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COMMITTEE:	**PLANNING COMMITTEE**
DATE:	**WEDNESDAY, 17 APRIL 2019 9.30 AM**
VENUE:	**GRAND HALL, HADLEIGH TOWN HALL, THE GUILDHALL, MARKET PLACE, HADLEIGH, SUFFOLK, IP7 5DN**

Members		
Conservative Peter Beer (Chair) Michael Creffield Alan Ferguson Michael Holt (Vice-Chair) Jennie Jenkins Adrian Osborne Lee Parker Ray Smith	Independent Clive Arthey Stephen Plumb David Rose Liberal Democrat David Busby	Independent Conservative Labour Luke Cresswell Babergh Unionist Sue Burgoyne

The Council, members of the public and the press may record/film/photograph or broadcast this meeting when the public and the press are not lawfully excluded. Any member of the public who attends a meeting and objects to being filmed should advise the Committee Clerk.

A G E N D A

PART 1
MATTERS TO BE CONSIDERED WITH THE PRESS AND PUBLIC PRESENT

Page(s)

1 **SUBSTITUTES AND APOLOGIES**

Any Member attending as an approved substitute to report giving his/her name and the name of the Member being substituted.

To receive apologies for absence.

2 **DECLARATION OF INTERESTS**

Members to declare any interests as appropriate in respect of items to be considered at this meeting.

3 **PL/18/27 TO CONFIRM THE MINUTES OF THE MEETING HELD ON 25 MARCH 2019** 1 - 12

4 **TO RECEIVE NOTIFICATION OF PETITIONS IN ACCORDANCE WITH THE COUNCIL'S PETITION SCHEME**

5 **SITE INSPECTIONS**

In addition to any site inspections which the Committee may consider to be necessary, the Acting Chief Planning Officer will report on any other applications which require site inspections.

6 **PL/18/28 PLANNING APPLICATIONS FOR DETERMINATION BY THE COMMITTEE** 13 - 16

An Addendum to Paper PL/18/28 will be circulated to Members prior to the commencement of the meeting summarising additional correspondence received since the publication of the agenda but before 12 noon on the working day before the meeting, together with any errata.

a **DC/18/02010 LAND ON THE EAST SIDE OF BRAMFORD ROAD, SPROUGHTON, SUFFOLK** 17 - 48

Notes:

1. Where it is not expedient for plans and drawings of the proposals under consideration to be shown on the power point, these will be displayed in the Council Chamber prior to the meeting.
2. The Council has adopted Public Speaking Arrangements at Planning Committees, a link is provided below:

   Public Speaking Arrangements

Those persons wishing to speak on an application to be decided by Planning Committee must register their interest to speak no later than **two clear working days before the Committee meeting,** as detailed in the Public Speaking Arrangements (adopted 30 November 2016).

The registered speakers will be invited by the Chairman to speak when the relevant item is under consideration. This will be done in the following order:

- A representative of the Parish Council in whose area the application site is located to express the views of the Parish Council;
- An objector;
- A supporter;
- The applicant or professional agent / representative;
- County Council Division Member(s) who is (are) not a member of the Committee on matters pertaining solely to County Council issues such as highways / education;
- Local Ward Member(s) who is (are) not a member of the Committee.

- Public speakers in each capacity will normally be allowed **3 minutes** to speak.

Local Ward Member(s) who is (are) not a member of the Committee are allocated a maximum of **5 minutes** to speak.

Date and Time of next meeting

Please note that the next meeting is scheduled for Wednesday, 1 May 2019 at 9.30 am.

For more information about this meeting, including access arrangements and facilities for people with disabilities, please contact the Committee Officer, Robert Carmichael 01449 724930- committees@baberghmidsuffolk.gov.uk

Introduction to Public Meetings

Babergh/Mid Suffolk District Councils are committed to Open Government. The proceedings of this meeting are open to the public, apart from any confidential or exempt items which may have to be considered in the absence of the press and public.

Domestic Arrangements:

- Toilets are situated opposite the meeting room.
- Cold water is also available outside opposite the room.
- Please switch off all mobile phones or turn them to silent.

Evacuating the building in an emergency: Information for Visitors:

If you hear the alarm:

1. Leave the building immediately via a Fire Exit and make your way to the Assembly Point (Ipswich Town Football Ground).

2. Follow the signs directing you to the Fire Exits at each end of the floor.

3. Do not enter the Atrium (Ground Floor area and walkways). If you are in the Atrium at the time of the Alarm, follow the signs to the nearest Fire Exit.

4. Use the stairs, not the lifts.

5. Do not re-enter the building until told it is safe to do so.

BABERGH DISTRICT COUNCIL

Minutes of the meeting of the **PLANNING COMMITTEE** held in the Guild Room, Hadleigh Town Hall, The Guildhall, Market Place Hadleigh, Suffolk, IP7 5DN on Monday, 25 March 2019 – 09:30 AM

PRESENT:

Councillor:	Peter Beer (Chair) Michael Holt (Vice-Chair)	
Councillors:	Clive Arthey	Sue Ayres
	Michael Creffield	Alan Ferguson
	Bryn Hurren	Jennie Jenkins
	Adrian Osborne	Lee Parker
	Stephen Plumb	David Rose

Ward Member(s):

Councillors:	Alastair McCraw Sian Dawson

In attendance:

Officers:	Acting Chief Planning Officer (PI) Area Planning Manager (GP) Planning Lawyer (IDP) Principal Planning Officer (JW) Governance Support Officer (RC)

Apologies:

Sue Burgoyne
David Busby
Luke Cresswell
Ray Smith

97 SUBSTITUTES AND APOLOGIES

Apologies of absence were received from Councillors Ray Smith, David Busby, Luke Cresswell and Sue Burgoyne.

Councillor Sue Ayres substituted for Councillor Ray Smith.

Councillor Bryn Hurren substituted for Councillor Dave Busby.

98 DECLARATION OF INTERESTS

Councillor Jennie Jenkins declared a non-pecuniary interest in application DC/18/04966 as she had been the Cabinet Member for Assets and Investments when the application was being formed. Councillor Jenkins declared that despite her previous involvement she would approach the application with an open mind.

99 PL/18/25 TO CONFIRM THE MINUTES OF THE MEETING HELD ON 20 FEBRUARY 2019

It was resolved that the Minutes of the meeting from 20 February 2019 were confirmed and signed as a true record.

100 TO RECEIVE NOTIFICATION OF PETITIONS IN ACCORDANCE WITH THE COUNCIL'S PETITION SCHEME

None received.

101 SITE INSPECTIONS

101.1 The Area Planning Manager advised the Committee of the request for 1 site visit as follows:

Application	DC/18/02010
Proposal	Planning Application. Residential Development of 54 dwellings with new vehicular access from Bramford Road (B1113), associated parking, landscaping and open space.
Site Location	**SPROUGHTON-** Land on the East Side of Bramford Road, Sproughton, Suffolk
Applicant	Hopkins Homes

101.2 Members considered the request for a site visit from Councillor Nick Ridley (Ward Member).

101.3 Councillor Lee Parker proposed that Members undertake a site visit. Councillor Adrian Osborne seconded the motion.

101.4 **RESOLVED**

That Members undertake a site visit on the 10 April 2019.

102 PL/18/26 PLANNING APPLICATIONS FOR DETERMINATION BY THE COMMITTEE

In accordance with the Council's arrangements for Public Speaking at Planning Committee, representations were made as detailed below relating to the items in Paper PL/18/26 and the speakers responded to questions put to them as provided for under those arrangements.

Application Number	Representations From
DC/18/04966	Sue Angland (Hadleigh Town Council) Simon Gladwell (Objector) Roger Young (Objector) James Lawson (Agent) Peter Buist (Agent) Cllr Sian Dawson (Ward Member)
DC/18/04991	Peter Buist (Agent)
DC/18/04992	None
DC/18/04971	None
DC/18/04966	None
DC/18/03646	Application withdrawn by applicant
DC/18/05610	Lucy Smith (Agent) Cllr Alastair McCraw (Ward Member)
DC/18/05018	None

The items of business were taken in the order as follows as set out by the Chair at the beginning of the meeting:

1. DC/18/03646
2. DC/18/04966
3. DC/18/04991
4. DC/18/04992
5. DC/18/04971
6. DC/18/04996
7. DC/18/05018
8. DC/18/05610

It was RESOLVED

That subject to the imposition of conditions or reasons for refusal (whether additional or otherwise) in accordance with delegated powers under Council Minute No. 48(a) (dated 19 October 2004) decisions on the items referred to in Paper PL/18/26 be made as follows:-

103 DC/18/03646 NEW STREET FARM, NEW STREET, GLEMSFORD, SUDBURY, SUFFOLK, CO10 7PY

103.1 Item F

Application	DC/18/03646
Proposal	Planning Application – Conversion of existing agricultural barn, rebuilding of linked yard buildings, removal of redundant buildings and erection of extensions to barn, creation of car park and new access to site to facilitate use for weddings, functions and events.
Site Location	**GLEMSFORD-** New Street Farm, New Street, Glemsford, Sudbury, Suffolk, CO10 7PY
Applicant	Mr & Mrs G Willemsen

103.2 The Acting Chief Planning Officer advised Members that an email had been received from the Applicant's Agent shortly before the start of the Committee meeting withdrawing the application.

103.3 **RESOLVED**

Withdrawn by applicant prior to Committee.

104 DC/18/04966 THE FORMER BABERGH DISTRICT COUNCIL OFFICES, CORKS LANE AND BRIDGE STREET, HADLEIGH, IP7 6SJ

104.1 Item A

Application	DC/18/04966
Proposal	Full planning application- Redevelopment to provide 57 dwellings (Use Class C3) with private amenity areas, parking fencing, landscaping, open space and refuse facilities, access roads and associated works and infrastructure, incorporating the part demolition and part retention and conversion of the existing office buildings (including the retention and conversion of The Maltings, 21 and 23 Bridge Street, River View, and the Cottage and demolition of Bridge House), site of the former Babergh District Council Offices and associated land.
Site Location	**HADLEIGH-** The former Babergh District Council Offices, Corks Lane and Bridge Street, Hadleigh, IP7 6SJ
Applicant	Babergh District Council

104.2 The Area Planning Manager presented the application and the associated Listed Building Consent applications (DC/18/04991, DC/18/04992, DC/18/04971, DC/18/04996, DC/18/05018) to the Committee and the proposed layout of the site. The Area Planning Manager advised Members that the officer recommendation of approval had been amended and was

detailed within the tabled papers. It was also noted that the tabled papers included representations from Anglian Water, Sport England, a householder representation, and Hadleigh Cricket Club.

104.3 Members considered the representation from Sue Angland of Hadleigh Town Council, who spoke against the application.

104.4 The Area Planning Manager advised the Committee that Sport England had not formally objected to the proposal but that they could no longer support the application and that it was clear that further negotiations would need to take place as was detailed in the updated officer recommendation.

104.5 Members considered the representation from Simon Gladwell (Hadleigh Cricket Club) and Roger Young, who spoke as Objectors.

104.6 The Objectors responded to Members' questions on issues including: the current strike rate of cricket balls on the existing former council offices, the maintenance and cost of the netting detailed in the Section 106 Agreement, and recorded ball strikes to properties that were adjacent to the cricket pitch.

104.7 Councillor Adrian Osborne declared a non-pecuniary interest in application DC/18/04966 as he had played, and continued to umpire on the adjacent pitch. Councillor Stephen Plumb also declared a non-pecuniary interest as he had also played there in the past.

104.8 Members considered the representation from Peter Buist and James Lawson, Agents speaking on behalf of the Applicant.

104.9 The Agents responded to Members' questions on issues including: that the basis for the height of the netting had decided after a meeting with the cricket club, however the height could be changed and would be part of the negotiations if Members were minded to approve the application.

104.10 Members considered the representation from Councillor Sian Dawson, Ward Member.

104.11 Members debated the application on the issues including: the development of the former staff car park and the impact that this would have on Hadleigh, and the strategic interest of the site related to the Draft Joint Local Plan.

104.12 The Area Planning Manager and Acting Chief Planning Officer advised Members that the car park that was associated on the site was not a public car park and that the Draft Joint Local Plan did not have any material planning weight.

104.13 Members continued to debate the application on the issues including: the extent of the floodplain, the current state of Bridge House; where the Officer advised that it was beyond viable economic repair, and that the development when considered as a whole would enhance the conservation area and enable the re-use of designated heritage assets.

104.14 Councillor Sue Ayres proposed that the application be approved as detailed in the updated officer recommendation in the tabled papers. Councillor Adrian Osborne seconded the motion.

