



**Melton
Borough
Council**

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Planning Committee

3 March 2022

Report of: Assistant Director for Planning and Delivery

21/00939/REM - Approval of the details of the layout, scale, external appearance of the buildings and landscaping of the site, pursuant to Condition 3 of Outline Planning Permission 19/00909/OUT

St Marys Hospital, Thorpe Road, Melton Mowbray. LE13 1SJ

Corporate Priority:	Delivering Sustainable and Inclusive Growth in Melton
Relevant Ward Member(s):	Councillors P Posnett, S Lumley and M Glancy
Date of consultation with Ward Member(s):	20 August 2021
Exempt Information:	No

1 Summary



- 1.1 The application site comprises the former Melton Hospital on the eastern side of Thorpe Road and accommodates a range of buildings and structures which previously formed the hospital. A single storey building comprising vagrant cells of the former workhouse building is also located on the site. The site is accessed from Thorpe Road and there is a pedestrian access from Thorpe Road to the current hospital which is located to the east of the site.
- 1.2 Outline planning permission with access was granted for the demolition of existing buildings and structures on the site and the redevelopment for up to 38 new dwellings together with associated access and site infrastructure was granted on the 25th August 2020. Full planning permission was granted for the change of use and conversion of the central block and wings of the former workhouse building to comprise four dwellings and four residential apartments with associated parking and amenity space under the same application. This is the area outlined in blue on the plan above.
- 1.3 This application follows on from the outline consent for up to 38 dwellings on the remaining section of the site and seeks permission for the reserved matters namely layout, scale, appearance of the buildings and landscaping of the site.
- 1.4 The submitted layout plans shows a development of 37 new build dwellings made up of 19 two storey 2 bed dwellings and 18 two storey 3 bedroom dwellings.
- 1.5 5 different design house types have been included within the scheme, although all dwellings would have facing brickwork external finish on the elevations with stone cill and header detailing.
- 1.6 While broadly following on from the indicative layout plan submitted at outline stage, the layout has been changed to allow a greater number of dwellings to have active frontages facing onto Thorpe Road, as well as a higher level of off street parking amenity.
- 1.7 In terms of landscaping, a large proportion of the existing mature trees that run close to the boundary with Thorpe Road are shown to be retained. Pockets of landscaped areas are shown either side of the main access road as well as the secondary roads. A wildflower meadow is shown at the termination of George Street within the public open space area.
- 1.8 The Committee's attention is drawn to the fact that the application does not include plans to commemorate the vagrant cells that were a requirement of the outline planning permission imposed by conditions. That is because these are not 'reserved matters' but addressed by a separate condition requiring submission and consideration in their own right.

RECOMMENDATION(S)

It is recommended that the application is approved subject to the conditions set out Appendix B

2 Reason for Recommendations

- 2.1 The principle of development has been established through the granting of outline planning permission which identified the site as occupying a sustainable location close to the town centre and allocated for residential development in the Local Plan.
- 2.2 The design and appearance of the proposed dwellings are considered to respect the character of the surrounding area in terms of scale, density and finish. The proposed

landscaping is appropriate in terms of size and nature to the site's location close to the town centre.

2.3 There has been no identified impact on residential amenity and with the inclusion of suitable conditions, the proposed development is not considered to result in any material impact on highway safety.

2.4 **Key Factors**

2.5 **Reason for Committee Determination**

2.5.1 The associated outline application was presented to Committee due to the nature of the proposal, which was a finely balanced case and sought the removal of the vagrant cells which the site allocation policy (MEL7) in the Local Plan seeks to retain. Under Part 9 of Chapter 2 of the Constitution the Director of Growth and Regeneration, in consultation with the Chair, has agreed it is appropriate that this application is also presented to Planning Committee due to the range of material considerations it presents..

2.6 **Relevant Policies**

2.6.1 Melton Local Plan 2011-2036 was adopted on 10th October 2018 and is the Development Plan for the area

2.6.2 Please see Appendix D for a list of all applicable policies

2.7 **Main Issues**

2.7.1 Impact on character including the setting of the conservation area.

- Impact on the character of the area (including design and layout issues)
- Highway safety
- Residential Amenity

3 **Report Detail**

3.1 **Position under the Development Plan Policies**

3.1.1 The site is towards the town centre of Melton and Policies SS1-SS2 apply. The site is also allocated under policy MEL7 for residential development.

