

Public Document Pack



| | |
|-------------------|--|
| COMMITTEE: | PLANNING COMMITTEE |
| DATE: | WEDNESDAY, 7 OCTOBER 2020 9.30 AM |
| VENUE: | VIRTUAL TEAMS VIDEO MEETING |

| Members | | |
|---|---|--|
| <u>Conservative</u> Sue Ayres Melanie Barrett Peter Beer (Chair) Mary McLaren Adrian Osborne | <u>Independent</u> John Hinton Lee Parker Stephen Plumb (Vice-Chair) <u>Liberal Democrat</u> David Busby | <u>Labour</u> Alison Owen <u>Green</u> Leigh Jamieson |

This meeting will be broadcast live to Youtube and will be capable of repeated viewing. The entirety of the meeting will be filmed except for confidential or exempt items. If you attend the meeting and make a representation you will be deemed to have consented to being filmed and that the images and sound recordings could be used for webcasting/training purposes.

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.

AGENDA

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/20/1 TO CONFIRM THE MINUTES OF THE MEETING HELD ON 23 SEPTEMBER 2020

To Follow.

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.

Virtual Site Visit – DC/19/00567 -

<https://www.youtube.com/watch?v=A5bIOw0FcNI&feature=youtu.be>

The Guide associated with this video is attached to item 6A

6 **PL/20/2 PLANNING APPLICATIONS FOR DETERMINATION BY THE COMMITTEE** 5 - 10

An Addendum to Paper PL/20/2 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/19/00567 LAND NORTH OF BURSTALL LANE, SPROUGHTON, IPSWICH, SUFFOLK, IP8 3DE** 11 - 96

b **DC/19/04755 LAND TO THE REAR OF PLOUGH AND FLEECE INN, GREAT GREEN, COCKFIELD, BURY ST EDMUNDS, SUFFOLK, IP30 0HJ** 97 - 100

Notes:

1. The next meeting is scheduled for Wednesday 21 October 2020 commencing at 9.30 a.m.
2. The Council has adopted Public Speaking Arrangements at Planning Committees, a link is provided below:

[Public Speaking Arrangements](#)

[Temporary Amendments to the Constitution](#)

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).

Those wishing to speak must contact the Governance Officer on the details below to receive instructions on how to join the meeting.

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, 21 October 2020 at 9.30 am.

Webcasting/ Live Streaming

The Webcast of the meeting will be available to view on the Councils Youtube page:
https://www.youtube.com/channel/UCSWf_0D13zmegAf5Qv_aZSg

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

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.



PL/20/2

BABERGH DISTRICT COUNCIL

PLANNING COMMITTEE

7 OCTOBER 2020

SCHEDULE OF APPLICATIONS FOR DETERMINATION BY THE COMMITTEE

| Item | Page No. | Application No. | Location | Officer |
|------|----------|--------------------|---|---------|
| 6A | 11-96 | DC/19/00567 | Land North of Burstall Lane, Sproughton, Ipswich, Suffolk, IP8 3DE | JH |
| 6B | 97-100 | DC/19/04755 | Land to the Rear of Plough and Fleece Inn, Great Green, Cockfield, Bury St Edmunds | SS |

Philip Isbell
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 policies 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 |

This page is intentionally left blank

Protocol for Virtual Meetings

Live Streaming:

1. The meeting will be held on TEAMS and speakers will be able to join via invite only. Any person who wishes to speak at the meeting must contact Committee Services at: committees@babergmidsuffolk.gov.uk at least 24 hours before the start of the meeting.
2. The meeting will be live streamed and will be available to view on the Council's YouTube page as detailed below:
https://www.youtube.com/channel/UCSWf_0D13zmegAf5Qv_aZSg

Recording of proceedings:

1. Proceedings will be conducted in video format.
2. A Second Governance Officer will be present and will control the TEAMS call and Livestreaming.
3. Members should display the Corporate Background whilst in attendance at formal meetings; the working together logo should be used for joint meetings.
4. If you are experiencing slow refresh rates and intermittent audio you should turn off incoming video to improve your connection to the meeting (If this also does not work please turn off your own camera).

Roll Call:

1. A roll call of all Members present will be taken during the Apologies for Absence/Substitution to confirm all members are present at the meeting.

Disclosable Pecuniary Interests:

1. A Councillor declaring a disclosable pecuniary interest will not be permitted to participate further in the meeting or vote on the item. Where practicable the Councillor will leave the virtual meeting, including by moving to a 'lobby' space and be invited to re-join the meeting by the Committee Officer at the appropriate time. Where it is not practicable for the Councillor to leave the virtual meeting, the Committee Officer will ensure that the Councillor's microphone is muted for the duration of the item.

Questions and Debate:

1. Once an item has been introduced, the Chair will ask if there are any questions. Members of the Committee will be asked to use the "Hands Up" function within teams. The Chair will then ask Members to speak.
2. Any Councillors present who are not part of the Committee will then be invited to ask questions by using the "Hands up function" within teams. The Chair will then ask Members to speak.

3. At the end of the questions the Chair will ask Members whether they have any further questions before entering into debate.
4. In the instance where a Member of the Committee would like to formally make a proposal, they should raise their hand using the Hands Up function. At this point the Chair would go directly to them and take the proposal. Once the proposal has been made the Chair would immediately ask if there was a seconder to the Motion. If there is it would become the substantive Motion and the Chair would again continue down the list of Councillors until there is no further debate.
5. Upon completion of any debate the Chair will move to the vote.

Voting:

1. Once a substantive motion is put before the committee and there is no further debate then a vote will be taken.
2. Due to circumstances the current voting by a show of hands would be impractical - as such the Governance Officer will conduct the vote by roll call. The total votes for and against and abstentions will be recorded in the minutes not the individual votes of each Councillor. Except where a recorded vote is requested in accordance with the Rules of Procedure.
3. The governance officer will then read out the result for the Chair to confirm.
4. A Councillor will not be prevented from voting on an item if they have been disconnected from the virtual meeting due to technical issues for part of the deliberation. If a connection to a Councillor is lost during a regulatory meeting, the Chair will stop the meeting to enable the connection to be restored. If the connection cannot be restored within a reasonable time, the meeting will proceed, but the Councillor who was disconnected will not be able to vote on the matter under discussion as they would not have heard all the facts.

Confidential items:

1. The Public and Press may be Excluded from the meeting by resolution in accordance with normal procedural rules. The Committee Officer will ensure that any members of the public and press are disconnected from the meeting.

Agenda Item 6a

Committee Report

Item 6A

Reference: DC/19/00567

Case Officer: Jo Hobbs

Ward: Sproughton & Pinewood.

Ward Member/s: Cllr Richard Hardacre. Cllr Zachary Norman.

RECOMMENDATION – GRANT PLANNING PERMISSION WITH CONDITIONS SUBJECT TO S106

Description of Development

Hybrid Application comprising: Outline Planning Application (Access to be considered) for the erection of up to 92 homes and 13 self-build/custom build plots (including provision of up to 37 affordable homes); open space, including a village wood; land for community use/ local shops/ office space; land for a village car park; land for an extension to existing village allotments; land for paddocks; land for relocated and enhanced caravan storage provision; safeguarded land for potential future relief road; new public right of way and associated infrastructure provision. Full planning application for spine road between Loraine Way and Burstall Lane (including accesses onto Burstall Lane and Loraine Way); access for proposed caravan storage area; accesses for self-build plots from Burstall Lane; and associated drainage and highway works (including formation of passing bays on Burstall Lane).

Location

Land North Of, Burstall Lane, Sproughton, Ipswich Suffolk IP8 3DE

Expiry Date: 30/10/2020

Application Type: OUT - Outline Planning Application

Applicant: Pigeon Land 2 Ltd And The Felix Thornley Cobbold Agricultural Trust

Agent: Ms S Pain, Turley Associates on behalf of Pigeon Investment Management

Parish: Sproughton

Site Area: 10.4ha

Density of Development:

Gross Density (Total Site): 10 dwellings per hectare (dph)

Net Density (Developed Site, excluding open space and SuDs): 22 dph

Details of Previous Committee / Resolutions and any member site visit: No (Video recordings of site made available to Members prior to committee meeting).

Has a Committee Call In request been received from a Council Member (Appendix 1): No

Has the application been subject to Pre-Application Advice: Yes

DC/18/04319 – enquiry for mixed use development of 100 dwellings, B1(a) Employment, new open space/village green, public house extension and relocated allotments. Officer level advice development

could be acceptable if it met the various policy requirements relating to heritage, transport, local housing need, landscape and natural environment.

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 development of 15 or more dwellings

PART TWO – POLICIES AND CONSULTATION SUMMARY

Summary of Relevant 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
- CS17 The Rural Economy
- CS18 Mix and Types of Dwellings
- CS19 Affordable Homes
- CS21 Infrastructure Provision

Saved Policies in the Babergh Local Plan (2006):

- EN22 Light Pollution – outdoor lighting
- EM24 Retention of Employment Sites
- 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
- TP16 Green Travel Plans

Supplementary Planning Documents

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

Other material planning considerations

National Planning Policy Framework 2019

Emerging Joint Local Plan – Preferred Options (Regulation 18) Consultation (July 2019)

Suffolk County Council Adopted Parking Standards

Suffolk County Council Minerals Core Strategy 2008 – Policy 5

Suffolk County Council Emerging Minerals and Waste Local Plan (2018) – Policy MP10

Sproughton Action Plan 2010 (n.b. this does not form part of the development plan but is considered to be a material consideration)

Neighbourhood Plan Status

An area has been designated for Sproughton Neighbourhood Development Plan in April 2020, but this holds no weight at present due to its early stage of preparation in line with paragraph 48 of the NPPF.

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

Members are directed to read and consider all consultation response/public representations received in full when determining this application.

Ward Councillors and Town/Parish Council

Cllr Zac Norman

Objection

Raise objection on the basis of conflict with policies including Core Strategy policies CS2, CS11 and CS15, Emerging Joint Local Plan policies LP16, LP30, LP01, LP18 and SP08, and NPPF paragraphs 196 and 127.

Issues include:

- Spine road would not help existing traffic issues (including traffic from A12/A14 and issues surrounding Copdock Interchange)
- Existing traffic through High Street leads to vehicle damage, highway safety issues and loss of amenity for residents, particularly when traffic from A14 is diverted through village
- Traffic speeds on Loraine Way and existing volume of traffic
- Loss of green space and wildlife habitat for the village already subject to developments
- Lack of sustainable transport – bus service reduction, walking and cycling not safe
- Community feedback to Emerging Neighbourhood Plan indicated opposition to development of this site, due to loss of green fields, wildlife, traffic and road safety concerns.