104.15 **RESOLVED**

(1) Subject to the prior agreement of a Section 106 Planning Obligation on appropriate terms to the satisfaction of the Corporate Manager - Planning for Growth to secure: (a) RAMS ecological contribution; (b) Demountable sports fencing to mitigate the impact of cricket ball strike on the residential units.

(2) That the Acting Chief Planning be authorised to grant Planning Permission on terms to his satisfaction, subject to [i] the satisfactory resolution of outstanding flooding matters relating to the exception test and [ii] confirmation that Sport England are content with the proposal, following negotiation and agreement of appropriate "Ball Strike" Mitigation

and that such permission be subject to conditions including:

Standard time limit (18 months)
Material finishes
Sport England – Ball Strike Mitigation Strategy
Highways – visibility splays
Highways – access details
Highways – surface water discharge details
Highways – loading and unloading areas
Highways – provision of parking
Highways – Refuse/Recycling bins
Highways – Demolition Management Plan
Highways – Construction Management Plan
Highways - Residents Travel Pack
Sustainable Urban Drainage System details
Surface water drainage scheme
Sustainable efficiency measures
Fire hydrants
Hard and soft landscaping plan
Landscape management plan
In accordance with Arboricultural Report
Arboricultural Method Statement
Archaeological building recording – Arup building and Bridge House
No noise from construction or demolition works
Construction Method Statement
No burning of construction waste and materials
Ecology – Habitats Site Mitigation
Ecology – Ecological Appraisal Recommendations
Ecology - EPS Licence for Bats
Ecology – Biodiversity Enhancement Strategy Lighting scheme details to be submitted EA - Contamination
EA – Flooding

(3) That in the event of the Planning Obligation referred to in Resolution (1) (a) above not being secured that the Acting Chief Planning Officer be authorised to refuse planning permission on appropriate grounds."

105 DC/18/04991 21 BRIDGE STREET AND ADJOINING BUILDINGS HADLEIGH

105.1 A short comfort break was taken between 11:22-11:35 after the completion of application DC/18/04966, but before the commencement of DC/18/04991.

105.2 Item B

Application	DC/18/04991
Proposal	Application for Listed Building Consent – Partial demolition works; internal and external alterations to form 2 ground floor apartments and 1 duplex apartment at ground and first floor level.
Site Location	**HADLEIGH –** 21 Bridge Street and adjoining buildings, Hadleigh.
Applicant	Babergh District Council

105.3 The Area Planning Manager presented the application to the Committee outlining the proposal, the Heritage response and that the officer recommendation was for approval.

105.4 Members considered the representation from the Agents who spoke on behalf of the Applicant regarding all the Listed Building Consent applications before Members associated with DC/18/04966.

105.5 It was noted that there were no other public speakers.

105.6 Councillor Clive Arthey proposed that the application be approved as detailed in the officer recommendation. Councillor Michael Creffield seconded the motion.

105.7 **RESOLVED**

(1) That the Acting Chief Planning Officer be authorised to grant Listed Building Consent subject to conditions including:

- **Standard time limit**
- **Window and door details**
- **Details of repairs**
- **All materials/fixtures to new build elements**
- **Landscaping and public realm details**
- **Level 3 Archaeological building recording**
- **Joinery colour**
- **Rainwater goods**

106 DC/18/04992 23 BRIDGE STREET HADLEIGH

106.1 Item C

Application	DC/18/04992
Proposal	Application for Listed Building Consent- Internal alterations to form 2 apartments.
Site Location	**HADLEIGH-** 23 Bridge Street, Hadleigh.
Applicant	Babergh District Council

106.2 The Area Planning Manager presented the application to the Committee outlining the proposal before Members, the layout of the site, the response from Heritage and the officer recommendation of approval.

106.3 It was noted by the Chair that there were no public speakers for the application.

106.4 Councillor Michael Holt proposed that the application be approved as detailed in the officer recommendation. Councillor Alan Ferguson seconded the motion.

106.5 **RESOLVED**

(1) That the Acting Chief Planning Officer be authorised to grant Listed Building Consent subject to conditions including:

- **Standard time limit**
- **Window and door details including joinery colour**
- **Details of repairs**
- **All materials/fixtures to new build elements**
- **Landscaping and public realm details**
- **Level 3 Archaeological building recording**

107 DC/18/04971 THE COTTAGE AND ADJOINING BUILDINGS, CORKS LANE. HADLEIGH

107.1 Item D

Application	DC/18/04971
Proposal	Application for Listed Building Consent – Partial demolition and internal and external alterations to enable the formation of 1 dwelling as per schedule of works.
Site Location	**HADLEIGH-** The Cottage and adjoining Buildings, Corks Lane, Hadleigh
Applicant	Babergh District Council

107.2 The Area Planning Manager presented the application to the Committee outlining the proposal before Members, the layout of the site, the response from Heritage and the officer recommendation of approval.

107.3 The Chair noted that there were no public speakers for the application.

107.4 The Area Planning Manager responded to a question from Members regarding the partial demolition and the structures that would be retained.

107.5 Councillor Lee Parker proposed that the application be approved as detailed in the officer recommendation. Councillor David Rose seconded the application.

107.6 **RESOLVED**

(1) That the Acting Chief Planning Officer be authorised to grant Listed Building Consent subject to conditions including:

- **Standard time limit**
- **Window and door details including joinery colour**
- **Details of repairs**
- **All materials/fixtures to new build elements**
- **Landscaping and public realm details**
- **Level 3 Archaeological building recording**

108 DC/18/04996 RIVER VIEW AND ADJOINING BUILDINGS, CORKS LANE HADLEIGH

108.1 Item E

Application	DC/18/04996
Proposal	Application for Listed Building Consent- Partial demolition works and internal and external alterations and extension to reinstate River View as a single dwelling and erection of 8 apartments.
Site Location	**HADLEIGH-** River View and adjoining buildings, Corks Lane, Hadleigh
Applicant	Babergh District Council

108.1 The Area Planning Manager presented the application to the Committee outlining the proposal before Members, the layout of the site, the response from Heritage and the officer recommendation of approval.

108.2 The Chair noted that there were no public speakers for the application.

108.3 Councillor Michael Holt proposed that the application be approved as detailed in the officer recommendation. Councillor Alan Ferguson seconded the motion.

108.4 **REOLVED**

(1) That the Acting Chief Planning Officer be authorised to grant Listed Building Consent subject to conditions including:

- **Standard time limit**
- **Window, door and railings details**
- **Details of repairs**
- **All materials/fixtures to new build elements**
- **Landscaping and public realm details**
- **Level 3 Archaeological building recording**
- **Joinery colour**
- **Rainwater goods**

109 DC/18/05018 MALTHOUSE AND ADJOINING BUILDINGS, BRIDGE STREET, HADLEIGH

109.1 Item H

Application	DC/18/05018
Proposal	Application for Listed Building Consent- Partial demolition and internal and external alterations to form 4 ground floor apartments; 4 first floor apartments in Historic Section. Conversion of and erection of extension to form 16 apartments.
Site Location	**HADLEIGH-** Malthouse and adjoining buildings, Bridge Street, Hadleigh
Applicant	Babergh District Council

109.2 It was noted that: With the agreement of the Chair as defined in the Constitution Part Paragraph 6.1 (Urgent Items), application DC/18/05018 has been added to the agenda with the following specified reason for urgency:

In this instance application DC/18/05018 was omitted from the agenda in error. This application is intrinsically linked to agenda item 6A and works referenced within DC/18/05018. Therefore, it will be appropriate for members to consider both applications at the same committee.

109.3 The Area Planning Manager presented the application to the Committee outlining the proposal before Members, the layout of the site, the response from Heritage and the officer recommendation of approval.

109.4 The Chair noted that there were no public speakers for the application.

109.5 Councillor Clive Arthey proposed that the application be approved as detailed in the officer recommendation. Councillor Stephen Plumb seconded the motion.

109.6 **RESOLVED**

(1) That the Acting Chief Planning Officer be authorised to grant Listed Building Consent subject to conditions including:

- **Standard time limit**
- **Window and door details including joinery colour**
- **Details of repairs**
- **All materials/fixtures to new build elements**
- **Landscaping and public realm details**
- **Level 3 Archaeological building recording**

110 DC/18/05610 11 AND 12 IPSWICH ROAD, BRANTHAM, CO11 1PB

110.1 Item G

Application	DC/18/05610
Proposal	Full planning application for the erection of 3 No. Houses, 6 No. flats and associated parking, following the demolition of existing dwellings
Site Location	**BRANTHAM-** 11 and 12 Ipswich Road, Brantham, CO11 1PB
Applicant	Babergh District Council

110.2 The Case Officer presented the application to the Committee outlining the proposal before Members, the layout of the site and the officer recommendation of approval with conditions.

110.3 Members considered the representation from Lucy Smith, speaking as the Agent on behalf of the Applicant.

110.4 The Agent responded to Members' questions on issues including: that the property was currently vacant and that if approved work would begin in the summer.

110.5 Members considered the representation from the Ward Member, Councillor Alastair McCraw who spoke in support of the application.

110.6 Councillor David Rose proposed that the application be approved as detailed in the officer recommendation. Councillor Lee Parker seconded the motion.

110.7 **RESOLVED**

That authority be delegated to the Acting Chief Planning Officer to grant full plans planning permission subject to the prior completion of a Unilateral Undertaking on terms to their satisfaction to secure the following heads of terms:

- **Affordable Housing (3no. units local need (initial let) and 6 no. district need)**
- **Ecological Mitigation Contribution**

and that such permission be subject to the conditions as summarised below and those as may be deemed necessary by the Acting Chief Planning Officer:

- **Standard time limit**
- **Approved plans**
- **Construction Management Plan**
- **Levels**
- **Highways – visibility splays**
- **Highways – loading / unloading and manoeuvring / parking provision**
- **Highways – access details**
- **Highways – refuse / recycling storage**
- **Ecology mitigation**
- **Biodiversity enhancement**

The business of the meeting was concluded at 12.30 pm.

……..
Chair

PL/18/28

BABERGH DISTRICT COUNCIL

PLANNING COMMITTEE

17 APRIL 2019

SCHEDULE OF APPLICATIONS FOR DETERMINATION BY THE COMMITTEE

Item	Page No.	Application No.	Location	Officer
6A	17-48	**DC/18/02010**	**Land on the east side of Bramford Road, Sproughton, Suffolk**	JH

Philip Isbell
Acting Chief Planning Officer

BABERGH DISTRICT COUNCIL

PLANNING COMMITTEE

SCHEDULE OF APPLICATIONS MADE UNDER THE TOWN AND COUNTRY PLANNING ACT 1990, AND ASSOCIATED LEGISLATION, FOR DETERMINATION OR RECOMMENDATION BY THE PLANNING COMMITTEE

This Schedule contains proposals for development which, in the opinion of the Acting Chief Planning Officer, do not come within the scope of the Scheme of Delegation to Officers adopted by the Council or which, although coming within the scope of that scheme, she/he has referred to the Committee to determine.

Background Papers in respect of all of the items contained in this Schedule of Applications are:

1. The particular planning, listed building or other application or notification (the reference number of which is shown in brackets after the description of the location).

2. Any documents containing supplementary or explanatory material submitted with the application or subsequently.

3. Any documents relating to suggestions as to modifications or amendments to the application and any documents containing such modifications or amendments.

4. Documents relating to responses to the consultations, notifications and publicity both statutory and non-statutory as contained on the case file together with any previous planning decisions referred to in the Schedule item.

DELEGATION TO THE ACTING CHIEF PLANNING OFFICER

The delegated powers under Minute No 48(a) of the Council (dated 19 October 2004) includes the power to determine the conditions to be imposed upon any grant of planning permission, listed building consent, conservation area consent or advertisement consent and the reasons for those conditions or the reasons to be imposed on any refusal in addition to any conditions and/or reasons specifically resolved by the Planning Committee.

PLANNING POLICIES

The Development Plan comprises saved polices in the Babergh Local Plan adopted June 2006. The reports in this paper contain references to the relevant documents and policies which can be viewed at the following addresses:

The Babergh Local Plan: http://www.babergh.gov.uk/planning/planning-policy/adopted-documents/babergh-district-council/babergh-local-plan/

National Planning Policy Framework:

http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950.pdf

LIST OF ABBREVIATIONS USED IN THIS SCHEDULE

AWS	**Anglian Water Services**
CFO	**County Fire Officer**
LHA	**Local Highway Authority**
EA	**Environment Agency**
EH	**English Heritage**
NE	**Natural England**
HSE	**Health and Safety Executive**
MoD	**Ministry of Defence**
PC	**Parish Council**
PM	**Parish Meeting**
SPS	**Suffolk Preservation Society**
SWT	**Suffolk Wildlife Trust**
TC	**Town Council**

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Committee Report

Item No: 1 **Reference:** DC/18/02010
Case Officer: Jo Hobbs

Ward: Brook.
Ward Member/s: Cllr Barry Gasper. Cllr Nick Ridley.