3.2 **Impact upon the character of the area**

3.2.1 Policies EN6, EN13 and D1 all refer to visual amenity and settlement characteristics including heritage assets.

3.2.2 The site occupies a prominent location at the junction of Thorpe Road, Norman Way and Saxby Road. The site comprises a large parcel of land with mature trees and open space along the frontage with the buildings generally set well into the site. The area is in mixed use with residential and commercial to the north, the hospital to the east, residential to the south and west with the commercial centre of the town further west

3.2.3 The submitted layout plan follows on from the indicative layout within the outline application which sets buildings off the site frontage to maintain a landscaped area adjacent to the highway and site developed using blocks of buildings. These principles were accepted at outline stage, although it was considered that the previous indicative layout was parking dominated. The layout positively addresses Thorpe Road to create an active frontage and a linear street scene in keeping with the area:



- 3.2.4 In this respect the proposed layout is considered to have been improved, with the off street parking amenity shown to be close and convenient position for future occupants while also being contained within the site and away from away from prominent areas.
- 3.2.5 Retention of the mature trees along Thorpe Road is considered to secure the existing green infrastructure at the site and the landscaped areas either side of the main access are considered to achieve an enhancement that links to the original goals of the re-development of the site at outline stage.
- 3.2.6 Furthermore, the comments from LCC Forestry are noted which raise no objection to the scheme and consider the choice of native species within the landscaping scheme to be appropriate.
- 3.2.7 In terms of density, the immediate surrounding area along Thorpe Road contains a large proportion of terrace dwellings, as well as larger semi-detached. The proposed house type designs are considered to be of a size and scale that would be in keeping with the general character of the surrounding area with the overall number of dwellings not exceeding the limit set at outline stage. The size of the associated private garden areas are also considered to reflect the character of the surrounding area.
- 3.2.8 The amended plans show a housing mix of 2 and 3 bedroom dwellings: 19 x 2 beds (both double bedrooms) 18 x 3 beds (7 with all 3 bedrooms as doubles and 11 with 2 doubles and one single bedroom) the Housing Officer has expressed approval in terms of the housing mix put forward, as well as the size of the bedrooms shown within the proposed housing types which are improved over the indicative details at outline stage with a greater proportion of double size bedrooms.
- 3.2.9 The facing brickwork external finish of the proposed dwellings is considered to be an appropriate finish given the surrounding area is predominately made up of the dwellings that have traditional red facing brickwork with a range of architectural detailing such as stone headers and cills, which are features characteristic of the area. However a condition requiring precise details to be submitted and approved is considered appropriate in the event that planning permission is granted.
- 3.2.10 The central block and wings of the former workhouse building is indicated within the submitted layout plan within the blue line area. The building is recognised as an undesignated heritage asset and has an extant full planning permission for its retention and conversion into four dwellings and four residential apartments with associated parking and amenity space.
- 3.2.11 Paragraph 197 of the NPPF requires Local Planning Authorities to take account of the desirability of sustaining and enhancing the significance of heritage assets. Policy EN13 of the Melton Local plan echoes this and seeks to ensure the protection and enhancement of Heritage Assets including non-designated heritage assets
- 3.2.12 The proposed layout is considered to pay due respect to the workhouse building with an absence of any built form within the main view of the workshop building from the highway. As such, it is considered that the proposed development would preserve the long term future of the non-designated heritage asset in accordance with the aims of Policy EN13 and section 13 of the NPPF.