- Parish has delivered at least 505 dwellings when community only identified need for 50-110 dwellings, large amount of district's housing need being delivered in Sproughton.
- Community do not want to see heritage assets impacted by development, or merging of village with Burstall
- Development of this site would not align with (emerging) Sproughton Neighbourhood Plan
- Cumulative impacts of all development cataclysmic including infrastructure, traffic, landscape, listed buildings and local environment
- Housing need survey carried out by parish showed need for 92 dwellings, already met by existing consents in parish.
- Air quality and noise from traffic on High Street and Lower Street
- No infrastructure such as doctors, dentists or other public services, residents rely on cars to reach these services
- Community is not being given time to adjust to huge increase in population, cumulative impact to roads, schools, local environment and public services
- Development would adversely affect setting of listed buildings, Special Landscape Area and view of countryside
- Sewerage system flooding problems at present
- Allotment extension not needed, current vacancies
- No public benefit to the village, does not meet requirement of para 196 of NPPF in terms of heritage impact of para 127 in terms of well-designed places.
- Applicants should promote agriculture given their Trust's objectives
- Sproughton Neighbourhood Plan does have site allocations

Sproughton Parish Council

Object

- Feedback received to first neighbourhood plan exhibition shows overwhelming objection to this proposal
- Other more suitable sites identified in neighbourhood plan call for sites
- Urbanisation and absorption of Sproughton into Ipswich
- Acknowledge applicants have sought to address concerns of parish council
- No evidence of local housing need, Sproughton has delivered significant development already
- Impact on heritage assets, including the Wild Man pub
- Traffic cumulative impact with other permitted development (including SnOasis) will worsen traffic situation on Burstall Lane and through historic village core, affecting historic buildings
- Air pollution from traffic leads to one of the most polluted junctions in district (Lower Street/B1113)
- Increased noise from traffic
- Do not accept traffic counts, as traffic at standstill at peak times reducing the count
- Cumulative impact of development permitted in Sproughton and along Gipping Valley/A14, no coordinated approach
- The site forms a wider area of landscape and historic importance which must be preserved, valley sides must be protected from development and Special Landscape Area must be improved.
- Proposals do not respect landscape character type, and destroys the historically recognised best quality farmland (Grade 2 and 3 agricultural land) and relationship with historic buildings around the site.
- Caravan site being moved should be further screened to minimise its impact
- Site currently forms dark sky background, development would introduce lighting leading to this disappearing
- Historic and traditional village boundary will be lost
- Landscape impact will not be a limited effect
- Coalescence with Bramford
- Impossible to introduce a housing estate on the edge of the village without adversely affecting the historic visual, heritage and landscape interactions that exist now.

- Not just impact on two nearby Grade II listed buildings, also other listed buildings on valley sides and surroundings
- Do not consider there to be public benefits
- Inadequate sewerage infrastructure, incidences of flooding in village and frequent odours near sewage pumping station on Church Lane.
- Outside settlement boundary
- Development will add to demands on infrastructure
- Development will not relate well to existing community, northern historic edge to village is clear
- Proposals are coming forward in advance of the Joint Local Plan
- Site will cut across existing wildlife corridors from River Gipping to wider valley, need to wildlife tunnels under B1113 to maintain connections
- Inadequate surveys and mitigation for bats, Dormice, Brown Hare and Stag Beetles
- Environmental Impact Assessment Screening Opinion inadequate
- Inadequate doctor's surgery capacities or school places at Sroughton Primary School
- Inadequate infrastructure for number of applications coming forward in area
- If the committee are minded to approved would like to transfer ownership of allotments to parish, and green space, village car park and community facilities.
- Request conditions to restrict growth to west of application site, to transfer ownership of above to parish, clear funding to build the village car park, further traffic surveys and foul water issues arising post development to be rectified by developer.

In summary parish request a plan led approach is taken to development to deal with cumulative impact on infrastructure. The parish is working on a neighbourhood plan with more sustainable development sites, and this application should not be determined until the neighbourhood plan is complete. Sroughton Parish Council strongly recommends that the committee refuse the application.

Burstall Parish Council

Object on the following grounds:

- landscape impact on Special Landscape Area;
- loss of agricultural land;
- development outside settlement boundary;
- noise and light pollution;
- impact on sewage infrastructure;
- traffic impacts in particular the cumulative impact with committed and planned development including Wolsey Grange, the proposed spine road will not sustain existing and new volumes of traffic and HGVs. No apparent consideration has been afforded to residential on street parking - reference should be made to the impact of traffic and pedestrian safety to residents of Jovian Way, Ipswich, a similar development as to this proposal;
- Adverse effect on character of village scene;
- Conflict with policy CS11 – impact on landscape and environmental impact on greenfield rural site will be immense, site outside settlement boundary, locally identified housing and employment needs met by development on Church Lane, Wolsey Grange and commercial development at former sugar beet site;
- Conflict with policy CS15 – proposal does not reflect historical local character as it is modern in design. Self-build units are in isolation and no cohesive with the development;
- Strategic Allocation Babergh Ipswich fringe CS7 meets development requirements;
- Loss of local identity and creeping coalescence;
- Suburbanising effect of development contravenes Government Planning Policy Statement 1;
- Conflict with CS14 – does not meet the protection needs of the rural setting and the existing animal corridors.

Chattisham and Hintlesham Parish Council

Objects on following grounds:

- Scale and layout;
- Lack of defined housing need;
- Lack of infrastructure, particularly with regards to roads and the lack of adequate traffic data provided. Highways England's concerns have not been addressed. Additional housing can only exacerbate acknowledge traffic problems in Sproughton.

Bramford Parish Council (to original proposals)

Concern raised in relation to settlement coalescence, cumulative impact on local infrastructure, services and amenities (including highway capacity and safety), Consider the application should be rejected in light of the council's five year housing land supply.

Elmsett Parish Council (to original proposals)

Recommend refusal of application, as its approval would lead to an unacceptable increase in traffic movements and delays at locations where excessive queuing already exists at peak times.

National Consultee

Anglian Water

No objection.

Historic England

Do not wish to offer any comment

Highways England

No objection.

Natural England

Further information is needed to determine significance of impacts on designated sites.

Officer comment: The council's ecologist is satisfied there is sufficient information and mitigation provided to ensure there are no adverse impact on designated sites from the proposed development, and a draft Appropriate Assessment has been sent to Natural England for review. An update will be given to the committee on further comment from Natural England.

NHS Ipswich and East Suffolk Clinical Commissioning Group

No objection subject to CIL funding to increase capacity by way of extension, refurbishment or reconfiguration of Deben Road Surgery and Hawthorn Drive Surgery.

Suffolk Wildlife Trust

Further to receipt of further surveys and assessment, the recommendations in the submitted documents should be conditioned on any planning consent if permission is granted.

Suffolk Preservation Society

Object – concerned that site remains considerably larger than site proposed for development in the emerging Joint Local Plan. Concerned excessive scale of built area on site will constitute a harmful intrusion into the countryside edge of Sproughton and the current Special Landscape Area, and would fundamentally change the character of this part of Sproughton.

County Council Responses

Suffolk County Council (SCC) Strategic Development

No objection subject to the following being secured through Community Infrastructure Levy (CIL) contributions:

| | | |
|------|--|--------------------------------|
| CIL | Education | |
| | - Sproughton CofE Primary School expansion | £414,432 |
| | - Secondary school expansion | £404,175 |
| | - Sixth form expansion | £95,100 |
| | - | |
| CIL | Libraries improvements and expansions | £22,680 |
| CIL | Waste disposal improvements | £11,550 |
| | | |
| S106 | Monitoring fee | £412/trigger in S106 agreement |

SCC Highways

No objections subject to conditions and S106 obligations.

SC Public Rights of Way

No objections.

Suffolk Archaeology Service

No objection subject to conditions.

SCC Lead Local Flood Authority

No objections subject to conditions.

Suffolk Fire and Rescue

No objection subject to condition.

Suffolk Police (to original proposals)

Detailed comments on the proposed design provided, would want to see Secure by Design used by the developers.

Officer comment: A number of detailed comments were made on the design of the scheme by Suffolk Police, the indicative layout of which has been significantly amended since the comments were made. A number of the comments also relate to the design of dwellings which is not a matter detailed at this outline stage. The full comments from Suffolk Police are therefore not outlined in this report but are available in full on the application file.

Internal Consultee Responses

Mid Suffolk District Council (as a separate neighbouring sovereign authority)

No comment to make at officer level on application.

Place Services – Landscape

No objections subject to conditions.

Place Services – Ecology

No objections subject to conditions.

BMSDC Heritage

Whilst no harm to the significance of designated heritage assets from proposed outline application with access to be considered, the resulting reserved matters could result in a low to medium level of less than substantial harm to the Grindle Farmhouse, low level of less than substantial harm to heritage assets in the village centre (including the hall, its tithe barn, the mill and the village church) and no harm to the Wild Man public House.

Officer Comment: While the precise details of the final development will only be known from the reserved matters stage, the relevant details and parameters provided with the application – which can be controlled now in order to influence those matters – give satisfactory comfort that the overall assessment from the Council's heritage team can be secured i.e. that the significance of those heritage assets impacted by the proposal would be preserved and that there shall be no harm to heritage assets.

Even in the event that harm was found at the reserved matters stage (bearing in mind that careful design could minimise any impact), this could only realistically fall within the low to medium end of what the NPPF terms 'less than substantial'. For sake of prudence because the reserved matters stage is not the time to "re-strike" the planning balance, it is that worst-case scenario that has been adopted for the purposes of assessing this application and this is considered in greater detail within the heritage section of this report where, despite the considerable importance and weight attached to the principle of keeping designated heritage assets from harm and the presumption that permission should be refused in such circumstances, the compelling public benefits to flow from the application development outweigh that harm.

BMSDC Strategic Housing

No objection subject to securing affordable housing through S106 agreement.

BMSDC Economic Development

No objection to commercial elements of the application. The Council's recent Workspace Study (October 2019) highlighted the need for additional small-scale workspace across the district to meet the demands of local businesses. Welcome land for office or retail to support the need for additional smaller local facilities to support the sustainability of the village and provide job opportunities near to the traditional core of the village. Seek conditions to ensure construction of community and commercial uses, and public car parking, in a timely manner. And all new housing to be supplied with fibre cabling direct to the property to ensure the fastest broadband connections are made available to support home and flexible working.

BMSDC Environmental Health – Air Quality

No objections.

BMSDC Environmental Health – Noise, Air, Light Pollution

No objection subject to conditions.

BMSDC Environmental Health – Contamination

No objections subject to condition.

BMSDC Environmental Health – Sustainability

No objections subject to condition.

BMSDC Public Realm

No objections but seeks clarification as to whether paddocks and surface water attenuation basins are within the open space provision on site, and future connectivity to that open space should the relief road come forward.

Officer Comment: The applicant has confirmed that the paddocks are not included in the open space calculation but that the SUDS features within the eastern part of the site (adjacent to Loraine Way) have

been designed as multi-functional green spaces in accordance with the Suffolk County Council SUDS Team's latest guidance. The SUDS basins are designed to have shallow slopes (1:4 max with a flat bottom) so that they do not need to be fenced. The basins will be planted with a Meadow Mixture for wetlands (or similar) so they are tolerant of water during peak rainfall events. However, outside of peak rainfall events they will be dry and will provide for informal recreation. The applicant has also confirmed that as part of any future relief road, new crossing points will be provided to enable cyclists and pedestrians to easily access the village wood and informal footpath connections.