RECOMMENDATION – APPROVE PLANNING PERMISSION/LISTED BUILDING CONSENT WITH CONDITIONS

Description of Development
Planning Application. Residential development of 54 dwellings with new vehicular access from Bramford Road (B1113), associated parking, landscaping and open space.

Location
Land On The East Side Of, Bramford Road, Sproughton, Suffolk

Parish: Sproughton
Expiry Date: 30/09/2018
Application Type: FUL - Full Planning Application
Development Type: Major Small Scale - Dwellings
Applicant: Hopkins Homes
Agent: Mr Paul Sutton, Strutt and Parker

PART ONE – REASON FOR REFERENCE TO COMMITTEE

The application is referred to committee for the following reason/s:

It is a "Major" application for:

- a residential land allocation for 15 or more dwellings

Details of Previous Committee / Resolutions and any member site visit

A Member Site Visit was undertaken on Wednesday 10th April.

PART TWO – POLICIES AND CONSULTATION SUMMARY

Summary of Policies

Babergh Core Strategy 2014:

- CS1 Applying the Presumption in favour of sustainable development in Babergh
- CS2 Settlement Pattern Policy
- CS3 Strategy for Growth and Development

- CS11 Strategy for Development for Core and Hinterland Villages
- CS12 Sustainable Design and Construction Standards
- CS13 Renewable / Low Carbon Energy
- CS14 Green Infrastructure
- CS15 Implementing Sustainable Development in Babergh
- CS18 Mix and Types of Dwellings
- CS19 Affordable Homes
- CS21 Infrastructure Provision

Saved Policies in the Babergh Local Plan (2006):

- HS31 Public Open Space (Sites of 1.5ha and above)
- CR04 Special Landscape Areas
- CR07 Landscaping Schemes
- CR08 Hedgerows
- CN01 Design Standards
- CN04 Design and Crime Prevention
- CN06 Listed Buildings – Alteration/Extension/Change of Use
- TP15 Parking Standards – New Development

Supplementary Planning Documents

- Suffolk Adopted Parking Standards (2015)
- Rural Development and Policy CS11 (2014)
- Affordable Housing (2014)
- Supplementary Planning Guidance on Provision of Outdoor Recreation Facilities and Open Space 2010

National Planning Policy Framework 2019

Sproughton Action Plan 2010

Consultations and Representations

During the course of the application Consultation and Representations from third parties have been received. These are summarised below.

A: Summary of Consultations

Cllr Christopher Hudson (Suffolk County Council)
Many Sproughton residents have objected to the Hopkins Homes development, on the basis of:
Unsustainable traffic congestion.
Consequential pollution.
Unsustainable infrastructure demands
The relevant nature of the proposed new development.

For these reasons, may I raise them as relevant planning objections to the proposal as the local County Councillor.

Sproughton Parish Council

1st response: Object to the application. Concern over level of development proposed for Sproughton, impact on open countryside, landscape and creeping coalescence, traffic impact and in cumulation with other planned/emerging developments, setting, style and layout – development does not reflect this part of the village, impact on setting of heritage assets, flood risk and concern over surface water drainage strategy and foul water and sewerage disposal concerns.

2nd response: In response to the publication of the Babergh and Mid Suffolk Joint Annual Monitoring Report on 11 July 2018, SPC wishes to make further representations of objection.

Monitoring Report states that, as of 11th July 2018 Babergh has a 6.7 year Housing Land Supply based on figures derived from the Adopted Local Plan Core Strategy site allocations. NPPF requires applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise. The proposed development site is not allocated in the adopted local plan for development and as such it is outside the defined built up area of Sproughton and is in open countryside. The adopted Local Plan has sufficient Housing Land Supply to pass the 5 year test and is therefore considered up-to-date. The application cannot therefore be considered within the context of presumption in favour of sustainable development. The emerging Joint Local Plan is at a very early stage of preparation and there has been no consultation carried out in response to objections to housing allocations put forward in the draft plan. In reference to the NPPF, little, if no weight, can therefore be given to the emerging Joint Local Plan in relation to presumption in favour of sustainable development. The granting of planning permission for this development would prejudice the outcome of the current Plan making process as it would set a precedent over other sites which also appear within the emerging Local Plan and lead to a windfall approach to site development approvals and severely and materially undermine the principle of plan led development. The proposal is premature, and Sproughton Parish Council objects to the proposal and recommends that the LPA refuse to grant planning permission.

3rd response: Still object to planning application. Unsustainable development in the wrong place, does not consider Special Landscape Area designation on site, adverse impact on open countryside and creeping coalescence with Bramford, undermines plan-led process, highway and traffic impacts, setting and layout of proposed development failing to take account of listed buildings, flooding and surface water disposal from site, sewage disposal when there are existing issues at the Old Police House, lack of infrastructure for health, education and travel in cumulation with other applications in area, impact on biodiversity and lack of information on deer and dormice in submitted surveys.

Sproughton Working Group Findings: impact on Special Landscape Area, loss of best and most versatile agricultural land and open countryside, development impacts on listed buildings, creates light pollution, leads to creeping coalescence, adverse cumulative impact including in relation to traffic, no public benefits, sewerage system frequently overflows, landscape impact, does not support rural community or services, impact on river valley, design, scale and layout not in keeping with village, on fringe of village, already 2300 dwellings planned for parish, no doctors or dentists or capacity in schools, loss of open space, visual impact and effect on character of neighbourhood, loss of views and residential amenity, cumulative effect on tranquil area and air pollution, allocated land being developed so question why greenfield land needs to be developed, loss of open character of meadows and soft transition from open countryside to village, urbanising effect, development would demonstrably harm the character and appearance of the area and amenities enjoyed by residents, 2,310 homes proposed for Sproughton through emerging local plan, suggest pro-rata growth across parishes, no provision for wildlife corridors, consider harms outweigh public benefit which does not justify harm to heritage assets.

Historic England
Do not wish to offer comments.

Natural England
1st response: Insufficient info to assess impact on Stour and Orwell Estuaries Special Protection Area (SPA) and Ramsar site, and Orwell Estuary Site of Special Scientific Interest (SSSI). Habitats Regulations Assessment (HRA) needed and contribution to Recreational Disturbance Avoidance and Mitigation Strategy (RAMS).

2nd response: No objection to the original, can provide comments on HRA if needed.

Highways England
No objections.

Anglian Water
Assets owned by Anglian Water on site, permission required before works commence. Available capacity for foul water drainage at Sproughton Church Lane Water Recycling Centre. Surface water strategy unacceptable, no evidence to show surface water hierarchy has been met. Before connection to the public water surface sewer is permitted, confirmation of intended manhole connection point and discharge rate required.

Suffolk Preservation Society
Previously raised concerns about the harmful impact of the development on the setting of designated heritage assets including Sproughton Hall, Tithe Barn, Root Barn and the All Saints Parish church.

We welcome the revisions to the layout which show a significantly increased area of open space between Sproughton Hall, Tithe Barn, Root Barn and the new dwellings which will mitigate the heritage impact. We also consider that the revised layout has addressed our previous concern over the loss of view across the site from Bramford Road towards the heritage assets including the tower of the Church of All Saints. The revised orientation of the access road into the development and the layout of the dwellings should now retain this important view.

With regards to the design we are pleased that previous units 15-18 have been removed from the scheme as we had serious concerns regarding their design, glazing and balconies. However we continue to urge that the wall and roof materials of the proposed dwellings are informed by the village character and house types seen throughout Sproughton.

Suffolk County Council (SCC) Highways
1st response: Plan to demonstrate visibility splays required.

2nd response: Cumulative impact of developments in surrounding area requires consideration. Junctions B1113/Burstall Road/Lower Street and A1071/Swan Hill/High Street roundabout at or over capacity.

3rd response: Cumulative impact to be considered. Potentially severe delays at Station Road/Norwich Road, Church Road/Ipswich Road, Loraine Way/Lower Street/Burstall Road. Junctions experience issues during AM or PM peak hours, with worse performing movements for right turning vehicles. With increased congestion vehicles likely to turn to other routes which are unsuitable for increase in traffic. Pedestrian safety could also be compromised where pedestrians are trying to cross roads between queueing cars so not visible to other drivers. Potential for increase queuing and delays for all users.

4th response: No objections subject to conditions. Information submitted with the application shows that required visibility splays can be met; the traffic generated by this development and cumulatively with

other proposals in the area can be adequately mitigated against significant impacts; accident data has been reviewed and there are no patterns and no sections of highway where the layout or design has resulted in collisions in the last five years; pedestrian access provides connectivity to bus stops (within 100m of centre of site) and the wider footway network; catchment primary school 0.4 miles with a continuous footway link; high school is 3.7 miles with no continuous footway/cycle link. Conditions include provision of visibility splays, details of access, details of estate roads and footpaths, provision of carriageways and footways to binder course level prior to occupation, construction management plan, discharge of surface water, residents travel pack, manoeuvring and parking details and refuse/cycling bin presentation and storage details. A CIL contribution of £5,000 will be sought to make improvements to existing bus stops to make them wheelchair accessible kerbs. S106 contributions required to address cumulative impact of this and other proposals in area to include:

- B1113 - New zebra crossing north of Wild Man PH access - £15,050
- B1113/Burstall Lane/Lower Street Junction – Reduce kerb radii and install uncontrolled crossing points
- A1071/B1113 Beagle Roundabout – Widening of approach lanes to roundabout - £5,050
- Footway between Sproughton and Bramford – Cycle link on Loraine Way - £25,050

SCC Strategic Development

1st response: Education: S106 contribution for primary school places at Wolsey Grange £230,006; Pre-school places: surplus of places within ward of Brook; Playspace required on site; Transport issues to be addressed separately, concern over congestion issues in Sproughton and B1113 with on street parking; Libraries: CIL contribution of £13,824; Waste: waste bins and garden composting should be provided prior to occupation via planning condition; Supported housing: provision of or land for housing with care for older people; Sustainable Drainage Systems (SuDS) required, response separate from SCC Lead Local Flood Authority (LLFA); Fire hydrants secured through planning condition; Superfast broadband - requirement to ensure faster broadband provision.

2nd response: £230,006 primary place contribution through S106; Secondary place contribution £223,364 – Community Infrastructure Levy (CIL); No pre-school places as predicted surplus of spaces in ward of Brook; Play space provision needs consideration; Highways will respond separately but there are safety and congestion issues in Sproughton along B1113 with residents on-street parking; CIL required for libraries for £13,824; Waste - waste bins and garden composting bins should be provided before occupation secured by condition. Encourage installation of water buts; Build to Lifetime Homes standard and proportion of housing should be housing with care for older people; SuDS to be designed into scheme, LLFA will advise further; Fire Service suggest installation of sprinklers, and consider access for fire vehicles and provision of water for firefighting at application stage; Enable superfast broadband.

3rd response: Primary School: Not sufficient capacity at Sproughton CofE Primary School, request S106 contribution of £197,148 towards construction costs of new primary school at Wolsey Grange strategic allocation under application B/15/00993. Secondary School: no surplus spaces at catchment school (Claydon High School), or nearest schools (Westbourne Academy within 3 miles, Chantry Academy within 3 miles and One), so CIL funding bid of £186,654 will be made. Pre-school: there are a surplus of places in the Ward of Brook so no contribution required; Play space should be provided; Transport - full response to be provided directly from highway, but significant safety and congestion issues in Sproughton along the B1113 in which residents on-street parking reduces the ease of traffic flow, consideration should be given to creating parking restrictions along the B1113 and opportunities for off-street resident's parking; Libraries - CIL bid for £216 per dwelling totalling £11,664 will be sought; Waste bins and garden composting bins should be provided prior to occupation, and encourage installation of water butts for rainwater harvesting; Supported Housing - proportion of housing with care for older people based on local housing needs; Surface Water response to be provided separately; Ecology, landscape and heritage to be considered, suggest incorporating suitable roosting and nesting boxes within dwellings

for bats and birds, and suitable biodiversity features; Health Impact Assessment will need to be undertaken; Police Assessment will need to be undertaken; Fire Service - request fire hydrants through planning condition and strongly recommend installation of automatic sprinkler system, suitable access and water supply for fire-fighting; Superfast broadband should be supported.