- 3.2.13 **In light of the above, it is considered, the proposal would result in an enhancement of the site and on the wider surroundings, in compliance with Policies EN6, EN13 and D1.**
- 3.3 **Highway Safety**
- 3.3.1 The proposed development would be served by a vehicular access off Thorpe Road. Access was a matter for consideration within the original outline consent and the submitted layout plan shows no change to the approved design of the access arrangement and is therefore not relevant to this application.
- 3.3.2 Parking amenity is shown to be 76 spaces which equates to 2 spaces per dwelling. This would be in accordance with the level shown at outline stage and is considered to be an appropriate level given the size of the dwellings and the close proximity to Melton Town centre and associated public amenities as well as transport links. Moreover a condition was attached to the outline planning permission requiring this level of provision, which is satisfied. Parking spaces are predominantly side by side with 'tandem' arrangements limited to just 4 of the plots. The Design SPD advises that 'tandem parking' should be considered as a 'last resort' and its limited inclusion in this layout is required to create the building lines and streetscapes necessary to create a street layout sympathetic to the surrounding area. Furthermore, the inclusion of tandem parking in small pockets of the proposed layout would allow for landscaped areas and private garden areas to be optimised in these locations. In light of the above, it is considered that the small amount of tandem parking would be acceptable in this instance.
- 3.3.3 The comments of the Highway Authority are noted and while no objection has been raised in relation to access and parking amenity, it is acknowledged that further revisions over the finer details of the layout have been requested. These relate to the following:
- a raised table fronting plots 1, 37, 40 and 43.
 - shared surface arrangements on the private drive serving plots 25 and 26
 - Amendments to the turning head layout to comply to with figure DG4b of the Local Highway Design guide.
 - Adjustment of the private parking bay to serve plot 37 (to relocate and eliminate tandem arrangement).
- 3.3.4 However, it is considered that as these details do not go to the heart of the proposed development and with the inclusion of suitably worded condition these details can be assessed through the submission of a discharge of condition application.
- 3.3.5 **Given the above, it is considered the proposal includes suitable layout (subject to the minor adjustments referred to above) and off street parking amenity in accordance with the outline permission, and would not give rise to any material highway safety concerns.**
- 3.4 **Residential Amenity**
- 3.4.1 Policy D1 relates in part to residential amenities. The site has been historically used for health provision which would have generated significant levels of traffic and footfall. The redevelopment of the site, while containing a relatively high density, is considered comparative in terms of level of activity and associated noise to the historic use of the site.
- 3.4.2 The surrounding area has a mix of uses but is bordered by residential development on three sides albeit separated by the highway to the west. It is acknowledged that

commercial uses are located to the south of the site. However, the proposed layout shows the proposed dwellings along to the southern side of the site to be orientated with rear gardens separating the dwellings from existing site boundaries.

- 3.4.3 It is acknowledged that the issue of noise from Melton Building Supplies on the adjacent site and other industrial uses in close proximity was considered within the outline application. Condition 11 of the outline consent requires details of an acoustic mitigation scheme to be submitted prior to development at the site and was attached due to the comments from the Environmental Health department. While falling outside of the remit of this reserved matters application, it is considered that mitigation measures detailed with an appropriate scheme, which would be determined within a discharge of condition application, would ensure that the residential amenity of future occupiers is protected.
- 3.4.4 The proposed layout plan is considered to include a sufficient level of separation between the blocks of building to ensure that there would be no material overbearing, overlooking or overshadowing impact on neighbouring amenity.
- 3.4.5 **It is considered the residential amenities of existing and future occupiers would be acceptable and the proposal complies with Policy D1 and the draft Design of Development SPD**

4 Consultation & Feedback

- 4.1 A site notice was posted, the application advertised and neighbouring properties consulted. One response has been received objecting, and an additional response making comment. The content is summarised in Appendix B below

5 Financial Implications

- 5.1 There are financial implications through the s.106 monies described within the associated outline consent. This secured funds for education capacity (primary and secondary) and towards new health facilities within Melton Mowbray and these will be realised when this scheme is implemented.

Financial Implications reviewed by: N/A

6 Legal and Governance Implications

- 6.1 Legal implications have been included in the main body of the report. No specific issues are identified. Legal advisors will also be present at the meeting.