BMSDC Communities Team (to original proposals)

The allotments gardens are listed as an Asset of Community Value, with the listing remaining in place for 5 years from its date of listing 22nd November 2016. Give reference to non-statutory advice for local planning authority to consider whether the listing of an ACV is a material consideration, and reference to Promoting healthy and safe communities under the NPPF.

B: Representations

A substantial number (300+) of comments have been received objecting to the development for a range of reasons, including:

- Air quality is already an issue and will only deteriorate if development goes ahead
- Application is lacking information
- Application (written) from Pigeon is not matched by the illustrations and plans shown to residents
- Affects Local Ecology/Wildlife
- Allotments are a part of village asset
- Allotments take time to grow and a lot of work goes into them
- Being built on grade 2 agricultural land in contravention of Babergh Local Plan alteration number 2 (2006) 143
- Boundary Issues
- Building Work
- Conflict with local plan
- Conflict with NPPF
- Current allotments provide a popular social aspect of the village and have been an important part of the village for over 40 years
- Current infrastructure would not be suitable for large vehicles during the construction phase
- Dangerous to have a spine road entering onto a 60mph road junction
- Development is outside the settlement boundary
- Design
- Development is being build on Grade 2 agricultural land in a contravention of Babergh Local Plan alteration no, 2 (2006) 143
- Development too high
- Development would not give anything to the local community (new businesses or opportunities)
- Development is within a special landscape area and designated countryside zone
- Dominating/ overbearing
- Drainage issues in the village already
- Dust
- Existing road networks cannot cope
- Fear of Crime
- General dislike of proposal
- Gipping Valley needs to be protected, not developed on
- Harm to listed buildings
- Health & Safety
- Impact on Property Value

- Impact on Quality of Life
- Inadequate Access
- Inadequate parking provision
- Inadequate public transport provisions
- In appropriate in a conservation area
- Inappropriate to allow caravans storage on land only accessible down a narrow lane passing through a residential area
- Increase in Anti-Social Behaviour
- Increase danger of flooding
- Increase in Pollution
- Increased Traffic/Highways Issues – already too much traffic, road not wide enough, hold ups on the A14/12 lead to traffic coming through the village, increase in accidents due to speeding and unsafe for children to walk to school, drivers already mount pavements as roads are not wide enough
- Lacks sustainability
- Lack of pedestrian routes across the site meaning vehicles would need to travel short distances
- Landscape Impact - the current 'Rolling valley farmland' description as included in the Suffolk Landscape character has been eroded in the Gipping Valley
- Level of housing is unsuitable for the village of Sproughton
- Light Pollution
- Local plan only indicates the site will be used for 30 houses
- Loss of agricultural land and special landscape area
- Loss of Open Space
- Loss of privacy
- Loss of local character and distinctiveness
- Loss of Outlook
- Loss of parking
- More open space needed on development
- No benefits for the existing local community
- No current demand within the village for more housing
- No proposed provisions for cyclists or pedestrians
- Noise
- Not enough affordable housing in the proposal
- Not possible to move existing trees and sheds from the allotments
- Out of Character with the Area
- Over development of site
- Overlooking neighbouring properties
- Overpopulation in the village
- Proposal would not contribute to local economy or social development
- Proposed 'cricket pitch' is on a slope and therefore an unsuitable site. There are also alternative cricket pitches nearby and therefore no need for more
- Proposed office space is not necessary in Sproughton
- Residential Amenity
- Scale of the development
- SHELAA (Strategic Housing and Economic Land Availability Assessment) sires have not gone through due process
- Smells
- Soil would be different if allotments were moved – proposed ground is not suitable
- Special Landscape Area and National Character Area which needs protection
- Strain on existing community facilities - school at full capacity, already a lack of amenities (post office, dentist, GP), public transport
- Sustainability

- The residential proposals should be distributed evenly around the village rather than concentrated in one area
- This development would be the first to start joining Sproughton and Bramford together which completely change the character of two individual villages and start turning them into part of Ipswich
- Threat to village heritage and Listed buildings - (Wild Man Public House, Grindle House, Thornbush Farm, Runcton House, Sproughton Manor and various other heritage assets) and a lot of heritage around the village – the development would have a negative impact on the historic character of Sproughton
- The removal and replanting of trees is unsustainable and the proposed new trees that are proposed to be planted will take some years before maturing – creating a visual impact
- The allocation of new housing in the village is disproportionate with other parishes
- There would be too much car ownership
- Unacceptable cumulative impact of traffic from this and other development including Wolsey Grange 1 & 2, Fitzgerald Road, Amazon Distribution Centre
- Urbanisation – other developments are already taking place in other parts of Sproughton
- Village already has green space and does not need more
- Would make it difficult to get into the allotments – no longer accessible by foot
- 55% of the housing supply is in one Parish

All consultee responses and representations received have been read, duly considered, and taken into account when preparing this report for Members.

PLANNING HISTORY

REF: DC/19/00567

Hybrid Application comprising Outline Planning Application (Access to be considered) for the erection of up to 92 homes and 13 self-build/custom build plots (including provision of up to 37 affordable homes); open space, including a village wood; land for community use/ local shops/ office space; land for a village car park; land for an extension to existing village allotments; land for paddocks; land for relocated and enhanced caravan storage provision; safeguarded land for potential future relief road; new public right of way and associated infrastructure provision. Full planning application for spine road between Loraine Way and Burstall Lane (including accesses onto Burstall Lane and Loraine Way); access for proposed caravan storage area; accesses for self-build plots from Burstall Lane; and associated drainage and highway works (including formation of passing bays on Burstall Lane).

DECISION: Pending consideration

PART THREE – ASSESSMENT OF APPLICATION

1. The Site and Surroundings

1.1 The site falls within the parish of Sproughton directly adjoining the existing Built-Up Area Boundary of Sproughton, designated as a Hinterland Village in the Babergh Core Strategy 2014. The site set out in the planning application comprises an area of approximately 10.4 hectares including Grade 3 agricultural land, allotments, and caravan storage. The site is located to the north of Burstall Lane and west of Lorraine Way (B1113).

1.2 The Wild Man Public House is located to the south east of the site, with the Sproughton allotments to the south of the site. There are intermittent residential dwellings near the site including to the south of Burstall Lane facing towards the site, the east side of Lorraine Way, to the west of Lorraine Way adjoining the site, along The Grindle to the north of the site and further to the west of the site along Burstall Lane.

1.3 The site is not within or adjacent to a Conservation Area. Nor is it within or adjacent to an Area of Outstanding Natural Beauty, Site of Special Scientific Interest, Air Quality Management Area, or any other land designated locally by the Authority, nationally, or internationally for its environmental quality.

1.4 However the site is within a Special Landscape Area forming the River Gipping Valley and the site is within close proximity (and Risk Impact Zone) to the European designated site the Stour and Orwell Estuaries Special Protection Area (SPA) and Ramsar site which are European sites and also notified at a national level as the Orwell Estuary Site of Special Scientific Interest (SSSI). The allotments within the site are also listed as an Asset of Community Value and are to be retained.

1.5 The site is wholly within Flood Zone 1, where there is a very low probability (less than 1 in 1000 annually) of fluvial - i.e. river - flooding. The majority of the site is considered to be at a low risk of pluvial – i.e. surface water – flooding, but there is an area of low risk of flooding to the south of the site and medium to high risk of flooding from surface water along the northern boundary of the site. The site is also within a Mineral Consultation Area, designated by Suffolk County Council.

1.6 There are no designated heritage assets within the site boundary, however a number of heritage assets are in proximity to the site. There are also other listed buildings but set further away from the site than those listed below. The heritage assets near the site include:

- The Wild Man public house (Grade II);
- The Grindle House (Grade II);
- Church of All Saints (Grade II*);
- Sproughton Mill (Grade II);
- Sproughton Mill House;
- Sproughton Hall and barns (Grade II); and
- Tithe Barn, Lower Street (Grade II).

1.7 Whilst there are also other listed buildings in the vicinity of the application site (including Nos 2 and 4, Walnut Cottage and Lower House and stores all Grade II listed buildings located on Lower Street, and the Grade II listed Runcton House on Lorraine Way) the significance of these heritage assets is not considered to be materially affected by the proposed development as set out further in the report below.

1.8 There is a Public Right of Way (PROW) that runs through the site north-to-south, and along the northern boundary east-west, forming footpath 9. There is also footpath 22 that runs along the River Gipping around 450m east of the site. The site is bounded by hedges and trees along the north and part of the east boundary, with other intermittent vegetation along the south boundary. To the west of the site are open agricultural fields. There are no trees on site subject to a Tree Preservation Order but there are

some significant trees within the site. The site topography rises from the east of the site (towards the River Gipping valley) to higher land at the west of the site.

1.9 The site borders the local authority boundaries between Babergh and Mid Suffolk District Councils, adjoining Bramford Parish along the north boundary of the site.

2. The Proposal

2.1 The application is a hybrid application, with both Full and Outline components to the proposal. Outline consent is sought, with all matters except for access reserved, for a total of 105 dwellings. These dwellings would be comprised of 55 open market dwellings, 13 self-build/custom build plots and 37 affordable dwellings. Also in the proposals are open space, including a village wood, land for community use/local shops/office space, land for a village car park to the south east of the site near the Wild Man Public House, land for an extension to the existing allotments, land for paddocks and land for relocated and enhanced caravan storage provision. Land is also proposed to be safeguarded for a potential future relief road to Sproughton, and a new public right of way is proposed to be provided.

2.2 Full planning permission is sought for a spine road between Loraine Way and Burstall Lane with accesses on to Loraine Way and Burstall Lane (to serve as the access to the development of the residential development including 4 of the self-build plots, land for community use/local shops/office space and land for a village car park). Also proposed is realignment of Burstall Lane to change priority and direct traffic through the new proposed spine road, whilst still retaining access along Burstall Lane and the junction with the B1113 (High Street). Also Full permission is sought for access for the proposed caravan storage area relocated to the north of the site from Loraine Way, accesses for self-build plots from Burstall Lane and associated drainage and highway works (including formation of passing bays on Burstall Lane).

2.3 The indicative mix of dwellings has been given as:

Open mark dwellings:

- 4 x 2 bed bungalows
- 18 x 2 bed houses
- 25 x 3 bed houses
- 8 x 4 bed houses

Affordable dwellings:

- 8 x 1 bed apartments (affordable rent)
- 4 x 2 bed apartments (affordable rent)
- 6 x 2 bed bungalows (shared ownership)
- 12 x 2 bed houses (of which 8 affordable rent, 4 shared ownership)
- 7 x 3 bed houses (of which 4 affordable rent, 3 shared ownership)

Self-build – 13 – bedroom size currently unknown

2.4 Further supporting indicative plans have been submitted to demonstrate the land use parameters, indicative affordable housing layout, illustrative parking plan and a landscape masterplan. The entire site covers 10.4ha, which include 1.1ha of public open space, 2.97ha community woodland and 0.4ha extension to the allotments. The area of land to be developed for new homes is 4.8ha, paddock land to the west of the spine road is 1.1ha, employment and community land is 0.41ha. In the event Members agree that planning permission should be granted, a requirement to substantially comply with those parameters would be imposed by condition.