SCC Lead Local Flood Authority (LLFA)
No objections subject to conditions.

SCC Archaeological Service
1st response: Potential for on-site archaeological assets, archaeological evaluation required prior to determination as preservation in situ on site may be required.

2nd response: Further trial trenching undertaken. Features include ring ditch likely to relate to remains of prehistoric burial mound, and Anglo Saxon and medieval ditches, therefore high potential of other features on site. Consider condition is appropriate for scheme of programme of archaeological works.

3rd response: No objection subject to conditions. An archaeological evaluation including geophysical and trial trenching now undertaken. Archaeological features include a ring ditch likely to relate to the remains of a prehistoric burial mound, as well as Anglo Saxon and medieval ditches. High potential for below-ground heritage assets of archaeological importance, and groundworks associated with the development will destroy archaeological remains which are known to survive in the development area. There are no grounds to consider refusal in order to achieve preservation in site of any important heritage assets. However in accordance with paragraph 199 of the NPPF any permission granted should be the subject of a planning condition to record and advance understanding of the significance of any heritage assets before it is damaged or destroyed.

SCC Fire Service
Fire hydrants to be secured through condition, consider installing fire sprinklers, and that access for fire-fighting appliances and water supplies are sufficient.

Place Services: Ecology
1st response: Objection due to insufficient information on protected and priority species, contribution required to RAMS and HRA required to be undertaken by Local Planning Authority (LPA) to consider the likely impacts from recreational disturbance from this residential development required, including a potential 2.7km daily dog-walking route within local footpath network.

2nd response: No objection subject to conditions to secure visitor management measures and ecological mitigation and enhancements. The Extended Phase 1 Habitat Survey Feb 2018, Phase 2 Ecological Surveys and Assessment Dec 2018, and Habitats Regulations Assessment Report Rev B Feb 2018 provides sufficient information to address previous concerns.

Place Services: Landscape
1st response: Suggest amendments are made to mitigate inevitable adverse impact on landscape character and visual amenity of Sproughton and Gipping Valley Special Landscape Area:
- Pedestrian footpath from development site on to Loraine Way design to follow Secure By Design standards for surveillance, with vehicle barriers, detailed design required;
- Clarification over location of surface water attenuation storage;
- Natural play equipment within open space strategy;
- Further low-medium shrub planting on eastern boundary, to help restrict views from Gipping Valley PROW;
- Landscape maintenance plan and specification by condition. Minimum of 5 years to support plant establishment; - Detailed landscape planting plan and specification, setting out existing and proposed

planting, species, size, quantity and spacing by condition; - Boundary treatment plan and spec by condition.

Site part of Rolling Valley Farmland landscape character type (LCT). Gentle valley sides, organic pattern of small fields, scattered landscape parks and small ancient woodlands on valley fringes. Site also within Valley Meadowlands LCT which are predominantly flat, low lying valley floors supporting pastoral land use and/or woodland or vegetation. Landscape Visual Impact Assessment (LVIA) identifies there would be moderately adverse effects on landscape character and visual amenity, specifically along Bramford Road and the Gipping Valley.

2nd response: No objections subject to conditions. Proposed development would have an inevitable adverse impact on landscape character and visual amenity of Sproughton and the Gipping Valley Special Landscape Area. However, proposed design does identify landscape mitigation measures that will help reduce the impact both short and long term. Make the following recommendations:

- Secure by Design principles applied successfully, but need to ensure height of hedge along footpath link along eastern boundary is managed so as to not block views of any footpath users entirely.
- Recommendations to enhance public realm further, including landscaping to soften appearance of fencing, unnecessary use of tapered kerbs in some locations.
- Discrepancies between masterplan and external works plan, and lack of consistency for materials used on parking areas, suggest to be addressed through condition.
- Opportunity for additional tree planting on green open space along main access road to improve views across the development and into open space to east. Opportunity for singular long life tree such as English oak on open space to north.

Suggested conditions of detailed hard and soft landscaping scheme and landscape management plan.

Babergh and Mid Suffolk District Councils (BMSDCs) Strategic Housing

1st response: Sufficient affordable houses are proposed, should be distributed within the site which they appear to be so in three locations. Market dwelling mix - opportunity to discuss with applicant.

2nd response: Affordable dwellings - 19 required on site, including 15 affordable rent and 4 shared ownership. Note growing demand for smaller homes in market dwellings, and two to three bedroom bungalows, apartments and houses. Suggest a broader range of properties to include flats/apartments, terraced, semi-detached and detached houses, and where appropriate bungalows for older people wishing to downsize.

BMSDCs Heritage

Consider the Heritage Impact Assessment submitted with the application does not appropriately identify the setting for various listed buildings around the application site. In regard specifically to the proposed layout, three views across the development land towards the Church have been identified, and state that 'the retention of these views would help to preserve the context and extended setting of the church as a key landmark building identifying the historic core of the village from the north-west'. The Heritage Team is not convinced that in manufacturing specific views which are currently broadly available to those moving along Bramford Road, could it be argued that the 'extended setting' of the Church is preserved, nor is reducing the amount of open space around these heritage assets help to preserve the immediate setting of these buildings.

In conclusion therefore, whilst it is acknowledged that the development is less harmful to the significance of the various assets than it was previously, the Heritage Team considers the development would harm the settings of the Hall, the Root Barn, the Tithe Barn and the Church. The development is therefore contrary to the requirements of the P(LBCA)A1990, the NPPF and the policies within the Local Plan. In

terms of the NPPF the development would cause a *medium level of less than substantial harm* - and it is for these reasons the Heritage Team does not support the development.

BMSDCs Environmental Health: Noise/Odour/Light/Smoke
No adverse comments subject to conditions.

BMSDCs Environmental Health: Contamination
Risk of contamination low, no objection but suggest condition on unexpected contamination.

BMSDCs Environmental Health: Sustainability
Further information required on how 10% renewable energy achieved on site. Condition sustainability and energy strategy if approved.

BMSDCs Arboricultural Officer
Revised tree report and Tree Protection Plan submitted 11th March are sufficient to fulfil the outstanding arboricultural element of this application.

B: Representations

Objections based on:

- Visual and historical importance to the village
- Blocking countryside views to current houses
- In Special Landscape Area and National Character Area
- Inappropriate near grade II listed houses and other historic houses
- Out of character with the village and area (including solar panels)
- Further visual impact assessment required
- Inappropriate location for village amenities
- No public benefit (NPPF paragraph 196)
- Not achieving well designed places (NPPF paragraph 127)
- Overlooking neighbour's properties
- Estate footpath running alongside houses back gardens causing concerns about privacy and security/crime
- Surface water flooding
- Wildlife issues
- Conservation of green spaces
- Urbanising countryside
- Environmental issues (light, noise and air pollution)
- Health issues (car fumes)
- Mature trees on boundary of land
- Too close to river
- Highways issues with increased traffic and speed high speed of traffic
- Overdevelopment of the village and out of scale (other developments applying for planning permission)
- In excess of local housing needs
- Development is too high density
- Development outside local plan and settlement boundary
- Area not a key site for delivery of housing strategy
- Estate would merge two villages together

- Strain of village amenities
- Strain on current sewage in area
- Lack of employment in the village
- Unaffordable houses
- Proposal does not promote sustainable development (economic, social and environmental)
- Development should be considered after Joint Local Plan adopted
- Concerns that development will lead to further development in the village
- Concerns development will take up shop carpark
- Against policy RLP2
- Want to be separate from Ipswich
- Investors taking advantage of small community
- Modern technology for better materials and conservation, water drainage and treatment, energy efficiency not detailed in plans
- Already a problem with parking, fears will get worse
- Will not enhance quality of life for existing residents
- Development plans and statements in scale and language which makes them unclear to public
- Development not considering other application in process and effects from them if they are approved
- Development will take away rural river walks

Neutral comment based on:

- No assessment on the impact of increased traffic
- Lack of details for access to the development
- Supports additional road infrastructure to support traffic
- Further environmental and archaeology assessment required

PART THREE – ASSESSMENT OF APPLICATION

1. The Site and Surroundings

1.1 The application site is located to the east side of Bramford Road in the village of Sproughton. Sproughton is defined as a 'Hinterland Village" in the Babergh District Local Plan Core Strategy 2014. The village settlement boundary aligns with the southern boundary of the application site.

1.2 The site comprises Grade 3 agricultural land, forming a meadow surrounded by hedgerows and interspersed vegetation on all boundaries. Part of the site is visible from Bramford Road, with the southern part of the site bounded by development along Bramford Road, Lower Street and most notably listed buildings forming Sproughton Hall and barns (Grade II), outbuildings and the Tithe Barn (Grade II).

1.3 To the east is Sproughton Hall, and the River Gipping, which is located around 30m from the site boundary with the intervening land mostly planted woodland. Adjoining the site to the south east and south of the site are dwellings and buildings that either front onto or are accessed via Lower Street. This includes Root Barn, Tithe Barn and Sproughton Community Shop. There are a number of properties along the southern boundary of this application site, which front onto Lower Street with rear gardens adjoining the application site, including the listed Walnut Cottage (Grade II). To the south west of the application site are further residential dwellings that face onto Bramford Road, again with rear gardens adjacent to the application site. Further along the west boundary of the site is

intermittent hedgerow and mature trees. Further to the south west of the application site is the junction of Bramford Road/B1113 and Lower Street and Burstall Lane. The Wild Man Public House is located at this junction, which is a Grade II listed building. To the north of the site are fields predominantly used for grazing, with the listed building of Runcton House (Grade II) in Bramford around 400m from the site boundary.

1.4 The site is not in, adjoining or within proximity of a Conservation Area, but there are the listed buildings noted above and the following within the vicinity of the application site;- Mill House, Mill, Lower House and The Stores, nos 2 & 4 on Lower Street (all Grade II), and the Church of All Saints (Grade II*) and nos 1-4 Close, Church Lane (Grade II). There are also other listed buildings located further away, including Sproughton Manor and Grindle House (both Grade II).

1.5 The site is not within a Special Area of Conservation, but is within the Risk Impact Zone for the Stour and Orwell Estuaries Site of Special Scientific Interest (SSSI). The site is also within a Special Landscape Area relating to the River Gipping, and covers the entirety of the application site. With regard to protected trees, there is one protected sycamore tree to the south of the site and a group of tree subject to a TPO outside of the site but directly adjoining the east boundary of the site.

1.6 The site is located directly adjoining the Built-Up Area Boundaries for Sproughton, and there are footpaths adjacent to Bramford Road and Lower Street that connect into the wider footpath network within Sproughton and to Bramford. There are no public rights of way through the site, but there is a public footpath located on the east side of the River Gipping within the vicinity of the site.

1.7 The boundary of both Bramford Parish and Mid Suffolk District Council are located approximately 25m to the north of this application site, running east to west. The site is also partly located within the Mineral Consultation Area. The proposed development and access road are located entirely within Flood Zone 1, with part of the site proposed for open space being within Flood Zones 2 and 3a.

2. The Proposal

2.1. The application is a Full application for 54 dwellings. There were originally 64 dwellings proposed but reduced to address planning issues as detailed further in the report below. The proposals to be considered by Members are:

- 54 dwellings including 19 affordable dwellings (35%) located to the north of the site
- open space including play area, and enhanced landscaping in and around site
- single vehicular and pedestrian access via B1113
- pedestrian footpath provision to Bramford Road and Lower Street
- market housing including; 4 no. two bed, 20 no. three bed and 11 no. four bed
- affordable housing including; 6 no. 1 bed, 11 no. 2 bed and 2 no. 3 bed
- mix of single storey bungalows, flats over garages and two storey dwellings
- single storey dwellings are located adjacent to the existing dwellings adjoining the site along Lower Street and Bramford Road.
- 120 parking spaces, with each dwelling meeting the required number in Suffolk Parking Standards for both cars and cycles.
- across the 3.45 hectare site a gross density of 15.65 dwellings per hectare (net density to be reported to Members at the committee meeting).
- materials of red, buff and multi bricks, render and weatherboarding which generally follow the Suffolk vernacular. Proposed rooftiles include red and black pantile along with black Eternit slate.

3. The Principle Of Development

3.1 The starting point for any planning decision is the development plan, as identified in Section 38(6) of the Planning and Compulsory Purchase Act 2004. Determination of any application must be made in accordance with the plan unless material considerations indicate otherwise. A key material consideration regarding the principle of development is the National Planning Policy Framework (NPPF) 2019.