Legal Implications reviewed by: Tom Pickwell (Solicitor)

7 Background Papers

- 7.1 19/00909/OUT - Change of use of the central block and wings of the former workhouse building to comprise 4 houses and 4 residential apartments with associated parking and amenity space. Outline application for demolition of existing buildings and structures on site and redevelopment of the site for up to 38 new dwellings together with associated access and site infrastructure. All matters are reserved except access. Approved 21.01.2021

8 Appendices

- 8.1 Appendix A – Summary of Statutory Consultation Responses
- 8.2 Appendix B : summary of representations received
- 8.3 Appendc C :Recommended Conditions

8.4 Appendix D : list of applicable Development Plan Policies

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Chief Officer Sign Off :	J Worley , Asst Director for Planning and Delivery

Appendix A : Summary of Statutory Consultation Responses

LCC Highway Authority

Advice to Local Planning Authority

Background

The Local Highway Authority (LHA) have been consulted on the approval of the details of the layout, scale, external appearance of the buildings and landscaping of the site, pursuant to Condition 3 of Outline Planning Permission 19/00909/OUT at St Marys Hospital, Thorpe Road, Melton Mowbray.

It is understood that application 19/00909/OUT sought full planning permission for the change of use of the former workhouse to provide up to four residential apartments along with associated access, car parking, landscaping and associated infrastructure. Outline planning permission with all matters reserved except for access was also sought for 44 residential dwellings and associated site infrastructure.

Site Access

As part of application 19/00909/OUT, submitted Drawing No. 003 demonstrated an access width of 5.5m, 6.0m radii and with 2.0m wide footways either side and 2.4m x 43m visibility splays in accordance with Part 3 of the Leicestershire Highways Design Guide (LHDG) available at;<https://resources.leicestershire.gov.uk/lhdg>.

The access proposals within Drawing 003 were the subject of Condition 21 of the Decision Notice for application 19/00909/OUT.

The access into the development site and associated works to the existing highway (between the existing carriageway and highway boundary) will need to be reviewed and processed under a S184/ S278 agreement.

Any changes to the double yellow road markings will require obtaining approval from LCC's Traffic and Signals Team.

Highway Safety

No Personal Injury Collisions (PICs) have taken place along the site frontage on Thorpe Road (A607) within the most recent five-year period. It is noted that a single PIC was recorded in this location during the outline planning application stage.

Four PICs have been recorded at the A606 Thorpe End/ A607 Norman Way/ A607 Thorpe Road/B676 Saxby Road junction. There appears to be no correlation between

these collisions and therefore the LHA have no pre-existing concerns regarding highway safety that would be exacerbated by the proposed development.

Trip Generation

A trip generation assessment for the proposed development, as part of application 19/00909/OUT, showed a net decrease in vehicle trips.

Internal Layout

The acceptability of an adopted road layout is subject to a Section 38 agreement in accordance with the Highways Act (1980). To be acceptable for adoption, the LHA requires a road layout to be designed fully in accordance with the Leicestershire Highway Design Guide (LHDG), which can be found at:

The proposed road width throughout the site is 4.8m in accordance with Table DG1 of Part 3 of the

Leicestershire Highway Design Guide (LHDG) and is a suitable width for adoption.

Changes Required Prior to Planning

The LHA request that the dimensions for all junction radii be supplied on the submitted drawing. In addition, the LHA also request that the road numbers are detailed on the submitted drawing.

The LHA note that on Revision K of Drawing SK001, the Applicant has added a new raised table adjacent to plot 45 and fronting plots 3 to 8. Due to the severity of the bend, the LHA considers that the bend acts as a speed control bend and therefore the raised table is not required at this location.

To aid road safety, please detail that a raised junction table will be installed fronting plots 40 to 43, 37 and 1, as this junction will be a busy location within the development.

The proposed shared surfaces beyond the turning head adjacent to plots 25, 26 and the POS area, are excessive lengths of carriageway that do not need to be adopted as public highway to facilitate access to cul-de-sacs beyond the turning head. Please amend the plan to detail the proposed shared surfaces as private drives and amend the turning head layout to comply with the LHDG.

The turning head should be designed so that it conforms to Figure DG4b of LHDG with the correct widths, radii, ending shortly after the radii / tangent point and should be tracked with Phoenix 2 refuse vehicle specification. The correct radii for the turning head being 7.5m. The private parking bay plot 37 is remote from the front door access point. Experience has shown this type of parking arrangement leads to inconsiderate parking at junctions and on footways. The Applicant is requested to review the layout to resolve this issue.