2.5 The application has been amended since it was first submitted in 2019. Following responses from consultees and the community on the original proposals the proposals were amended to reflect these responses. The allotments are retained in their current location (extension to these still provided), Burstall Lane/High Street (B1113) junction will not be closed, a cricket pitch has been excluded from the proposals, the relocated caravan storage is closer to its current location, self-build plots no longer extend as far west along Burstall Lane, instead of land for an office/children's nursery instead land for an office/shop/community use is instead proposed, and instead of an extension to the Wild Man public house garden/car park a community car park is provided.

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. Also key to this application are the benefits and harms as detailed in this report, which are key material considerations to be taken into account.

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. Taken in the round, the most important policies for the determination of this application (namely CS2, CS11, CS15, CN06, CR04) are considered to be up to date, although as explained below policy CS2 is afforded less than full weight.

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 and policy CS2 therefore applies.

3.5 Policy CS2 has previously been found to be consistent with national policy, forming part of the Core Strategy as a post-2012 NPPF development plan document. It provides a strategy for the distribution of development that is appropriate in recognising local circumstances and its overall strategy remains sound. However, in the absence of an allocations document and settlement boundaries review (which has been absent for several years but has in practice been overtaken by the preparation of the emerging Joint Local Plan) it should be afforded less than full weight. This is also the case because national policy continues to require that policies be tested for their consistency with the NPPF: the 'exceptional circumstances' threshold is not entirely consistent with the NPPF and this has been recognised repeatedly in appeal decisions, recently notably in the appeal decision APP/D3505/W/18/3214377 for 150 dwellings in Long Melford, following the most recent NPPF publication. The fact that the site is outside the settlement boundary is therefore not necessarily – in the circumstances of this particular application – a determinative factor upon which this decision turns.

3.6 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 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. 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 CS1 Presumption in Favour of Sustainable Development

3.8 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. Consistent with the NPPF it also applies the *'presumption in favour of sustainable development'* which is an operation engaged as a consideration under certain circumstances.

Policy CS11 Strategy for Development in Core and Hinterland Villages

3.9 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 for the Core and Hinterland Villages.

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

3.11 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.

3.12 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.

3.13 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.

The landscape, environmental and heritage characteristics of the village

Impact on Landscape

3.14 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.

3.15 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 be 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'*.

3.16 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 or can be mitigated to an acceptable degree.

3.17 A Landscape Visual Impact Assessment has been submitted with the application. This identifies the site is within the landscape character area of Rolling Valley Farmland under the Suffolk Landscape Character Assessment (2011). The land management guidelines for this character area of relevance to this application include:

- Reinforce the historic pattern of sinuous field boundaries
- Recognise localised areas of late enclosure hedges when restoring and planting hedgerows.
- Maintain and increase the stock of hedgerow trees.
- Increase the area of woodland cover; siting should be based on information from the Historic Landscape Characterisation and in consultation with the Archaeological Service.
- Maintain and restore the stock of moats and ponds in this landscape.

3.18 The indicative layout and supporting parameter plans have been amended to respond more positively to landscape features. The development is now located towards the east of the site on the lower slopes of the valley side, reducing the visual impact. Allotments are also retained *in situ* and extended rather than being relocated as per the original proposals put forward, which is also positive considering the allotments status as an asset of community value. The retention of the more significant

trees on site has also been secured, along with a more active frontage providing footpaths with passive surveillance. The location of the spine road is fixed and full planning permission is sought for this road. Whilst the plans for the residential, allotment extension, employment/community uses, village car park, caravan storage and open space are applied for in outline form, and therefore indicative, the parameter plans submitted with the application would be fixed to ensure development came forward broadly in this form at the reserved matters stage.

3.19 The updated Landscape Visual Assessment (LVA) submitted with the revised layout in conjunction with the original Landscape Visual Impact Assessment (LVIA) submitted, identified that the landscape effects would be 'Moderate' to 'Slight Adverse Effect', and the visual effects would range from 'Moderate-Slight' to 'No Effect' reducing in the longer term to 'Slight Adverse' to 'No Effect'. This assessment has taken account of the cumulative impacts of surrounding development on both landscape and visual effects, as well as the impact on the Special Landscape Area.

3.20 The council's Landscape Consultant considers there would be some effect as the development would be visible from various locations, including Public Right of Way SP9 and Loraine Way. Therefore they do not agree with the 'No Effect' conclusion. Otherwise the Landscape Consultant agrees with the findings of these reports. Officers agree with this position, and note the visual effects would reduce in the longer term as planting matures with the planting as proposed on the illustrative landscape masterplan. The extent of these slight adverse impacts has been considered, and also noted that they occur in a limited area in the context of the wider landscape of the Gipping Valley. The context of the site and existing built form within the Special Landscape Area are also noted to lessen the landscape and visual impacts. Settlement coalescence with Burstall and Bramford has also been raised in letters of representation, but it is considered that sufficient visual and physical separation remains between Burstall and Sproughton, and Bramford and Sproughton that would not merit refusal of the scheme on this ground.

3.21 Significant landscaping is proposed by the applicants as part of the illustrative site layout, including planting of a community woodland and strengthening of the existing hedges and boundaries of the site. 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 and suitable replacement planting more than mitigates the impact of the hedges removed. Policy CR08 is therefore considered to be complied with. It is noted that three trees, two groups of trees and sections of one hedge and a further group of trees are proposed to be removed. These trees are lower category C or unclassified trees, and with the extensive planting proposed on the site their loss is considered acceptable in this instance. Conditions are recommended including to secure advance planting before any works commence on site, a landscape management plan, further details of soft and hard landscaping details, adherence to the arboricultural method statement and tree protection plan. The balance of this very minor harm is considered further in the conclusion to this report.

3.22 The land within the application site comprises of Grade 3 agricultural land. The Best and Most Versatile (BMV) agricultural land is sought to be retained under paragraph 170 of the NPPF. It is not known whether the Grade 3 land is Grade 3a (Best and Most Versatile) or 3b which does not fall into BMV. The extent of loss of 10.4ha (including land currently used for caravan storage, land that is proposed for a paddock and the allotments extension) is noted and is a harm of the scheme, but given the small scale of this loss, even if the site comprised all Best and Most Versatile land and when taken cumulatively with other consented schemes in the locality, would be minimal to the wider agricultural land available and so would not be sufficient to merit a reason for refusal for this development. This matter is balanced further in the conclusion.

3.23 In conclusion, as a worst-case the application development is likely to pose a 'Moderate' to 'Slight-Adverse' effect to the landscape, but such effect is likely to be limited and relatively localised to the site and its immediate surroundings, and mitigated as the proposed landscaping establishes and matures across the site.

3.24 As a matter of judgement the application is therefore considered to accord with policies CS11 and CS15. This is because officers are satisfied that the local landscape characteristics and locational context in relation to the village and its setting have been dealt with appropriately; such characteristics have been respected.

3.25 Consideration has also been given in relation to policy CR04 because the site falls within a Special Landscape Area. For the avoidance of doubt, policy CR04 states:

'Development proposals in Special Landscape Areas will only be permitted where they:

- *maintain or enhance the special landscape qualities of the area, identified in the relevant landscape appraisal; and*
- *are designed and sited so as to harmonise with the landscape setting.'*

3.26 Officers are likewise satisfied that the criteria within that policy have been met. Even if it were considered that because of the scale of the development (and the nature of its impact) it would not be possible to at least maintain the special landscape qualities of the area, the effects are nevertheless limited such that the significance of any policy breach would be particularly low.

Impact on Heritage Assets

3.27 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. Members are now well-versed in understanding that such a principle is a matter of considerable importance and weight, and that where harm is identified there is an inherent presumption that planning permission should be refused.

3.28 Further to this local plan policy CN06, which is consistent with the statutory duty above, 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.

3.29 There are a number of listed buildings in the vicinity of the application site as noted above, but the heritage assets materially impacted by these proposals are the Wild Man Public House (Grade II), The Grindle House (Grade II), Sproughton Mill and Mill House (both Grade II), Church of All Saints (Grade II*) Sproughton Hall and barns (Grade II) and the Tithe Barn (Grade II). The latter assets having a particular group value which elevates their significance beyond the individual.

3.30 In the Heritage officer's consultation responses it is ultimately concluded that the outline application proposal poses no harm to any heritage assets. However the detailed aspect of the application could result in a low to medium level of less than substantial harm to the significance of the Grindle House and a low level of less than substantial harm to the significance of the group of historic buildings in the village core identified above. In relation to the Wild Man public house it is considered with the submitted

parameter plans the development could be designed to have no harm to the significance of this listed building.

3.31 While the precise details of the final development will only be known from the reserved matters stage, the relevant details and parameters provided with the application – which can be controlled now in order to influence those matters – give satisfactory comfort that the overall assessment from the Council's heritage team can be secured i.e. that the significance of those heritage assets impacted by the proposal would be preserved where careful design can mitigate the risk of adverse impact.

3.32 Even in the event that harm was found at the reserved matters stage, this could only realistically fall within the low to medium end of what the NPPF terms 'less than substantial'. For sake of prudence because the reserved matters stage is not the time to "re-strike" the planning balance, it is that worst-case scenario that has been adopted for the purposes of assessing this application.

3.33 Should the detailed design at the reserved matters stage lead to this level of harm this would warrant the attachment of considerable importance in line with the statutory duty referred to above, and 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. Within that balance great weight must be attached to the asset's conservation (and naturally considerable importance attached to any harm identified) in accordance with paragraph 193 of the NPPF, which is consistent with the aforementioned statutory duty. It is therefore said that where harm is identified there is an inherent presumption against planning permission being granted. It is possible to approve a development that is harmful to heritage assets but the benefits must be suitably compelling; this is a matter of judgement and in this case the benefits of the scheme are significant.

3.34 Policy CN06 does not explicitly import a balance for resolving heritage conflicts in the manner of NPPF paragraph 196. To that extent it might be said to be inconsistent with national planning policy and should be afforded less than full weight as a result (noting NPPF para. 213). Officers disagree. Firstly, it is entirely consistent with NPPF paras. 193 and 194. Secondly, and in that respect, it is consistent with the duties laid out within the listed buildings Act which has the force of statute: the Council cannot choose to afford such duties limited weight, as a matter of law they must be followed. Thirdly, it is considered inherent within the policy that there must be a means to resolve heritage conflicts as otherwise it would not be possible to find development acceptable in circumstances where harm was unavoidable; as ever, a planning balance is required though noting the considerable importance to be attached to the finding of any heritage harm identified.