3.2 Paragraph 7 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. At paragraph 8, this is defined as meaning that there are three overarching objectives which are interdependent and need to be pursued in mutually supportive ways: economic, social, and environmental. The NPPF goes on to state, however, that they are not criteria against which every decision can or should be judged (para. 9).

3.3 Babergh benefits from a five plus year land supply position as required by paragraph 73 of the NPPF. However, paragraph 213 of the NPPF identifies that the weight attributed to policies should be according to their degree of consistency with the NPPF. The closer the aims of the policy are to the NPPF the greater the weight that can be attributed to them.

Policy CS2 Settlement Pattern Policy

3.4 Policy CS2 (Settlement Pattern Policy) designates Sproughton as a Hinterland Village. Policy CS2 requires that outside of the settlement boundary, development will only be permitted in exceptional circumstances subject to a proven justified need. The site is outside the settlement boundary. Policy CS2 therefore applies.

3.5 The Core Strategy adopted in 2014 expressly anticipated, and stated within the document, that the District settlement boundaries would be reviewed and sites allocated for development following the adoption of the Core Strategy. The Local Development Scheme (LDS) produced in 2012 advised that a new combined LDS would commence in autumn 2012 and stated it was not possible to provide an up to date programme for site specific allocations. It is noted that in the original LDS in 2007 it was anticipated that the Site Allocations document would be adopted within 6 months of the Core Strategy having been adopted. This has not to date happened. The current LDS, published in July 2018, now indicates that the Joint Local Plan, including site allocations, will be adopted in February 2020.

3.6 The exceptional circumstances test at Policy CS2 applies to all land outside a settlement boundary. This blanket approach is not consistent with the NPPF, which favours a more balanced approach to decision-making. The NPPF does contain a not dissimilar exceptional circumstances test, set out at paragraph 79, however it is only engaged where development is isolated. For the reasons set out in this report, the development is not isolated. Paragraph 79 of the NPPF is not engaged.

3.7 Having regard to the material delay in the review of settlement boundaries and in the allocation of sites, and the absence of a balanced approach as favoured by the NPPF, the statutory weight to be attached to Policy CS2 is reduced. The fact that the site is outside the settlement boundary is therefore not a determinative factor upon which the application turns.

3.8 A momentum in favour of securing development that satisfies the objectives of sustainable development, and the need for a balanced approach to decision making, are key threads to Policy CS1, CS11 and CS15 of the Core Strategy. Unlike Policy CS2, these policies are consistent with the NPPF, carry full statutory weight and provide the principal assessment framework as it applies to the subject application. Policy CS18 is also a key consideration given the scale of development proposed.

Policy CS1 Presumption in Favour of Sustainable Development

3.9 Policy CS1 takes a positive approach to new development that seeks to secure development that improves the economic, social and environmental conditions in the Babergh district.

Policy CS11 Strategy for Development in Core and Hinterland Villages

3.10 As noted in the Core Strategy, delivery of housing to meet the District's needs within the framework of the existing settlement pattern means there is a need for 'urban (edge) extensions' as well as locally appropriate levels of growth in the villages. Policy CS11 responds to this challenge, setting out the 'Strategy for Development in Core and Hinterland Villages'. The general purpose of Policy CS11 is to provide greater flexibility in the location of new housing development in the Core and Hinterland Villages.

3.11 The site is an edge-of-settlement location where the criteria set out at Policy CS11 are engaged.

3.12 Policy CS11 states that development in hinterland villages will be approved where proposals are able to demonstrate a close functional relationship to the existing settlement and where the following criteria are addressed to Council's satisfaction:

(a) Core villages criteria:
i) the landscape, environmental and heritage characteristics of the village;
ii) the locational context of the village and the proposed development (particularly the AONBs, Conservation Areas, and heritage assets);
iii) site location and sequential approach to site selection;
iv) locally identified need - housing and employment, and specific local needs such as affordable housing;
v) locally identified community needs; and
vi) cumulative impact of development in the area in respect of social, physical and environmental impacts.

(b) Additional hinterland village criteria:
i) is well designed and appropriate in size / scale, layout and character to its setting and to the village;
ii) is adjacent or well related to the existing pattern of development for that settlement;
iii) meets a proven local need, such as affordable housing or targeted market housing identified in an adopted community local plan / neighbourhood plan;
iv) supports local services and/or creates or expands employment opportunities; and
v) does not compromise the delivery of permitted or identified schemes in adopted community / village local plans within the same functional cluster.

3.13 The accompanying 'Rural Development & Core Strategy Policy CS11 Supplementary Planning Document' (the 'SPD') was adopted by the Council on 8 August 2014. The SPD was prepared to provide guidance on the interpretation and application of Policy CS11, acknowledging that the Site Allocations Document foreshadowed in Policy CS11 may not be prepared for some time. Although the SPD is not part of the statutory development plan, its preparation included a process of community consultation before it was adopted by the Council, and is considered to be a material consideration when planning applications are determined.

3.14 The matters listed in Policy CS11, which proposals for development for Hinterland Villages must address, are now considered in turn. Policy CS15 criteria, which an application must score positively against, are addressed later in this report.

<u>The landscape, environmental and heritage characteristics of the village</u>

Impact on Landscape

3.15 The NPPF emphasises as a core principle the need to proactively drive and support sustainable development to deliver homes. It states that both the intrinsic character and beauty of the countryside should be recognised and that pursuing sustainable development involves widening the choice of high quality homes. The planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.

3.16 Furthermore, policies CS11 and CS15 of the Core Strategy require development proposals to protect the landscape of the district, and local plan policy CR04 seeks to maintain or enhance the special landscape qualities of the area and designed and sited so as to harmonise with the landscape setting. The Planning Practice Guidance advises that *'The opportunity for high quality hard and soft landscaping design that helps to successfully integrate development into the wider environment should be carefully considered from the outset, to ensure it complements the architecture of the proposals and improves the overall quality of the townscape or landscape'.*

3.17 Policy CS11 envisages that there will be some development in the countryside and it is axiomatic that the development of a greenfield site will result in an element of adverse impact; the key question is whether the character impact of the development is reasonably contained.

3.18 A Landscape Visual Impact Assessment has been submitted with the application. This identifies the impact to both landscape character and visual receptors to the development. They key impacts identifies are as follows:
- Permanent moderate adverse impact to land use
And by year 15 after completion of development:
- Minor adverse impact to character of Sproughton, Rolling Valley Farmland and Valley Meadowlands character areas and the Gipping Valley Special Landscape Area (SLA)
- Moderate adverse impact to listed buildings in vicinity (considered further in Heritage section below)
- Moderate adverse impact to users of Public Rights of Way, including PRoW 22 – Gipping Valley River Walk
- Moderate/Minor adverse impact to motorists and pedestrians using Bramford Road
- Moderate adverse impact to residents of Bramford Road to west of site
- Major/Moderate adverse impact to residents of Lower Street to south of site (considered further in the Residential Amenity section to this report).

3.19 The scheme has also been designed to incorporate and enhance landscape features on the site. The sycamore tree subject to a Tree Protection Order to the south of the site is to be protected and retained, along with trees and hedges along the boundaries of the site. There are two lower category trees and landscape features, along with three portions of one hedgerow proposed to be removed on the site. Other than these all trees and hedges are to be retained, and provided works are carried out to the specification in the submitted arboricultural report there would be no adverse impact to trees retained on site. Additional trees and hedges are proposed to be planted on the site to strengthen existing landscape features. The Council's Arboricultural Officer raises no objections to the development.

3.20 The Council's landscape consultant also raises no objections to the scheme subject to conditions for further details on the soft and hard landscaping scheme.

3.21 The concern of coalescence between Sproughton and Bramford has been raised in letters of objection. The proposed development would represent a small incursion on the open landscape between Sproughton and Bramford, but it must also be noted that there are intervening landscape features such as trees and hedges that create a greater sense of separation between the two. In light of the small

extent the proposed development would extend into this landscape this is not considered to lead to a significant level of landscape harm.

3.22 The proposed development therefore is noted to have some landscape impact. The extent of this impact however would only lead to minor adverse impacts to the landscape character, but some moderate adverse impacts to visual receptors from surrounding public rights of way. The extent of these moderate adverse impacts has been considered, and also noted that they occur in a limited area in the context of the wider landscape. An appropriate landscaping scheme could be secured through condition to ensure a high standard of landscaping is provided, as required by local plan policy CR07, and it is not considered any hedges of amenity or landscape significance would be adversely affected by the small extent of removal proposed. The heritage and amenity impacts are considered further in the report. These impacts must be balanced against the benefits the scheme would deliver.

Impact on Heritage Assets

3.23 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("the listed buildings Act") states: "in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority … shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses" i.e. having special regard to the desirability of keeping designated assets from harm. Further to this local plan policy CN06 requires proposals for development within the setting of a listed building amongst other matters respect those features which contribute positively to the setting of a listed building, including space, views from and to the building and historic layout.

3.24 There are a number of listed buildings in the vicinity of the application site as noted above, but the key heritage assets impacted by these proposals are considered to be Sproughton Hall, the Root Barn, the Tithe Barn and the Church of All Saints. A Heritage Impact Assessment has been submitted with the applicant. On review of this assessment, the Council's Heritage Officer does not agree with the assessment of setting for many of the heritage assets, considering that the setting of some heritage assets incorporates more than just their physical location but also the functional relationship of buildings such as the Tithe Barn with the Church and Sproughton Hall. In conclusion the Council's Heritage Officer considers that there would be a medium level of less than substantial harm to the key heritage assets noted above due to the incursion of development into the previously undeveloped setting of these listed buildings. This harm, which warrants the attachment of considerable importance in line with the statutory duty referred to above, must be balanced against the public benefits of the scheme, as required under paragraph 196 of the NPPF. This is considered further in the Conclusion to this report.

3.25 The site lies in an area of archaeological potential and the County Archaeologist requests an archaeological investigation condition should planning permission be granted. An archaeological evaluation including geophysical and trial trenching has already been undertaken. Archaeological features include a ring ditch likely to relate to the remains of a prehistoric burial mound, as well as Anglo Saxon and medieval ditches. There is considered to be high potential for below-ground heritage assets of archaeological importance, and groundworks associated with the development will destroy archaeological remains which are known to survive in the development area. However there are no grounds to consider refusal in order to achieve preservation in site of any important heritage assets. A condition is therefore recommended to record and advance understanding of the significance of any heritage assets before it is damaged or destroyed, to be in accordance with paragraph 199 of the NPPF.

<u>The locational context of the village and the proposed development</u>

3.26 Paragraph 10 of the SPD states proposals should be well related to the existing settlement and that the starting point for assessing this is whether or not the site adjoins the village settlement boundary. The SPD states a judgement will need to be made and issues to be taken account include:

- Whether the proposal would constitute ribbon development on the edge of the village
- How the site is connected to the existing settlement, jobs, facilities and services including location of site access and availability of sustainable transport links
- The scale, character and density of the proposal in relation to the existing adjoining development.
- Whether the proposal constitutes a logical extension of the built-up area of the village. Whether the proposal is self-contained and has logical, natural boundaries.

3.27 The site is very well related to the Sproughton settlement boundary, in part directly adjoining it and in other locations situated within very close proximity to it. The proposal would not constitute ribbon development given the proposed layout and depth of the site. The site is very well connected to the village in a visual sense, with residential development to the south of the site. The proposed scale and layout of development is not at odds with the form of neighbouring development along Lower Street and Bramford Road.

3.28 The site is in proximity to local village amenities including a community shop, primary school, public house and community facilities at the Tithe Barn. The proposed pedestrian access provides connectivity to bus stops (within 100m of centre of site) and the wider footway network. The catchment primary school is 0.4 miles from the site with a continuous footway link and secondary school 3.7 miles with no continuous footway/cycle link. It is accepted that trips beyond the village will be required for employment opportunities and supermarket shopping, to nearby locations such as Ipswich. Whilst it is accepted that the village is not well supported in terms of regular bus links, the village is in close proximity to Ipswich enabling people to cycle between Sproughton and Ipswich.

3.29 On balance it is concluded that the site has a functional relationship with the village and is in a sustainable location in respect of its access to local services and facilities.