The LHA reminds the Applicant that no landscaping above a height of 0.6m will be provided within a vehicular or pedestrian visibility envelopes from the site access and parking bay locations.

Points for Information at this Stage

Gradients should conform to the standards set out in LHDG Table DG1: General geometry of residential roads (internal). This will be required at the S38 stage.

Please detail that drainage will be installed within private land to prevent surface water entering the public highway where plots fall towards the highway.

Other

The LHA welcome the Applicant adding a new leader that bollards will be provided in order to provide operational safety at the connection from the shared surface drive adjacent Plots 12-14 that connects to an extant footpath is provided.

Environment Agency

No comment to make on this application.

Lead Local Flood Authority

This application seeks reserved matters approval the details of the layout, scale, external appearance of the buildings and landscaping of the site, pursuant to Condition 3 of Outline Planning Permission 19/00909/OUT. The previous LLFA response stated that the outline application advised that SuDS would be required to provide treatment benefit to the site. Plans have since been submitted showing the location of SuDS and pervious paving. Note: Reserved matters applications are reviewed by the LLFA in relation to details such as 'access', 'appearance', 'landscaping', 'layout' and 'scale' only, in line with article 2 of the Town and Country Planning Order 2015. This response does not consider any surface water specific conditions which must be consulted on separately once the reserved matters are approved by the LPA.

Severn Trent

With reference to the above planning application the Company's observations regarding sewerage are as follows. Foul is proposed to connect into the public foul water sewer, which will be subject to a formal section 106 sewer connection approval. Surface water is proposed to connect into the public surface water sewer, which will be subject to a formal section 106 sewer connection approval. Planning Practice Guidance and section H of the Building Regulations 2010 detail surface water disposal hierarchy. The disposal of surface water by means of soakaways should be considered as the primary method. If this is not practical and there is no watercourse is available as an alternative other sustainable methods should also be explored. If these are found unsuitable, satisfactory evidence will need to be submitted, before a discharge to the public sewerage system is considered.

LCC Forestry

The Landscape plan by Welland indicates a number of native tree species for planting within the site and is acceptable. I would recommend that individual tree species identified in the key (T1-5) are also linked to the landscape plan to highlight where individual species are proposed for use.

LCC Ecology

The Landscaping Layout and Site Plan are acceptable, and I would therefore have no objections to this application

Leicestershire Police

Leicestershire Police have no formal objections in principle to the application

- General Recommendations
1. Street lighting columns to BS 5489 are recommended.
 2. Appropriate fencing should be used to enclose the perimeter and is recommended to be 1.8m in height. This can be via planting or manufactured fencing.
 3. Key access points leading into the development should be considered for CCTV coverage supported by lighting to allow identification during day and night. This would allow vehicle and facial recognition in key areas. Appropriate signage should be in place to be compliant with the Data Protection Act.
 4. Lampposts at vehicle entry points recommended to have electrical spur to allow power supply for CCTV. (Section 38 Agreement Recommended)
 5. Natural surveillance should be possible via ground level foliage being trimmed to 1m high and trees to have no foliage lower than 2m from the ground to allow a clear field of vision.
 6. Vehicular parking is recommended to be in curtilage as part of the dwellings where possible. Communal parking should be supported by natural observation, lighting and be set in clearly defined areas to deter unauthorised access.
 7. Consideration of Secured by Design principles is recommended and information in respect to the different standards is available on request.
 8. Opportunities to explore the potential for S106/CIL funding should be undertaken with relevant parties if appropriate.
 9. Dwellings are recommended to have an Alarm System to BS7958 with coverage of garages included where applicable.
 10. Commercial sites may benefit from smoke cloaking devices to deter access and reduce potential loss

MBC Housing Officer

The amended plans show a good housing mix of 2 and 3 bedroom dwellings: 19 x 2 beds (both double bedrooms) 18 x 3 beds (7 with all 3 bedrooms as doubles and 11 with 2 doubles and one single bedroom) An affordable housing requirement is not required for this site due to vacant building credit.