3.35 Regardless, in light of the clear and methodical bundle of policies set out within the NPPF, Members are directed to work through them. This is because, if properly applied, Members can be satisfied that they will have adhered to national planning policy, satisfied their statutory duties, and thus will have also complied with the policies of the development plan (which embrace those duties). For that reason, officers too have followed the policies of the NPPF. Naturally, if those policies were not consistent with the NPPF then they should be afforded less weight; again, it is the heritage policies of the NPPF that ought to be followed.

3.36 The operation of the NPPF 196 balance is contained at the conclusion to this report.

3.37 Officers are satisfied that the applicant has taken an approach to minimise/reduce the risk of harm and respect heritage assets. Whilst officers are satisfied, following the advice of the Council's Heritage Officer, the level of harm is considered to be low to medium less than substantial as a worst case scenario even though the final configuration of the development is capable of minimising harm.

3.38 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 trial trenching has already been undertaken. The investigations have found significant prehistoric activity and Iron Age activity, including a ring-ditch with a substantial ditch on both sides. There is considered to be high potential for below-ground heritage assets of archaeological importance. However there are no grounds to consider refusal in order to achieve preservation *in-situ* 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 potentially damaged or destroyed, to be in accordance with paragraph 189 and 199 of the NPPF. This again would ensure that no harm is caused to archaeological assets.

3.39 This element of the policy CS11 criterion is satisfied.

The locational context of the village and the proposed development

3.40 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.

3.41 The site is well related to the Sproughton settlement boundary, in part directly adjoining it. It is noted that there is some separation through the existing allotments and the proposed community car park that would set the proposed development back from the existing line of development, which is unavoidable with the existing allotments but also needed to address the setting of the public house as a heritage asset. The proposal would not constitute ribbon development given the proposed layout and depth of the site. The site is well connected to the village in a visual sense, with residential development to the south and east of the site. The proposed scale and layout of development is not at odds with the form of neighbouring development along Burstall Lane and Loraine Way.

3.42 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 accesses provide connectivity to bus stops and the wider footway network. 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.

3.43 On balance it is concluded that the site has a close 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

3.44 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 or nature 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. As a site abutting the settlement boundary, and bearing in mind its functional relationship with it, this criterion is satisfied. Another site adjacent to the settlement boundary for the village that is being promoted by Hopkins Homes is for a lesser number of dwellings and has already been formally tested on its merits and was refused planning permission principally because of the heritage sensitivity associated with the site itself.

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

3.45 The meaning of “locally identified need” for housing, as a criterion of policy CS11, has been considered by the High Court (the “Bergholt judgment”)¹: locally identified housing need is considered to encompass the needs of a village and its functional cluster, and perhaps in areas immediately adjoining it. However, the judgment was given in the context of a proposed development in a *Core Village*, which has differently worded criteria to that applicable to *Hinterland Villages* (and noting the policy text of policy CS2 which states that *Hinterland Villages* ‘will accommodate some development to help meet the needs within them’ [*emphasis added*]).

3.46 For *Hinterland villages* Policy CS11 sets out two requirements in relation to housing need:

‘iv) locally identified need - housing and employment, and specific local needs such as affordable housing; and

iii) meets a proven local need, such as affordable housing or targeted market housing identified in an adopted community local plan / neighbourhood plan’.

3.47 In relation to *Hinterland Villages* the CS11 SPD states:

‘Because Hinterland Villages are generally smaller and have fewer services and facilities it is expected that proposals for consideration under this policy will be small-scale. However as with Core Villages, Hinterland Villages vary considerably in their size, scale and nature. Proposals for hinterland villages will need to be proportionate to the size of the existing settlement and take into account the type and number of facilities in the village, local opportunities and needs. Some hinterland villages may be able to accommodate higher levels of development than others’.

3.48 As an application for housing in a *Hinterland village*, it is incumbent upon an applicant to provide evidence to meet that test. Policy CS11 does not explain how local need should be demonstrated. However, the requirement is explained further within the CS11 SPD:

¹ *R (on the application of East Bergholt PC) v Babergh DC* [2016] EWHC 3400 (Admin).

'... Developers should therefore set out how the proposal meets these locally identified needs. This should include an analysis of the number and types of dwelling in the village, an assessment the need for housing in the village and the identification of any gaps in provision. Proposals should provide affordable housing in accordance with Policy CS19. Proposals should therefore be accompanied by a statement that analyses the local housing, employment and community needs of the village and how they have been taken into account in the proposal. It is anticipated that such statements should be prepared in consultation with the Council using evidence from a number of sources.'

3.49 The application is supported by a local housing needs assessment ("LHNA") prepared by planning consultancy Turley to address the matter of locally identified/proven local need. Within its Executive Summary, the LHNA states:

'It has been confirmed through the High Court that this should account for need in both 'the village and its cluster', with this judgement having also been very recently cited by the Secretary of State in allowing a recovered appeal elsewhere in the district. The report therefore adopts a comparable approach and reasonably considers needs within the "Ipswich" functional cluster that contains Sproughton and seven adjacent parishes, albeit without disregarding a wider need for housing that exists in adjoining areas.'

3.50 Officers disagree with that approach for the reason set out above: the village of Sproughton is classed as a Hinterland village and the primary assessment of local need must focus on the need, if any, arising within the village itself. The LHNA itself provides no assessment at the village or parish-only level. On that basis, noting the SPD it cannot be said there has been a satisfactory assessment of: an *'analysis of the number and types of dwellings'*; an *'assessment of the need for housing in the village'*; or *'identification of any gaps in provision'*.

3.51 The LHNA also points out that: *'Sproughton is proposed to be elevated in the settlement hierarchy, and forms part of a strategically connected area – the so-called Ipswich Fringe – that is identified by the Council as being capable of sustainably meeting a wider need for housing than may be generated purely therein'*. However, it is important for Members to recognise that the starting point for decision-taking remains with the development plan; the JLP is not considered to be a determinative consideration for the purposes of this application bearing in mind that it remains at such a relatively early stage in the plan-making process. At a District-level the Council's current 5+ year land supply points to a less pressing need for the release of new dwellings at this present moment, albeit the wider growth context should still be held in mind and as a consideration of itself the benefits to derive from the housing proposed by this application is considered at the end of this report.

3.52 Finally, the LHNA does not assess the projected, deliverable supply of dwellings for the village/cluster that should naturally be framed against the "need" identified; if such need is already capable of being satisfied by committed developments within the assessment area, then such need can reasonably be said to remain.

3.53 Having regard to the wording of policies CS2 and CS11, and the SPD which provides supporting guidance, the LHNA has not fully satisfactorily addressed local housing need as an issue relevant to the determination of this application and the onus is squarely on the Applicant to prove that there is a local need for the housing proposed. The application can be distinguished clearly from the Long Melford case highlighted by the Applicant and the author of the LHNA. The relevant criteria of policy CS11 has not been fully satisfied and it has not been demonstrated there is a proven need for the development when considering the local context, albeit the general imperative to boost housing supply is noted. There may be a local need within the village but this application does not provide a clear answer to that question.

3.54 The relevant criteria of CS11 is not been fully satisfied but the significance of this policy tension is addressed within the final planning balance.

3.55 It must be noted however that the scheme does provide for 35% affordable housing in line with the requirements of policy CS19, and the indicative mix of tenures is supported by the council's Strategic Housing Officer. The S106 agreement can secure an appropriate mix, whilst recognising that the proposals are at an outline stage. The location and appearance of the affordable dwellings would be determined at the reserved matters stage, but indicative plans have been submitted with the application to demonstrate that the dwellings could be well integrated into the wider proposed development.

3.56 The mix, type and size of private housing has been indicatively shown, and in line with policy CS18 would be expected to reflect established needs in the Babergh District. This demonstrates a larger proportion of 2 and 3 bedroom dwellings being provided which reflect evidence of needs in the wider district. The council's self-build/custom build register also identifies the need for self-build plots across the council's area. The current number on the register is 301, with 53 added in 2019-20 alone.

3.57 The Council's 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 indicative market housing mix contains a significant number of 2 and 3 bedroom dwellings along with up to 10 bungalows. The final mix, type and size is proposed to be secured by a condition.

3.58 Sproughton Parish Council have submitted a Housing Survey Report for Sproughton. The report produced by Community Action Suffolk aimed to understand the existing and future housing needs for Sproughton (parish, not just village) residents, including family members and other members of households (not necessarily living in Sproughton). A survey was sent to residents of Sproughton parish, and the key findings were that respondents favoured homes for older people, small family homes and homes for couples. In total, a response from 38 households identified a potential accommodation need for 87 people in the Sproughton parish. If there is a need arising within the village then it is likely to be limited.

Locally Identified Community Needs

3.60 The SPD states that proposals should be accompanied by a statement that assesses the community needs of the village and how they have been considered in the proposal. Whilst the application is not supported by a specific community needs assessment, the proposals include a community woodland, extension to the existing allotments, village car park, land for community uses/local

shops/employment, all of which have been provided by the applicant following discussion and community engagement with the Parish Council and local community.

3.61 Further, the development will also 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

3.62 There is no evidence before officers to suggest the scheme will result in an unacceptable cumulative impact on the area in the context of social, physical or environmental impacts. Matters such as highway impact are considered further in the report below. Suffolk County Council have confirmed no objection in relation to school infrastructure subject to CIL contributions. The NHS Clinical Commissioning Group have confirmed that whilst there are no GP surgeries within 2km of the site, there are two within 4km of the site. CIL monies would be sought to increase capacity of these surgeries by extension, refurbishment or reconfiguration. There are no objections raised by infrastructure providers and therefore the scheme does not result in an adverse cumulative impact on the area.

3.63 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

3.64 Local plan policies CN01 on design and CN04 on designing out crime are also key considerations albeit the application effectively remains in outline form save for the spine road element (and associated drainage). The character and layout of the proposed development is indicatively shown in plans supporting the application. The proposed development seeks to provide spacious and attractive street scenes with sufficient space for street trees and pedestrian and cycle routes. The resulting indicative layout shows development set back from Loraine Way, with lower density self-build to the south of the site along Burstall Lane. The proposals seek to address the setting of the heritage assets to the north west and south east of the site, the Wild Man Public House, and The Grindle Farmhouse respectively. Open space and public rights of way have been provided and enhanced through the parameter plan provided with the application. The development seeks to provide a mix of dwellings of one and two storeys, and seeks to ensure affordable housing could be well integrated into the development. Detailed matters of design would be considered at the reserved matters stage, but sufficient information has been provided in the indicative site layout and parameter plans to ensure the proposals can lead to a high quality development and compliant with policies CN01 and CN04.

3.65 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. The applicant has confirmed that 1.1ha would be public open space and 2.97ha a community woodland, which more than meets the requirement of 10% of the gross site area (1.04ha) to be open space. A further 0.4ha will be provided as an extension to the village allotments. The comments of the councils' Public Realm officer are noted in relation to the future potential relief road and the impact of future resident's ability to access that open space. Should the relief road come forward then a detailed planning application would be required, which ensure there were appropriate and safe crossing points for pedestrians. It is considered that this matter could be adequately addressed at this stage.

