layout of the buffer zone.
 - details demonstrating how the buffer zone will be protected during development and managed/maintained over the longer term including adequate financial provision and named body responsible for management plus production of detailed management plan.
 - details of any proposed footpaths, fencing, lighting etc if any.
- 12. The culvert must be constructed in accordance with Plan EA1 submitted with the application.
- 13. If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until the developer has submitted a remediation strategy to the local planning authority detailing how this unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved.
- 14. Details of any proposed external illumination shall be submitted and approved in writing by the Local Planning Authority. Any external illumination must not cast glare onto the railway, or otherwise conflict with a train driver's vision of railway signals and line-side signs.
- 15. Details of a suitable trespass proof fence adjacent to the railway boundary shall be submitted and approved in writing by the local planning authority. The fencing shall be erected prior to the first occupation of the buildings and shall thereafter by maintained in perpetuity.
- 16. The reserved matters as required by condition 2 above, shall demonstrate that the noise levels as described in BS 8233 can be satisfied:
 - Inside Bedrooms: LAeq(8hour) 30dB (2300 to 0700 hours)
 - Inside Bedrooms: LAmax(8hour) 45dB (2300 to 0700 hours)
 - Inside Living Rooms: LAeq(16hour) 30dB (0700 to 2300 hours) 30dB
 - External areas such as Gardens: LAeq(16hour) 50dB (0700 to 2300 hours)
- 17. No dwelling shall be occupied until such time as a footway/cycleway has been provided from the proposed site access along Leicester Road to its roundabout junction with Bowling Green and Edendale Road, in accordance with details that shall first have been submitted to and been approved by the Local Planning Authority. The footway/cycleway should be designed and constructed to Highway Authority standards.
- 18. No dwelling shall be occupied until such time as the proposed road junction shown generally on the submitted plans has been provided fully in accordance with Highway Authority standards and the existing access road has been permanently closed and the highway rights extinguished.
- 19. No dwelling shall be occupied until such time as the proposed 3 metre wide bridleway to be provided alongside the proposed carriageway and then from the end of the carriageway across to the existing railway crossing, as shown generally on the submitted plans, has been provided and the land dedicated as a right of way.
- 20. All details of 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 Highway Authority's current design guide to provide Traffic Calming measures within the new development.

- 21. The existing vehicular junctions with Leicester Road, that become redundant as a result of this proposal shall be closed permanently and the existing vehicular crossings reinstated in accordance with a scheme that shall first have been submitted to and approved by the Local Planning Authority within one month of the new access being brought into use.
- 22. For the period of the construction, the applicant shall take measures to ensure that the highway is kept free of mud, water, stones etc, in accordance with details that shall have first been approved in writing by the Local Planning Authority.
- 23. 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.
- 24. Before the development hereby permitted is first used, cycle parking provision shall be made to the satisfaction of the Local Planning Authority and once provided shall be maintained and kept available for use in perpetuity.
- 25. No demolition/development shall take place/commence until a programme of archaeological work, commencing with an initial phase of trial trenching, has been detailed within a Written Scheme of Investigation, submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and:
 - The programme and methodology of site investigation and recording (including the initial trial trenching, assessment of results and preparation of an appropriate mitigation scheme)
 - The programme for post-investigation assessment
 - Provision to be made for analysis of the site investigation and recording
 - Provision to be made for publication and dissemination of the analysis and records of the site investigation
 - Provision to be made for archive deposition of the analysis and records of the site investigation
 - Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.
- No demolition/development shall take place other than in accordance with the Written Scheme of Investigation approved under condition (25).
- The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition (25) and the provision made for analysis, publication and dissemination of results and archive deposition has been secured.

Officer to contact: Mrs Denise Knipe Date: 21st June 2013