Appendix B : Summary of representations received

Neighbours 1 objections/concerns on the following grounds:

- Concerns regarding the impact on daylight from the proposed development

Appendix C : Recommended Conditions

01

The development hereby permitted shall be constructed strictly in accordance with the following plans and reports received by the Local Planning Authority:

Location Plan: S001	Received 5 th August 2021
Site Layout Plan Rev K	Received 10th January 2022
Landscaping Layout Ref. 21004	Received 5 th August 2021
House Type A SK101	Received 5 th August 2021
House Type B SK102	Received 5 th August 2021
House Type C SK103	Received 5 th August 2021
House Type D SK104	Received 5 th August 2021
House Type E SK105	Received 5 th August 2021

02

Hard and soft landscaping works shall be fully carried out in accordance with the approved details, and completed within the first planting season following the first occupation of the development, and to a reasonable standard in accordance with the relevant provisions of appropriate British Standards or other recognised codes of good practice.

Any trees or plants which, within a period of five years after planting are removed, die or become, in the opinion of the Local Planning Authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of similar species, size and number as originally approved, unless the Local Planning Authority gives its written consent to any variation.

03

No development shall progress above slab level until details and representative samples of the materials to be used in the construction of the external walls and roof have been submitted to and agreed in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

04

Notwithstanding the approved layout plan Rev K, no development shall commence on site until the following highway details have been submitted to and approved by the Borough Council

- (i) Details of a raised table fronting plots 1, 37, 40 and 43.
- (ii) Details of proposed shared surface on the private drive serving

plots 25 and 26
(iii) Amendments to the turning head layout to comply to with figure DG4b of the Local Highway Design guide.

(iv) Further details of the private parking bay to serve plot 37.

Thereafter the development shall be carried out in accordance with the approved details.

Reasons

1. For the avoidance of doubt
2. To ensure satisfactory landscaping is provided within a reasonable period.
3. To enable the Local Planning Authority to retain control over the external appearance as precise details have not been submitted.
4. To ensure the highway layout is of adequate and in the interests of highway safety.

Appendix D: List of applicable Development Plan policies

Local Plan

- **Policy SS1 – Sustainable Development** seeks to secure development proposals which promotes and improves economic, social and environmental conditions in an area;
- **Policy SS2 - Development Strategy** sets out how development will be distributed across the Borough in accordance with a spatial strategy that states that Service centres and Rural Hubs will accommodate up to 35% of new housing on a proportionate basis through allocated sites and the delivery of a proportion of windfall development, and allows smaller scale housing within or adjacent to Service Centres and Rural Hubs.
- **Policy C1 (A) Housing Allocations.**
- **Policy C2 Housing Mix.**
- **Policy C3 National Space Standards and Smaller Dwellings.**
- **Policy EN2 – Biodiversity and Geodiversity** states that development proposals will protect and enhance biodiversity, ecological networks and geological conservation interests
- **Policy EN6 – Settlement Character** states that development proposals will be supported where they do not harm open areas which; Contribute positively to the individual character of a settlement; Contribute to the setting of historic

built form and features; Contribute to the key characteristics and features of conservation areas; and Form a key entrance and/or gateway to a settlement.

- **Policy EN7 Open Space, Sport and Recreation.**
- **Policy EN8 – Climate Change** sets out that all new development proposals will be required to demonstrate how the need to mitigate and adapt to climate change has been considered, subject to considerations of viability.
- **Policy EN9 Ensuring Energy Efficient and Low Carbon Development.**
- **Policy EN11 – Minimising the Risk of Flooding** sets out that development proposals do not increase flood risk and will seek to reduce flood risk to others.
- **Policy EN12 – Sustainable Drainage Systems** ensures that development proposals undertake surface water management and have acceptable run-off rates.
- **Policy EN13 – Heritage Assets** The Council will take a positive approach to the conservation of heritage assets and the wider historic environment
- **Policy IN2 – Transport, Accessibility and Parking** sets out that all new developments should, where possible, have regard to supporting and promoting an efficient and safe transport network which offers a range of transport choices
- **Policy D1- Raising the Standard of Design** requires all new developments to be of high quality design.

MBC Design of Development SPD (Draft)