Settlement context

3.66 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

3.67 An area has been designated for Sproughton Neighbourhood Plan but this has not reached the stage of a draft neighbourhood plan at present. The implications in relation to local housing need are dealt with above.

Supports local services and/or creates employment opportunities

3.68 The development of 105 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). The proposals also include floorspace for community use/local shops/office space which would create employment opportunities, and retain the existing caravan storage use on site.

3.69 The comments from the council's Economic Development team on ensuring the delivery of the employment uses are noted, but the acceptability of the scheme does not hinge on the delivery of this employment. Whilst the benefit of employment floorspace is noted, weight attached to this benefit does need to be tempered to reflect the uncertainty over its delivery. It is not considered reasonable to require the employment to be delivered in a phased manner with the residential, as it is not essential to the acceptability of the proposed development. However, it is proposed that land for community uses/ local shops/ employment use will be secured through a Section 106 Agreement which does provide some level of certainty in terms of its delivery subject to there being a demand for such provision.

Delivery of permitted schemes

3.70 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

3.71 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.

3.72 Policy CS15 seeks to address climate change through design, adaptation, mitigation and by incorporating or producing sources of renewable or low-carbon energy. A Sustainability Report has been submitted with this application which identifies the sustainability of the location with good access to local services and employment, the potential for homeworking through Superfast Broadband provision and good accessibility to green infrastructure (such as the community woodland and open space provided with the development). Whilst this application is in outline form it seeks to secure the following features to be secured through condition, which would be fully designed and set out at the reserved matters stage:

- fabric first approach to reduce energy consumption
- renewable energy through solar panels or air-source heat pumps
- recognises the site is served by a gas connection but electric heating will be considered
- use of Smart Meters to reduce gas and electricity use, low energy light bulbs for internal lighting
- meeting lower water usage than current Building Regulations of 110 litres/person/day
- electric vehicle charging points provided on site
- minimum energy rating for appliances of A+ where provided in dwellings
- a site waste management plan to detail recycling or re-use of construction waste.

3.73 The provision of Superfast Broadband would enable good connectivity for general electronic communication but also home working. Paragraph 112 of the NPPF supports the provision of advanced, high quality and reliable communications infrastructure. This however 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.

3.74 Sustainable design and construction standards with renewable/low carbon energy sources are identified under policies CS12 and CS13 of the core strategy. However, the Written Ministerial Statement on Housing Standards (reference HCWS488) made in 25th 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. The Council's Environmental Health officer notes the submission of this report and has no objection to the application. Conditions are recommended for a Sustainability and Energy Statement to detail the measures to be taken and for ducting for Broadband infrastructure.

3.75 CS15 also 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.

3.76 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 proposals respond favourably to these matters.

3.77 A Phase 1 Desktop Contamination Report supports the application. This recommends additional works to be undertaken and that intrusive-based investigations are undertaken. Environmental Health raise no objection to the proposed development from the perspective of land contamination subject to a condition to ensure these works are undertaken. The proposal complies with criterion vii of Policy CS15 insofar as it relates to land contamination.

3.78 Having regard to policy CS15 as a whole, it is satisfied.

Principle of development – non-residential uses

3.79 The application also includes non-residential uses, comprising a village car park, relocated caravan storage area, extension to the allotments and land for community uses/ local shops/ employment uses in the south-eastern part of the site. The non-residential uses proposed in the south-eastern part of the site are community use, local shops or office space.

3.80 The relocation of the caravan storage is acceptable in that there would be no loss of employment so as to not contravene policy EM24 of the local plan. The provision of a village car park is acceptable and in a good location to relate well to the village. The extension to the allotments, registered as an Asset of Community Value, is also welcomed and supported by CS14 in the provision of green infrastructure.

3.81 The proposed community use as part of the wider development proposed is considered to meet the criteria as set out above for policies CS11 and CS15. Para 88 of the NPPF identifies that the sequential approach should not be applied to applications for small scale rural offices or other small scale rural development. Whilst the wider proposals are not small scale, the office/retail element is a relatively small part of the proposed development. In any case, the sequential approach assessing the office/retail (main town centre uses) is replicated in CS11, the report above has considered there are no other sites available in Sproughton that could accommodate this development and, given the limited scale of the proposals, it is not considered that town centre proposals would be adversely affected. Further to this the employment uses are supported by policy CS17. The principle of these uses in this location are therefore considered to be acceptable.

3.82 It should be noted that in the absence of any restrictive planning condition the local shop or office space could move between different uses within Class E without needing to apply for planning permission. This could result in uses such as a restaurant, financial/professional services, indoor sports, medical and nursery uses and any other services which it is appropriate to provide in a commercial, business or service locality. Also the community use could also change to other uses within Class F2 including a swimming pool. The removal of permitted development rights has been considered, but given the relatively small extent of floorspace likely, conditions to ensure plant and hours of use do not lead to issues with noise levels and the location next to the village centre, it is not considered necessary to restrict these uses.

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 Loraine Way 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. The existing AM peak weekday two-way flow of traffic on Loraine Way is 828 vehicles. Traffic modelling was undertaken to consider the impact of this development and trip generation on key local junctions using recent traffic survey data. The proposed development would add an additional 130 vehicle trips in the AM peak hour, which equates to approximately 2 additional vehicle movements every minute. 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)
- 18/02010 land to the east of Loraine Way, Sproughton (49 dwellings – refused, currently being appealed)
- 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 (115 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. It should be noted that the applicants have indicated they would cover the cost of providing the zebra crossing if other schemes, such as the refused application for 49 dwellings, do not come forward. 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 allowed at appeal and constructed. Planning application 18/02010 at land to the east of Loraine Way would provide a new priority junction with right hand turning lane on the B1113 at the proposed access to site if it were approved. This would be required to mitigate the direct impacts of the development of that application, and so it is not reasonable or necessary to require this application currently being considered by Members to contribute to the priority junction should they be allowed at appeal. This application proposes a suitable access and right turn lane into the application site.

4.7 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. It should be noted that traffic flows from committed development such as SnOasis will have been factored into account by the highway authority when reviewing the Transport Assessment and reaching their overall view on residual cumulative impacts.

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. For these reasons, any highway impacts can be satisfactorily mitigated and the proposals are therefore acceptable in highway terms.

4.9 Highways England have been consulted and raise 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 Loraine Way and Burstall Lane. The proposed junctions and spine road have been designed to an acceptable level with appropriate visibility splays which are to be secured through planning condition. 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. The proposed spine road also diverts traffic away from the B1113/Lower Road staggered junction which is considered by the Highway Authority to reduce conflict for pedestrians and cyclists using this junction. The above proposed measures and footway link to the existing footway network, together with installation of a highway gateway sign, and promotion of a traffic regulation order to extend the existing 30mph speed limit further north and relocation of the vehicle weight limit on Loraine Way to the proposed spine road, provision of a new bus shelter on the western side of Loraine Way, improved access and highway safety to the village and public right of way for cyclists and pedestrians will enhance the local highway network and improve connectivity for pedestrians and cyclists.

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, meets the minimum requirements. There is sufficient space on site for visitor parking that could be determined at a reserved matters stage. 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 The nearest bus stop to the site is located approximately 100 metres to the south of the site, located on a loop road between Loraine Way and Lower Street. The site is in close proximity to Ipswich which could enable future residents from the site to cycle as an alternative to using a private car. It is noted however there is no off-carriageway cycle path, but the close proximity to Ipswich remains. There are pedestrian footpaths connecting the site directly to the main village centre where there are a number of services including Sproughton Community Shop, Sproughton Primary School and Wild Man public house (which whilst closed for renovation still remains a local service in planning use terms).

4.13 The proposals provide a new public right of way (PRoW) connecting the application site to the existing footpath 9 that runs north-south through the site. Approximately 450m to the west of the site footpath 22 can be accessed from Lower Street which then runs along the River Gipping. SCC Public Rights of Way welcome the proposals to accommodate footpath 9 through the proposed open green space on site. The Highway Authority consider that as the result of the development there will be increased use of the PRoW network in the vicinity of the site and seek improvements to footpath 9 to connect it to Restricted Byway 39 onto Grindle Lane. A contribution is sought through the S106 agreement to deliver these works which is considered to fully mitigate the scheme's impact.

4.14 A travel plan is required which can be secured through planning condition and S106 contribution if implementation of the travel plan by SCC is required. This will promote sustainable transport options to new residents and provide opportunities to use methods of transport other than private car and will ensure that Policy TP16 is complied with.

4.15 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.

4.16 The Highway Authority have raised no objections subject to the mitigation measures and details to be secured through the S106 and proposed conditions below or further to more detail at the reserved matters stage. 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 TP15 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.

4.17 In addition to the spine road that will provide a link between Burstall Lane and Loraine Way, thereby helping to divert traffic from the Burstall Lane/High Street staggered junction, the current proposed parameter plan identifies a corridor for a future potential relief road for Sproughton. The applicants have identified land to be safeguarded for such a relief road to be delivered if the landowners to the south of the site were also minded to make their land available. There is no certainty or indication that this road would come forward at present, and as such it cannot be identified as a significant benefit to the scheme. It is however welcomed that land is safeguarded from development in case there is an opportunity in the future.

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 Preliminary Ecological Appraisal, Breeding Bird Surveys, Bat Scoping and Activity Survey, Reptile Survey, Badger Survey, Ecological Mitigation and Enhancement Strategy and Habitats Regulations Assessment have been submitted with the application. The reports have been reviewed by Council's Ecology Consultant who agreed with the report's findings to enable consideration of the likely impacts on designated sites, protected species and Priority species and habitats. With the identified mitigation measures identified that are recommended to be secured by condition the development is considered to be acceptable to secure measurable net gains for biodiversity, including native planting in landscaping schemes including strengthening boundary vegetation, log piles for invertebrates and reptiles, nest boxes, bat boxes/bat bricks, public open space and new allotments to link to existing wildlife corridors by meadow planting/hedgerows and gaps at bases of fencing to provide connectivity for hedgehogs. Skylark habitat mitigation will be secured via Section 106 agreement on land within the applicant's control.

5.3 A Habitats Regulations Assessment – Appropriate Assessment has been produced by the Council to be agreed with Natural England. The requirements of the Conservation of Habitats and Species Regulations 2017 are therefore considered able to be met. A proportionate financial contribution to enable the delivery of mitigation measures prior to occupation of any dwelling, and a long-term management plan to promote recreational routes around the site to direct recreational pressure away from the Stour and Orwell Estuaries Special Protection Area and Ramsar will be secured via Section 106 agreement and planning condition respectively.