Site location and sequential approach to site selection

3.30 The acceptability of the principle of development does not turn on whether or not the site is within the settlement boundary. There are no sites within the Sproughton settlement boundary which would enable a development of a scale commensurate with that proposed. There is a large amount of brownfield land in Sproughton at the former Sugar Beet site, but this is allocated for employment uses and has recently been the subject of various planning permissions pursuant to that allocation and which remain extant or have already been implemented. There are no other brownfield sites being promoted for development within or around Sproughton of this scale. Case law, namely *R (on the application of East Bergholt PC) v Babergh DC* [2016] EWHC 3400 (Admin), has clarified that in relation to sequential assessment, there is no requirement to consider alternative sites adjoining the settlement boundary, as sequentially they are within the same tier.

Locally identified need - housing and employment, and specific local needs such as affordable housing

3.31 In respect of affordable housing need, paragraph 2.8.5 of the Core Strategy advises that Policy CS11 will lead to greater flexibility in the provision of affordable housing, related to need which has to be considered more widely than just within the context of an individual settlement but also the other villages within that cluster and in some cases adjoining clusters. This is consistent with the requirements of the NPPF that aim to ensure that the local plan meets the needs for affordable housing in the housing market

area. Policy CS18 states that the mix, type and size of housing development will be expected to reflect established needs in the Babergh District. Policy CS19 also seeks to secure 35% affordable dwellings.

3.32 Paragraph 14 of the SPD states that proposals should be accompanied by a statement that analyses the local housing needs of the village and how they have been taken into account in the proposal.

3.33 The application is not supported by a full housing needs assessment, but does submit some evidence of surveys on local housing need, and meets the requirement of 35% affordable housing provided on site. Information submitted with the application indicates the Ipswich Strategic Housing Market Assessment (completed 2012) has one of the districts highest affordable housing need.

3.34 Sproughton Village Plan identified the following:

"…that there is a trend towards an older population with nearly 50% of the residents in the 25 15 years, 21% for 16 the village for their whole life."

3.35 In addition to this the applicants sought views of the residents of Sproughton at their public exhibition on 20th September 2017 regarding what type of housing did people feed was needed in Sproughton. The responses were as follows:

Starter homes for young first-time buyers – 15 people agreed
Affordable Housing – 13 people agreed
5-bedroom houses – 1 person agreed
4-bedroom houses – 7 people agreed
3-bedroom houses – 12 people agreed
2-bedroom houses – 11 people agreed
1-bedroom houses – 5 people agreed
Bungalows – 14 people agreed

3.36 The mix of house sizes proposed under this application are:

Market housing including;
- 4 no. two bed (12%)
- 20 no. three bed (57%)
- 11 no. four bed (31%)

Affordable housing including;
- 6 no. 1 bed (32%)
- 11 no. 2 bed (58%)
- 2 no. 3 bed (10%)

3.37 Council's Strategic Housing Officer has identified the Strategic Housing Market Assessment completed in 2017 specifies demand for new open market dwellings as follows:

Bed No's	Babergh DC
1	18%
2	29%
3	46%
4	6%

3.38 The affordable housing mix required is identified as followed:

Bed No's	Percentage
1	41%
2	40%
3	16%
4	3%

3.39 The Council's 2014 Suffolk wide Housing Needs Survey showed there was a need for small homes across all tenures, both for younger people who may be newly formed households but also for older people who are already own property but may wish to downsize. The Council's Housing Officer requests that a range of 2, 3 and 4 bedroom properties to include flats/apartments, terraced, semi-detached and detached houses, and bungalows where suitable.

3.40 The proposed market housing mix contains a significant number of 2 and 3 bedroom dwellings along with bungalows which is reflected in the information gathered at the above public consultation event. Further to this the proposed affordable housing mix is in line with the required mix from the 2017 SHMA. A range of properties including flats, terraced, semi-detached and detached houses and bungalows are also proposed on the site.

3.41 The identification of local housing need could be stronger with a full local housing needs assessment. However, on balance some evidence is submitted to allow an assessment to be made against policy CS11. On balance it is considered that the proposed development would go some way to meet local housing need in relation to private market housing, and meet the requirements of affordable housing need.

Locally Identified Community Needs

3.42 The SPD states that proposals should be accompanied by a statement that assesses the community needs of the village and how they have been taken into account in the proposal. The application is not supported by a community needs assessment.

3.43 However, the development will generate contributions towards community infrastructure, to be spent on local services and infrastructure. The proposal would deliver benefits through CIL that are considered to satisfy this element of Policy CS11.

Cumulative impact of development in the area in respect of social, physical and environmental impacts

3.44 There is no evidence before officers, with the exception of highway impact addressed further below, to suggest the scheme will result in an unacceptable cumulative impact on the area in the context of social, physical or environmental impacts. There are no concerns raised by infrastructure providers and therefore the scheme does not result in an adverse cumulative impact on the area.

3.45 Any additional infrastructure requirements are a consequence of the development, they are not adverse social, physical or environmental impacts. Subject to mitigation where required, there are no grounds to reject the proposal because of any unacceptable adverse impact on local services and infrastructure. The proposal complies with this element of Policy CS11.

Development scale, layout and character

3.46 Local plan policies CN01 on design and CN04 on designing out crime are also key considerations. The character and layout of the proposed development is focused on the green space surrounding the development. The development seeks to provide a mix of dwellings, but does focus on sets of terraced dwellings. The entrance to the site has been well thought out, with a key feature of the site ensuring views are retained through to the Root Barn, Tithe Barn and All Saints Church. Development faces onto Bramford Road adjacent to the existing dwellings along Bramford Road. Development would back onto Bramford Road to the north of the proposed access into this development, but given the existing mature vegetation and trees it is considered an appropriate layout as retention of this vegetation is important in

landscape terms. The scale of development has been carefully considered, with a good proportion of bungalows incorporated, picking up on the nearby scale of development.

3.47 It is noted that plots 37-44 would lead to a larger building than others on the site. This has been considered for its acceptability. When viewing its location within the site and with surrounding vegetation, the building would be on the corner of the development and serve as a focal point. The use of the lower ridge height on part of the building also seeks to reduce the dominance of the built form to a degree. Given that this building would face onto an open space it is not considered to be overly-dominant within the wider scheme.

3.48 Detail on materials has been provided, and indicate materials of the local Suffolk vernacular. A condition is recommended to agree final materials, notwithstanding the details submitted, to ensure appropriate use of materials. A condition is also requested by the Council's Landscape Consultant to confirm hard landscaping details as there is some discrepancy between submitted plans.

3.49 The open space proposed on site would provide a sufficient level of open space as required by local plan policy HS31 Public Open Space and a play area, which would be secured through a Section 106 agreement.

Settlement context

3.50 As noted above, the site is well related to the village in visual and physical terms, consistent with this criterion.

Meets local need identified in neighbourhood plan

3.51 There is no draft or emerging neighbourhood plan in Sproughton.

Supports local services and/or creates employment opportunities

3.52 The development of 54 dwellings would create short term employment opportunities. The future residents of these dwellings would also support local services in the village (and naturally, consistent with the NPPF and the Functional Cluster model within the Core Strategy, support services and facilitates within settlements nearby).

Delivery of permitted schemes

3.53 There is no evidence before the Council that the proposal would compromise the delivery of other permitted schemes in the village.

Policy CS15 Sustainable Development

3.54 Policy CS15 sets out how the Council will seek to implement sustainable development. A number of criterion set out at CS15 have already been considered in this report, those that have not are considered further below.

3.55 Policy CS15 seeks to minimise the need to travel by car using alternative means and improving air quality. The site is well connected in highway connectivity terms. As acknowledged above, the proposal will generate vehicle trips for travel to employment and other services such as food shopping not provided in the village. This said, as noted above, the village has many of the day to day services expected in a hinterland village of this size. Employment opportunities are available in nearby Ipswich.

3.56 Policy CS15 sets out criteria relating to economic benefits, supporting local services, sustainable design, and creation of green spaces, minimising waste and surface water run-off and promotion of healthy living, along with Policy CS14 on green infrastructure. Further to this paragraph 78 of the NPPF identifies that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities, and paragraph 79 seeks to avoid the development of isolated homes in the countryside. The proposal respond favourably to these matters.

3.57 A Phase 1 Desktop Contamination Report supports the application. Environmental Health raise no objection to the proposed development from the perspective of land contamination. The proposal complies with criterion vii of Policy CS15 insofar as it relates to land contamination.

4. Site Access, Parking And Highway Safety Considerations

4.1. Paragraph 109 of the NPPF states that development may be prevented or refused on highway grounds where there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. The proposed development has been considered in terms of impact on the wider road network through the Transport Assessment submitted with the application. The site access via Bramford Road and impact on the wider road network have been considered to road capacity and highway safety. Paragraph 111 of the NPPF also seeks Travel Plans for development that generate significant amounts of movements.

Impact on wider network

4.2 The Transport Assessment submitted with the planning application assessed the likely impact of vehicular traffic associated with the proposed development. Traffic modelling was undertaken to consider the impact of this development and trip generation on key local junctions using recent traffic survey data. Both the individual and cumulative impacts of this development with other surrounding planning applications has been considered. These applications included the following applications and sites:

- 18/00233 land east of Loraine Way, Bramford (195 dwellings and pre-school)
- 19/00567 land north of Burstall Lane, Sproughton (114 dwellings, including employment, nursery)
- B/15/00993 at land north and south of Poplar Lane, Sproughton (620 dwellings, employment and commercial uses and other associated infrastructure)
- 19/01401 - land south of Fitzgerald Road, Bramford (175 dwellings)

4.3 The Highway Authority carried out analysis of the applications Transport Assessments/Statements for the above planning applications. This identified the potential for cumulative highway impacts from all potential development sites coming forward, in particular there are significant/potentially severe delays at key junctions of Loraine Way/Lower Street/Burstall Road in Sproughton. Subsequent discussions were held with the developers of the above sites to consider how the identified cumulative highway impacts could be mitigated.

4.4 A series of improvements have been identified by the Highway Authority for all of the above schemes to contribute proportionally to, to address the cumulative highway impacts. These will be secured via Section 106 contributions from each developer. These include:
- A1071/B1113 Beagle Roundabout – junction improvements to widen approach lanes to roundabout
- New zebra crossing on B1113 to the north of Wild Man Public House
- B1113/Burstall Lane – reduce kerb radii and install uncontrolled pedestrian crossing
- New cycle link between Sproughton and Bramford – cycle link on Loraine Way/footway improvements

4.5 The above improvements require all developments to come forward to enable the full cost of the works to be secured. It has been considered what would happen if one scheme were to stall or to not come forward. In this instance some improvements could still be carried out for example on the Beagle Roundabout. In this instance the roundabout widening could be delivered by the first development, and signals/widening delivered by later sites. If insufficient funds were secured to deliver the zebra crossing or uncontrolled pedestrian crossing on the B1113, the funds that have been collected from commenced developments would be put towards delivering the new cycle link between Sproughton and Bramford. This is considered to adequately mitigate the highway impact for this proposed scheme.

4.6 Members may also wish to note within the vicinity of this application site the following improvements would be secured if the following planning applications were granted permission and constructed. These improvements listed below are required to mitigate the direct impacts of the planning consents below, and so it is not reasonable to require this application currently being considered by Members to contribute to these. The improvements to be secured through planning condition are:

Planning application 19/00567 at land north of Burstall Lane, Sproughton:
- B1113/Access to site – new priority junction with right hand turning land
- Burstall Lane – removing link to Bramford Road, creating a pedestrian area/prohibition of motor vehicles except access

4.6 Through the work to consider the cumulative impact of proposed development in the vicinity of this application site, two application sites in Barham and Claydon were also considered. These were 18/00861 for 73 dwellings on land at Ely Road in Barham and Claydon, and land east of Norwich Road in Barham for 269 dwellings. These were considered but there was not considered to be a cumulative impact with this application site currently being considered by Members as they are too geographically detached, most notably by the A14, for traffic from those developments to impact roads and junctions around this application site.

4.8 Whilst the applicant identifies their scheme would only have a minimal impact, they do have an impact in conjunction with existing road capacity and proposed developments in the area. It is therefore considered reasonable to secure the above mitigation measures. With these two junctions and the identified mitigation measures the highway impact would only be approaching capacity and not a severe adverse highway impact, as is the test under paragraph 109 of the NPPF.

4.9 Highways England have been consulted and raised no objection in terms of the impact on the trunk road A14 and its junctions in the vicinity of the application site.

On site access and other highways matters

4.10 The application seeks detailed consent for the access point on Bramford Road. The proposed junctions has been designed to an acceptable level with appropriate visibility splays which are to be secured through planning condition.