6. Flooding and 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 in Flood Zone 1, with the River Gipping 250m to the east of the site and a tributary to this river running along the north of the site adjacent to The Grindle. With regard to 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. Two attenuation basins will be provided to the north and south of the access to the site from Loraine Way. The basin to the south is applied for in Full as this attenuates water from the spine road which is also applied for under a Full application. The surface water strategy also entail the use of attenuation systems, permeable paving, soakaways, swales, filter drains and infiltration basins where runoff will be collected and treated prior to being infiltrated into the ground. The Lead Local Flood Authority have confirmed they have no objection subject to conditions

6.3 Anglian Water have indicated they have capacity for wastewater treatment at the Sproughton-Church Lane Water Recycling Centre and there is capacity in the sewerage system. No conditions are requested.

6.4 The application is therefore considered to be acceptable in relation to matters of flooding and drainage.

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 amenity of existing residents is considered to be acceptable given the distance between the proposed new development and existing dwellings along Burstall Lane and Loraine Way. The amenity of future residents on the site would mostly be impacted by the layout of the proposed development which would be considered at a reserved matters stage. However the indicative layout is considered to demonstrate that there is sufficient space for the quantum of development to ensure there is sufficient space between dwellings and appropriate orientation of dwellings to ensure an adequate level of amenity in relation to outlook, privacy, daylight and sunlight will be achieved for future residents. There is space for each dwelling has access to private amenity space and a large area of public amenity space.

7.3 The impact of noise from any air conditioning units or plant and hours of use of commercial/community uses under Class E or Class F2 of the Use Classes Order (1987) (as amended) has been considered in relation to the amenity of existing and future residents of the development. Through the use of conditions to consider these further the Environmental Health Officer raises no objection. The amenity for existing and future residents is therefore considered to be acceptable and in line with paragraph 127 of the NPPF.

7.4 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 raise an objection based on air quality. The Environmental Health Officer has considered guidance from DEFRA and the Institute of Air Quality Management (IAQM), as well as DEFRA background concentrations of pollutants and air quality monitoring that is undertaken near to the application

development site. The background concentrations of Nitrogen dioxide in the area of Sproughton are low and are not indicative of a wider air quality issue and therefore it is considered the air quality in Sproughton as being generally good. To validate this assumption, the Council has in the last year commenced monitoring at Lower Street and the B1113 (the Wild Man junction) and the findings indicate that concentrations of Nitrogen dioxide were significantly below the government objective and the existing air quality in Sproughton is good. The future proposed development has been considered against these existing air quality conditions but it is not considered that the level of traffic movements would necessitate further air quality assessments. A condition to ensure electric vehicle charging points are installed in the new dwellings has been recommended. The development is considered to meet the requirements of paragraph 181 of the NPPF.

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 The applicants have agreed to a reduced time limit for the residential component of the application, which would help bring the dwellings forwards in a shorter timescale which would be of benefit to housing delivery for the council. It is considered the site is suitable, available and achievable to be developed for the proposals under this application and there is no evidence before officers to the contrary.

9. Other matters

9.1 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, community

woodland, extension to allotments, village car park, the RAMs contribution, land for skylark mitigation, marketing of self-build plots to households registered on the councils Self-Build/Custom-Build Register in the first instance, travel plan implementation (if required), works to footpath 9 in Sproughton and highway mitigation measures identified earlier in the report.

9.2 CIL contributions would be sought for primary school expansion for £414,432, secondary school expansion for £404,175, Sixth Form expansion for £95,100, and £22,680 for libraries and £11,550 for waste infrastructure based on a scheme of 105 dwellings through reserved matters.

9.3 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.

9.4 The Mineral Planning Authority have not been consulted on this application but have requested an assessment of minerals resource via condition on other applications in this consultation area. If materials are found a strategy is recommended to be formed on how the resource is to be used. If material is economically viable prior extraction or use on site should be considered. With this condition the proposed development would therefore be in accordance with paragraph 203 and 204 of the NPPF.

9.5 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. Whilst such considerations are positive they should be afforded little weight; the PPG is clear that it is not appropriate to make a decision based on the potential for the development to raise money for a local authority or other government body. Officers do not consider that such benefits are determinative in reaching the recommendation at the end of this report.

9.6 Fire hydrants would be conditioned to any approval issued.

9.7 The proposals have been screened as to whether an Environmental Impact Assessment (EIA) was required. It is not considered that the proposed development would likely result in significant effects on the environment, whether in isolation or in combination with any other developments in the locality. An EIA under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 was not considered to be required to assess the environmental impacts of the scheme and in any event Members have before them sufficient environmental information to understand the likely impacts and resultant effects of the development if approved, subject to the mitigation measures set out (which are neither novel, nor complex).

10. Emerging Joint Local Plan

Emerging Joint Local Plan

10.1 The Joint Local Plan (JLP) Preferred Options Regulation 18 was published in July 2019. In this document this site was identified for allocation under reference LA012. This set out the following requirements for this policy:

Approximately 75 dwellings (and associated infrastructure) Site Size - 3.3ha

The development shall be expected to comply with the following:

- I. The relevant policies set out in the Joint Local Plan;*
- II. Landscaping to reflect the sensitivity of the landscape the area;*
- III. Design, layout and landscaping is sympathetic to the close setting of heritage assets;*

- IV. *An alternative provision of equal or greater quality, accessibility and quantity of allotments space is provided as part of the scheme;*
- V. *Contributions to the satisfaction of the LPA, towards pre-school and primary school and secondary school provision;*
- VI. *Contributions to the satisfaction of the LPA, towards healthcare provision;*
- VII. *Contributions to the satisfaction of the LPA, towards additional Household Waste Recycling provision;*
- VIII. *Contributions to the satisfaction of the LPA, for improving local pedestrian links;*
- IX. *Contributions to the satisfaction of the LPA, towards junction improvements on the A1071; and*
- X. *A full assessment of increased discharge on the watercourse, and relevant mitigation measures.*

10.2 This JLP is at present at an early stage in the plan making process, and so limited weight can be given to this document in terms of deciding this planning application. This does however give an indication of the direction of travel as to how the authority will meet its identified housing needs over the next plan period with planned infrastructure to support this growth, and that Sproughton is proposed to be elevated from a Hinterland Village to a Core Village.

10.3 To arrive at the suggested allocations in this document a comprehensive review has been undertaken of all the sites put forward by landowners to formulate this draft joint local plan. This assessment has considered the sustainability of the sites overall to determine which provide a more sustainable form of development for growth in the district as a whole. This site has been identified by the Council as a preferred location for development on this basis. Members must have caution in placing significant weight on this consideration of the emerging allocation, but this does indicate how the Council will meet its housing needs in the most sustainable way and illustrates the Council's current opinion that the site is a sustainable site for the uses proposed as part of this application.

11. Sproughton Parish Council comments

11.1 Sproughton Parish Council have responded to the most recent proposals and object to the application. The parish and applicants have actively engaged with each other throughout the course of this application, with the parish noting in their most recent response that Pigeon have listened to their concerns, improving the scheme by leaving the allotments in their present location and reducing the number of homes. There are aspects of the scheme that the parish welcome, such as the parish car park and community woodland, but it should be noted that the parish still remain opposed to this scheme and raise concern over the urbanisation and absorption of Sproughton into Ipswich.

11.2 The majority of matters raised in their letter of objection are covered by the above report, but also to note is the more recent feedback Sproughton Parish Council have received from the community to their emerging neighbourhood plan. The feedback has included that residents do not consider this application site the most suitable site for development in the village. Unfortunately this plan is at such an early stage no weight can be given in planning terms to this at present. The parish also raise concern over affordability of housing in relation to average earnings and the loss of the dark sky backdrop to the Wild Man PH and to surrounding villages. These in themselves are not matters that can be reasons for refusal, although the landscape impacts are considered above in the report.

11.3 The parish identified that should the planning committee be minded to approve the application they would like discussion with the applicants regarding the planning conditions to minimise the impact of the development. The parish would like the allotments, proposed community woodland and village car park to be transferred to the parish from the applicants. The existing allotments are not part of this application and so it would not be possible to secure transfer of ownership through this application, but the community

woodland, land for community use and village car park are, and an option for the parish to take ownership of these can be incorporated into the S106 agreement. The parish have identified conditions such as no further development to the west of the application site, further traffic surveys during construction and post development, and rectifying any foul water issues that may arise post-development. It would unfortunately not be reasonable to secure these conditions in the absence of any further requirement for mitigation and future monitoring from SCC Highways or Anglian Water respectively. It is also not possible to condition no further development on land to the west of the application site, as this is not required to make the development acceptable and so not considered reasonable. Any further proposals would be assessed on their own merits.

PART FOUR – CONCLUSION

12. Planning Balance and Conclusion

12.1 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.

12.2 The site is outside the settlement boundary and therefore conflicts with Policy CS2. As a policy of vital importance underpinning the spatial strategy of the Council, where the circumstances of this application are not exceptional and in the absence of a proven justifiable need, the development is considered to conflict with the development plan as a whole (notwithstanding additional tension with policy CS11 in relation to local housing need, and tension noted in respect of policy CR04). It is then important to consider whether other material considerations indicate that a decision other than in accordance with the development plan should be made.

12.3 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. Bearing in mind the relationship between the site and the settlement of Sproughton as a Hinterland Village, the underlying aims of policy CS2 are broadly met. Policies CS1, CS11 and CS15 are attached full statutory weight given their strong alignment with the NPPF in terms of this proposal. Therefore for the purposes of paragraph 11(d) the policies most important for determining the application as a whole are considered to be up-to-date. Whilst CS2 carries some reduced statutory weight, as a complement of policies they are not considered to be out-of-date and paragraph 11(d) is not engaged in that respect either.

12.4 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 albeit subject to satisfying local needs among other things. 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.

12.5 There are a notable number of benefits from the proposed development, many of which the applicant has provided following engagement with Sproughton Parish Council and local residents. These are:

- contribution of up to 68 market dwellings to housing supply (excluding the proposed self-build/custom build plots)
- provision of 13 self-build/custom-build plots where there identified demand from the council's self-build/custom build register
- provision of up to 37 affordable dwellings
- extension to existing allotments
- land for employment and community uses, although weight must be tempered on the basis of no end occupiers being identified at present for these uses

- new route for vehicular traffic to/from Burstall Lane to provide alternative junction of Loraine Way/Burstall Lane
- the provision of passing bays on Burstall Lane
- the provision of a bus shelter on Loraine Way
- traffic calming measures along Burstall Lane and improvements to the Burstall Lane/High Street junction
- provision of village gateway features and the promotion of a Traffic Regulation Order for the change in speed limit and weight limit extension
- new public open space, new public right of way between Loraine Way and the existing footpath SP9 with footpath and cycle path links through the site
- a community woodland
- village car park
- net gain for biodiversity
- highway mitigation measures of;
 - o B1113 - New zebra crossing north of Wild Man PH access
 - o B1113/Burstall Lane/Lower Street Junction – Reduce kerb radii and install uncontrolled crossing points
 - o A1071/B1113 Beagle Roundabout – Widening of approach lanes to roundabout
 - o Footway between Sproughton and Bramford – Cycle link on Loraine Way

12.6 The delivery of this quantum of housing, including self-build and a policy compliant level of affordable housing, the significant public open space including allotment extension, community woodland and creation of new public right of way are all considered to be significant benefits to this scheme. While officers cannot be satisfied that there is a need within the village for the amount of units proposed, the role that the village can play within its wider cluster and the district has been considered. Therefore, while the Council can presently demonstrate a five-year HLS, the provision of 105 new dwellings is still a weighty consideration. That the site itself has been identified as playing a role in the future needs of the district within the emerging Plan is of limited weight but still positive.