4.10 accident data has been reviewed and there are no patterns and no sections of highway where the layout or design has resulted in collisions in the last five years;

4.11 Saved Policy TP15 of the Local Plan seeks to ensure parking provision for new development complies with the Suffolk Parking Standards. This development plan policy is given full weight as it is considered to align with paragraphs 105 and 106 of the NPPF in providing minimum parking space standards unless compelling reasons justify otherwise. The site layout plan shows parking and garage spaces can be provided for each dwelling. The number of parking spaces within the development, exceeds the minimum requirements. There is only one visitor space identified however. But it is

considered that there is sufficient space on site for visitor parking, and with some overprovision of parking spaces for some dwellings there is on balance sufficient visitor parking. There is also one parking area to the side and rear of plot 34. This is not considered to be a good design solution to providing safe and secure parking, but the parking court is visible from the highway. Therefore in this instance there is considered to be a reasonable amount of surveillance and is acceptable. There are also four uses of triple parking spaces, with one car behind another. This is not considered to be a good solution to parking as residents are unlikely to want to park in this manner. There are limited instances of this occurring however, and on balance there is considered sufficient space around the dwellings for parking to occur on highway without creating obstruction to the access road. This is not considered a sufficient reason to refuse the scheme given the limited instances where it occurs. The Highway Authority have raised no objection to the parking proposed, subject to a condition to secure parking (including electric vehicle charging points). The development complies with local plan policy TP15.

4.12 Sufficient cycle parking for two cycles per dwelling plus visitor cycle parking could be provided within garages of houses/bungalows or through covered and secure storage units in rear gardens of flats. Also refuse bins could be stored in rear gardens, with refuse storage and collection areas being agreed through condition.

4.13 The Highway Authority have raised no objections subject to the mitigation measures and details to be secured through the S106 and proposed conditions below. Also CIL monies totalling £5,000 will be sought to improve bus stops to make them more accessible for wheelchairs/pushchairs and install bus shelters. With the proposed mitigation through S106 agreement and conditions, the development is considered to meet the requirements of both paragraphs 109 and 111 of the NPPF and policy T15 of the local plan ensuring there is not a severe impact on the road network, provision of safe access and egress from the site, the safe and free flow of traffic and pedestrian safety, suitable capacity in the road network, adequate parking and turning for cars and service vehicles and pedestrian and cycle links.

5. Ecology, Biodiversity And Protected Species

5.1 Policy CS15 of the Core Strategy seeks to protect and enhance biodiversity. These requirements are considered to be supported by the relevant paragraphs in the NPPF, including 170 on minimising impacts on and providing net gains for biodiversity, 175 which seeks to avoid, mitigate, or compensate for adverse impacts or lastly refusing harmful development, and looking for opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity. Therefore the above development policies are considered to carry full weight. Also Regulation 9(3) of the *Conservation of Habitats and Species Regulations 2017* requires all 'competent authorities' (public bodies) to have regard to the requirements of the Directive. For a Local Planning Authority to comply with regulation 9(3) it must engage with the provisions of the Habitats Directive.

5.2 A Phase 2 Ecology Survey and Assessment has been submitted with the application. The report has been reviewed by Council's Ecology Consultant who agrees with the report's findings relating to bats, nesting birds, reptiles,, hedgehogs and potential invertebrates such as Stag Beetles that could use the site. A number of enhancement measures have been identified including native planting on site with species known to benefit bats, provision of bat bricks/boxes, bird nesting boxes, maintenance of reptile friendly habitats, hibernacula/log piles and bug boxes. The biodiversity enhancement measures recommended in the ecology report can be secured by planning condition and will result in a net gain for biodiversity on the site.

5.3 Further to the submission of information identifying the potential for recreational opportunities in the vicinity of the site it could be concluded that there would not be 'likely significant effects' from the proposed development on protected sites, subject to an appropriate financial contribution being secured

towards visitor management measures at the Stour and Orwell Estuaries Special Protection Area/Ramsar. The impact on European Protected Sites was therefore concluded to be acceptable and in accordance with requirements under the Conservation of Habitats and Species Regulations 2017.

6. Surface Water

6.1 Criteria xi and xii of saved Policy CS15 requires development to minimise the exposure of people and property to all sources of flooding and to minimise surface water run-off and incorporate sustainable drainage systems (SUDS), where appropriate. Paragraph 150 of the NPPF seeks to avoid increasing vulnerability to impacts of climate change, with development needing to demonstrate it does not increase flood risk elsewhere. Paragraph 170 of the NPPF also seeks to ensure new development does not contribute to water pollution, and as this site is over a Principal Aquifer and in a Nitrate Vulnerable Zone so the water quality of surface water run-off is a key issue.

6.2 The application is accompanied by a flood risk assessment (FRA). The site is predominantly in Flood Zone 1, with a small section of the open space in Flood Zones 2 and 3a and is at a low risk of flooding from all sources. Therefore the sequential test under paragraph 155 of the NPPF is met and there is no need to apply the exceptions test under paragraph 163 of the NPPF. The FRA has been reviewed by the SCC Flood Officer who raised no objection subject to conditions. Surface water disposal via infiltration is considered feasible, with the site capable of managing storm water in the 1-in-100 year flood event (with 40% climate change allowance) and appropriate pollution control mechanisms provided.

6.3 Anglian Water have indicated they have capacity for wastewater treatment but a drainage strategy is requested via condition to ensure there is appropriate foul sewerage network capacity.

7. Impact On Residential Amenity

7.1 Paragraph 127 of the NPPF sets out a number of core planning principles as to underpin decision-taking, including, seeking to secure a high standard of amenity for all existing and future occupants of land and buildings.

7.2 The majority of proposed dwellings are set well back from the existing neighbouring residents, although it should be noted that plots 13 to 15 are the closest to neighbouring dwellings of 15-17 Lower Street. The orientation of the dwellings should also be taken into account, with dwellings on Lower Street to the south of the development site limiting the loss of daylight and direct sunlight from the proposed development. The distance from the rear of the proposed dwelling to the neighbouring property is around 15m. The proposed garage would be at around 7m from the neighbouring property. The corner of proposed plot 7 would also be around 7m from the boundary of the dwelling in the former Police House on Bramford Road. Whilst these distances are close, the proposed dwellings in plots 7, 13 and 15 are single storey. Therefore the level of outlook, daylight and direct sunlight would not be sufficiently adversely affected to merit refusal of the application on this basis.

7.3 The proposed public footpath adjacent to the Cardinalls and Forge House linking the south west of the application site to Bramford Road has been considered in terms of residential amenity. Both properties currently have ground floor windows facing the piece of land that is proposed to become the footpath. The area is currently covered by vegetation, with a fence on one side. The proposals indicate a 1.8m fence to run either side of this footpath. The loss of outlook and disturbance from this area becoming publicly accessible has been considered. Whilst it is regrettable that there would be some loss of amenity for these residents, the benefits of providing this link to facilities such as the nearest bus stop have been balanced against this harm. In this instance it is considered that the loss of amenity for these residents is not sufficient enough to merit refusal of the scheme on this basis.

7.4 The wider impact of introducing development to the rear of resident's properties where they have previously not had such a use has been considered. The development would lead to some loss of amenity from noise associated with residential dwellings and loss of privacy from the two storey dwellings located further within the site. Both of these however are considered to be to a minimal degree due to the design and layout of the scheme, and not sufficient reason for refusal.

7.5 Concerns have also been raised over air quality for residents from the additional traffic associated with this development. Environmental Health have considered the application but do not raised an objection based on air quality.

8. Delivery

8.1 The NPPF makes clear in paragraph 59 that it is the Government's intention to significantly boost the supply of housing and in support of that objective it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. Paragraph 76 of the NPPF also states that in order to help ensure proposals for housing developments are implemented in a timely manner, a shorter time limit can be considered, provided it does not affect its deliverability or viability.

8.2 The deliverability of a development is an important factor in an assessment as to its sustainability (in terms of its benefits) and in terms of its contribution to the supply of housing in the District; considered to be more compelling in the event that there is a demonstrable shortfall in housing supply.

8.3 The NPPF defines deliverable:
"To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years."

and:

"Sites with outline planning permission… should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years."

8.4 The PPG gives further guidance on those considerations under the chapter heading, *'Housing and economic land availability assessment'* and including three, important concepts: *suitability*, *availability*, and *achievability*. Whilst primarily aimed at aiding the plan-making process, the principles are no less useful when considering the deliverability of this development. The PPG also identifies information relating to site viability, ownership constraints or infrastructure provision, and a statement of common ground between the local planning authority and the developer confirming the anticipated build-out rates.

8.5 Further information on the delivery of this site has been requested from the applicants and will be reported to Members at committee.

9. Other matters

9.1 The Best and Most Versatile (BMV) agricultural land is sought to be retained under paragraph 170 of the NPPF. In this instance the 3.45ha comprises of Grade 3 land. It is not known whether this is Grade 3a (Best and Most Versatile) or 3b which does not fall into BMV. Given the small size of the site it is not considered reasonable to ask the applicants to ascertain the grade. The extent of loss of 3.45ha would be minimal to the wider agricultural land available and so would not be sufficient to merit a reason for refusal for this development.

9.2 The site partly lies within the mineral consultation area under Suffolk County Council's Mineral Core Strategy 2008. Policy 5 of this document requires that any proposed development on unallocated sites over one hectare will be safeguarded from development unless it can be shown that sand and gravel present are no of economic value or that mineral will be worked prior to development taking place. This is considered to align with paragraphs 203 and 204 of the NPPF, and so can be given full weight.

9.3 In this instance the Mineral Planning Authority have not responded to the consultation for this application. But it is considered unlikely that this site would be suitable for mineral extraction due to the close proximity to other residential dwellings. However a condition is recommended to ensure any mineral extracted from site during construction process is quantified. With this condition the proposed development would therefore be in accordance with paragraph 203 and 204 of the NPPF.

9.4 Section 143 of the Localism Act 2011 on local financial considerations requires consideration to be given to the financial benefits a development would bring to the council through grant income, such as New Homes Bonus, Community Infrastructure Levy, Council Tax and Business Rates. However the financial benefits this scheme would deliver need to be weighed against the different issues raised above, and put into the planning balance when considering the merits of the application.

9.5 Fire hydrants would be conditioned to any approval issued.

9.6 It is noted that Suffolk County Council request some housing on site is housing with care for older people. A mix of housing is proposed on the application site, but none specifically for older people. In the absence of a clear policy requirement for housing for older people in the development plan it is not possible to insist it is provided.

9.7 Superfast Broadband connections are also requested by the County and provision supported by paragraph 112 of the NPPF. This is a service provided by a private company and so cannot in itself be secured through planning consent. A condition can be applied to ensure there is sufficient space for the required cabling to each dwelling within the development and is recommended as such.

9.8 The development would be required to be built to sustainable design and construction standards and with renewable/low carbon energy sources under policies CS12 and CS13 of the core strategy. However, the Written Ministerial Statement made in March 2015 is clear that requirements should not be set over revised Building Regulations Part L1A and Part G that came into force in 2015. Meeting revised Building Regulations is considered to provide a good standard of construction, carbon dioxide emissions rate, energy performance of buildings and reduced water usage of 125 litre of water per person per day. With the required compliance with Building Regulations the proposed development is considered to meet the requirements of paragraph 150 of the NPPF which seeks to reduce greenhouse gas emissions. A condition is recommended for a Sustainability and Energy Statement to detail the measures to be taken.

10. Planning Obligations / CIL

10.1 As required by various policies listed in the above report and policy CS21 of the core strategy, the application, if approved, would require the completion of a S106 agreement to secure the required number of affordable dwellings, along with mix and tenure, the provision of open space, the RAMs contribution, travel plan and contribution towards primary school place provision. The highway mitigation measures identified earlier in the report would also be secured through S106.

10.2 CIL contributions would be sought for secondary school place provision of £186,654 and for libraries of £216 per dwelling.

PART FOUR – CONCLUSION

11. Planning Balance and Conclusion

11.1 The Council benefits from a five-year housing land supply. The tilted balance at paragraph 11(d) of the NPPF is not engaged in that respect.

11.2 The site is outside the settlement boundary and therefore conflicts with Policy CS2. However, Policy CS2 carries reduced statutory weight because of the age of the settlement boundaries and its inconsistency with the NPPF, although the overall settlement pattern strategy remains sound. Policies CS1, CS11 and CS15 are attached full statutory weight given their strong alignment with the NPPF.

11.3 Although the site is located outside the main part of Sproughton, it is on the edge of the village, close to other development. Policy CS11 contemplates development at such edge-of-village locations. The land is in a sustainable location, with pedestrian connectivity. The proposal would not be physically, visually or functionally isolated. The site's sustainable location is a scheme positive.

11.4 The applicant has not fully demonstrated how the dwellings serve an identified local need. Some information has been collated however and on balance this provides sufficient information to conclude that the development does go some way to meet local housing need for market housing. The proposal offers 35% affordable housing provision which is policy compliant.

11.5 The proposal will result in a medium level of less than substantial harm to the setting of the neighbouring Grade II listed buildings and Grade II* listed Church. This harm to the designated heritage assets is a disbenefit of the scheme which needs to be treated with the utmost importance in light of the statutory duties imposed by the listed building Act.

11.6 In determining this application Officers are mindful of the specific duty imposed on the local planning authority with respect to the need to have special regard to the desirability of preserving the listed building or its setting, as set out in section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Full consideration has been given to the comments received from the Heritage Team. The level of harm to the above Grade II and Grade II* listed heritage assets is noted to be a medium level of less than substantial harm.

11.7 Paragraph 192 of the NPPF states that in determining planning applications, 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;
- 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.

11.8 Paragraph 196 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. In consideration of the contribution towards the Council's housing targets, provision of affordable housing and economic and infrastructure benefits and biodiversity net gain, it is considered that these material considerations would none the less outweigh the medium level

of less than substantial harm to the heritage assets, even where a considerable importance and great weight is applied to the desire to keep the affected asset from harm.

11.9 Officers have therefore applied the balance required by paragraph 196 of the NPPF, having special regard to the desirability of preserving the setting of the listed building as required by section 66 of the listed buildings Act and given the harm considerable importance and weight. The outcome of this balancing exercise is that those public benefits identified outweigh the medium level of less than substantial harm, having given considerable importance and weight to the harm identified.

11.10 The starting point for decision-taking purposes remains the development plan with the National Planning Policy Framework a material consideration in this decision. The policies of the Core Strategy generally conform with the aims of the Framework to promote sustainable transport through walking, cycling and public transport by actively managing patterns of growth in support of this, whereby significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.

11.11 However, the Framework objectives for sustainable development include delivering a sufficient supply of homes. The Council's July 2018 Annual Monitoring Report indicates that Babergh can demonstrate at least the five-year housing land supply required by paragraph 73 of the Framework. Therefore, there are not the grounds on which to find policies as out of date in respect of housing supply and so it is not necessary to apply the 'tilted balance' of Framework paragraph 11 in that respect. This would have been to consider whether any adverse impacts of approval would significantly and demonstrably outweigh the benefits when assessed against the Framework policies taken as a whole.

11.12 Nevertheless, meeting the requirements of paragraph 73 is not intended as a ceiling on further housing, where the Framework continues to support Government's objective to significantly boost the supply of homes under paragraph 59 of the NPPF. The location is considered to be a sustainable location with some services provided within the village and good connections to Ipswich

11.13 Although there would be some degree of harm through this proposal running contrary to the adopted settlement strategy of the Core Strategy, and the conflicts with policy CS11 this would be off-set by the national policy considerations set out above. The Framework recognises in paragraph 68 that small and medium-sized sites can make an important contribution to meeting the requirement of an area, and are often built-out relatively quickly. There is also some degree of conflict with Core Strategy policy CS15 as more information could have been provided on local housing need.

11.14 As identified above in the report, the development would result in an impact on the landscape character and to visual receptors to the site. However, the landscape harms identified would reduce to moderate adverse with mitigatory planting by year 15 of the development being completed. The extent of these harms must also be noted, and that they do not occur over a significantly large area within the wider landscape. There would not be significant harm to the Special Landscape Area either. The site is physically very well related to the body of the village. Whilst the urbanising effect will be marked, the development will not appear isolated in a landscape sense (and paragraph 79 of the NPPF is not engaged). The development scale will not overwhelm the village given its size and sufficient provision can be made for required infrastructure.

11.15 The proposal would result in the development of 54 new dwellings, which would add to the local housing stock and offer meaningful support for the local services in the village, both during construction and following occupation of the development. Consequently, the proposal would have social and economic benefits that, given the scale of development proposed, which would be significant. These benefits are afforded more than moderate weight given the level of contribution towards the aim of achieving sustainable development. They weigh clearly in favour of the scheme.

11.16 Having regard to the comments of the highway authority, it is concluded that the proposal would not be detrimental to highway safety. Residential amenity of neighbours is safeguarded to an acceptable level and a high standard of amenity will be provided for future occupants of the development. Finally the development would enable a net gain for biodiversity compared to the existing value of the site for protected species. These are scheme positives.

11.17 Therefore, it is considered the above merits of the scheme and broad compliance with policy CS15, including the accessible location of the housing and its contribution to boost housing supply, when balanced against the medium level of less than substantial harm to heritage assets, limited harm to the wider landscape and loss of agricultural land, and would represent sustainable development and when considered as a whole would meet the requirements of policy CS15 and all other relevant local plan policies outlined above. The conflict with policy CS2 on the location of this development is noted, but is given less weight for the reasons outlined above. The proposal is considered to represent an appropriate site for new residential development and would deliver sustainable development, furthering the overarching thrust of policies CS1 and CS15 of the Core Strategy and providing for net gains to the three objectives of sustainability in accordance with the NPFF (which notwithstanding the development plan is a compelling material consideration). The application is therefore recommended for approval.

RECOMMENDATION

That authority be delegated to Acting Chief Planning Officer to APPROVE FULL PLANNING PERMISSION

(1) Subject to the prior agreement of a Section 106 Planning Obligation on appropriate terms to the satisfaction of the Acting Chief Planning Officer to secure:

- Affordable housing – no less than 19 dwellings (35% of total scheme)
  - Properties shall be built to current Housing Standards Technical requirements March 2015 Level 1. All ground floor 1 bed flats to be fitted with level access showers, not baths.
  - The council is granted 100% nomination rights to all the affordable units on initial lets and 75% on subsequent lets
  - All affordable units to be transferred freehold to one of the Councils preferred Registered providers.
  - Adequate parking provision is made for the affordable housing units including cycle storage for all units.
  - Commuted sum option available to be paid instead of on site provision should the LPA agree to such request.
- On site open space and playspace (to include natural play equipment) and include management of the space to be agreed and requirement for public access at all times.
- Primary school contribution of £197,148 towards construction costs of new primary school at Wolsey Grange strategic allocation
- RAMS contribution (£200 per dwelling)
- Highway improvement works contributions to include:
  - B1113 - New zebra crossing north of Wild Man PH access - £15,050
  - B1113/Burstall Lane/Lower Street Junction – Reduce kerb radii and install uncontrolled crossing points

- A1071/B1113 Beagle Roundabout – Widening of approach lanes to roundabout - £5,050
- Footway between Sproughton and Bramford – Cycle link on Loraine Way - £25,050

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(2) That the Acting Chief Planning Officer be authorised to APROVE Planning Permission upon completion of the legal agreement subject to conditions as summarised below and those as may be deemed necessary by the Corporate Manager:

- Time limit (to be confirmed at committee meeting)
- Approved Plans (Plans submitted that form this application)
- Phasing Condition (To allow phasing of the development and allows spreading of payments under CIL)
- Provision of visibility splays
- Details of access
- Details of estate roads and footpaths
- Provision of carriageways and footways to binder course level prior to occupation
- Construction management plan
- Discharge of surface water from highway
- Residents travel pack
- Manoeuvring and parking details
- Refuse/cycling bin details
- Fire hydrant provision
- Sustainable efficiency measures
- Biodiversity method statement
- Biodiversity enhancement strategy
- Landscape and ecological management plan
- Wildlife sensitive lighting design scheme
- Archaeology: Written scheme of investigation
- Archaeology: Site investigation and post investigation assessment
- Surface water disposal strategy
- Sustainable Urban Drainage System components and piped network details
- Construction Surface Water Management Plan
- Hours of work for construction/demolition
- Construction method statement (control of noise, dust, light)
- No burning of waste during construction
- Limit hours of construction
- Hard and soft landscaping scheme
- Landscape management plan
- Foul water strategy
- Surface water management strategy (Anglian Water)
- Unknown contamination
- Final materials to be agreed
- Minerals extracted from site quantified
- Broadband cable ducting provided

(3) And the following informative notes as summarised and those as may be deemed necessary by the Acting Chief Planning Officer:

- Proactive working statement
- SCC Highways notes
- Support for sustainable development principles
- Archaeology
- Surface water

(4) That in the event of the Planning obligations referred to in Resolution (1) above not being secured that the Acting Chief Planning Officer be authorised to refuse the application on appropriate grounds.

(5) That in the event of the Planning obligations referred to in Resolution (1) above not being secured within 6 months that the Acting Chief Planning Officer be authorised to refuse the application on appropriate grounds.

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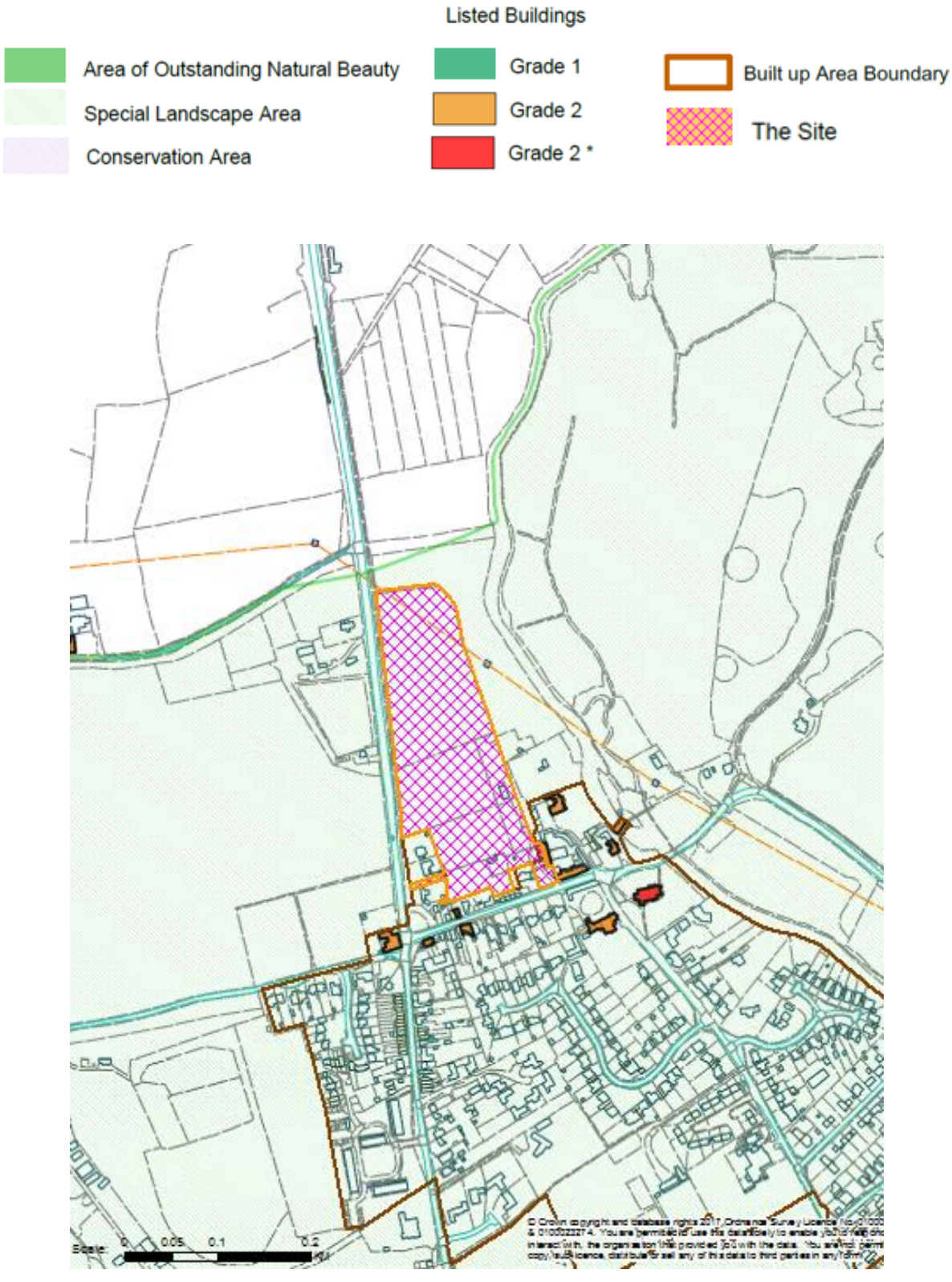
Application No: DC/18/02010

Parish: Sproughton

Location: Land on the east side of Bramford Road



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