12.7 Those other matters which weigh against the application must also be considered. These include:

- Potential loss of Best and Most Versatile Agricultural land, although Grade 3 land
- Moderate to slight adverse landscape and visual effects, although reducing over time as landscaping matures
- Low to medium less than substantial harm (as a worst case scenario)

12.8 The proposal has the potential to result in a low to medium level of less than substantial harm to the setting of the neighbouring Grade II listed building the Grindle House and a low level of less than substantial harm to the listed buildings in the historic village core as set out above. This potential harm to the significance of a designated heritage asset 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 buildings Act.

12.9 Full consideration has been given to the comments received from the Heritage Team. The level of harm to the above Grade II listed heritage assets is noted to be a low to medium level of less than substantial harm.

12.10 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.

12.11 Further to this paragraph 193 of the NPPF identifies “when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation.” It continues to identify that “This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”

12.12 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, employment uses/community space, village car park, open spaces including a community woodland, extension to allotments, creation of an additional public right of way, highway improvements and biodiversity net gain, it is considered that these material considerations would nonetheless outweigh the low to medium level of less than substantial harm to the significance of the heritage assets, even where a considerable importance and great weight is applied to the desire to keep the affected assets from harm and whether weighed individually by asset, or cumulatively. Even where the 196 test is satisfied, if a low to medium level of harm was identified it is still important and must still be weighed in the final balance.

12.13 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.

12.14 However, the Framework objectives for sustainable development include delivering a sufficient supply of homes. The council 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.

12.15 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 reducing the need to travel by private car. While the Applicant has not fully evidenced a local need for the development in accordance with policies CS2 and CS11, the benefits to flow from the delivery of 105 new dwellings are still weighty.

12.16 Although there would be some degree of harm through this proposal running contrary to the adopted settlement strategy of the Core Strategy, this would be off-set by the national policy considerations set out above.

12.17 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 slight adverse effect with mitigatory planting in the longer term. 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 proposal will have an urbanising effect, 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.

12.18 The proposal would result in the development of 105 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.

12.19 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.

12.20 Therefore, it is considered the above merits of the scheme and compliance with policy CS15, including the accessible location of the housing and its contribution to boost housing supply, when balanced against the identified heritage harm, limited harm to the wider landscape and loss of agricultural land, 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 (and CS11 in so far as a lack of a fully evidenced local need) on the location of this development is noted and has been weighed accordingly. Matters relating to landscape and heritage harm and local housing need have been considered, but for the reasons identified in the above report these matters are considered not to be fatal to the application, and the proposal is considered to comply with the majority of criteria under policy CS11. Furthermore the benefits are considered to be significant and compelling in the overall planning balance.

12.21 The comments of Sproughton Parish Council and the significant number of objections to the scheme are noted. However the scheme must be assessed against the development plan and relevant material considerations, as it has done in the above report. The proposal is considered to represent a sustainably located site for new residential development and would provide the opportunity to deliver well designed, sustainable development with tangible benefits in relation to a community woodland and public open space, 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 because, although not in full compliance with the development plan as a whole, other material considerations indicate that permission should be granted despite the limited harms identified and this is considered to be the appropriate outcome.

RECOMMENDATION

That the application is GRANTED planning permission and includes the following conditions:-

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

- Affordable housing – no less than 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.
- Marketing of self-build plots to households on the council's Self-Build/Custom Build Register
- On site open space and play space and include management of the space to be agreed and requirement for public access at all times.
- Community woodland
- Extension to allotments
- Village car park
- Skylark mitigation area
- RAMS contribution (£121.89 per dwelling)
- Highway improvement works contributions to include:
 - Traffic regulation orders – to extend 30mph limit and moving of weight limit
 - B1113 - New zebra crossing north of Wild Man PH access
 - B1113/Burstall Lane/Lower Street Junction – Reduce kerb radii and install uncontrolled crossing points
 - A1071/B1113 Beagle Roundabout – Widening of approach lanes to roundabout
 - Footway between Sproughton and Bramford – Cycle link on Loraine Way
- Contribution to facilitate extension of 30mph speed limit and move weight limit
- Travel Plan monitoring fee
- Works to Footpath 9

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

- Reduced time limit for new homes, standard time limit for non-residential uses
- Approved Plans (Plans submitted that form this application) including broad compliance with indicative parameters plan
- Approval of reserved matters
- Phasing Condition (To allow phasing of the development and allows spreading of payments under CIL)
- Landscape; Advance planting, landscape management plan, soft and hard landscaping plan
- Ecology: Mitigation and enhancement measures, , biodiversity enhancement strategy, landscape and ecological management plan, wildlife sensitive lighting.
- Tree method statement and protection plan
- Highways; details of spine road and highway mitigation at Burstall Lane, details of highway mitigation at B1113/Lower Street junction, village gateway signs, visibility splays, estate road construction, car parking/electrical vehicle charging/cycle storage details, refuse/recycling bins, construction management plan.
- Fire hydrants

- Surface water drainage
- Mineral safeguarding
- Archaeology
- Land contamination – further investigation and unknown contamination
- Market housing mix prior to or concurrent with reserved matters to be agreed
- Up to two storey development only
- Sustainability and energy strategy
- Level access to enable wheelchair access for all dwellings/buildings.
- Broadband service ducting
- Construction method statement, no burning of waste, restriction on hours of use and deliveries for class E and D2 uses
- Noise from any plant, equipment or machinery on non-residential uses
- Travel Plan

(3) And the following informative notes as summarised and those as may be deemed necessary:

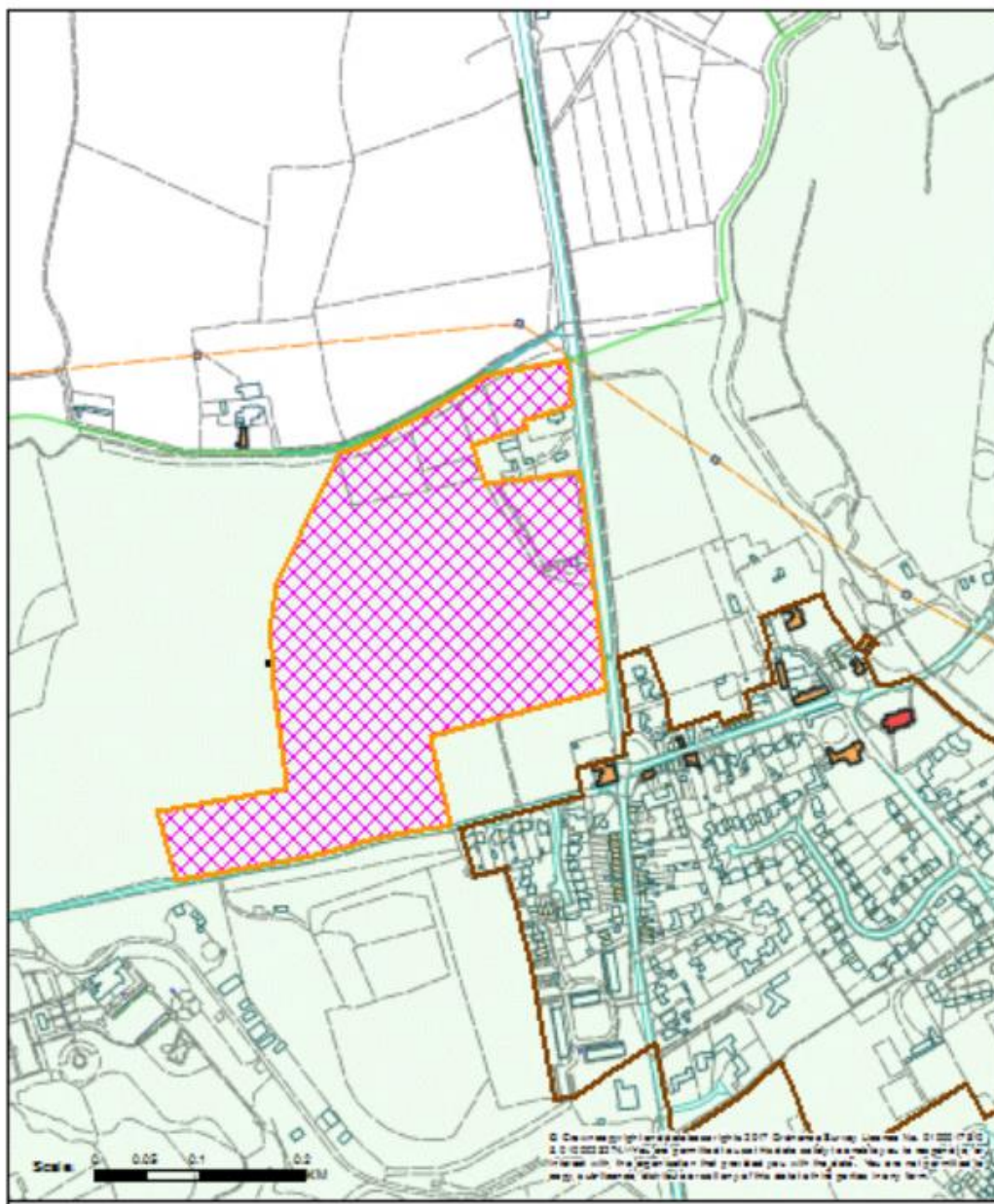
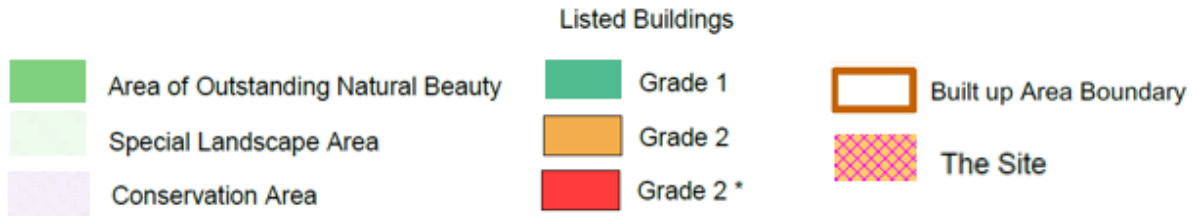
- Proactive working statement
- SCC Highways notes
- Anglian Water notes
- Lead Local Flood Authority notes

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

Application No: DC/19/00567

Parish: Sproughton

Location: Land North of Burstall Lane



This page is intentionally left blank



Dear Members,

As it is not possible to undertake a committee site visit at this time we have compiled a 'virtual' site visit for you, with a mixture of aerial views, photographs and video footage of the sites and surroundings.

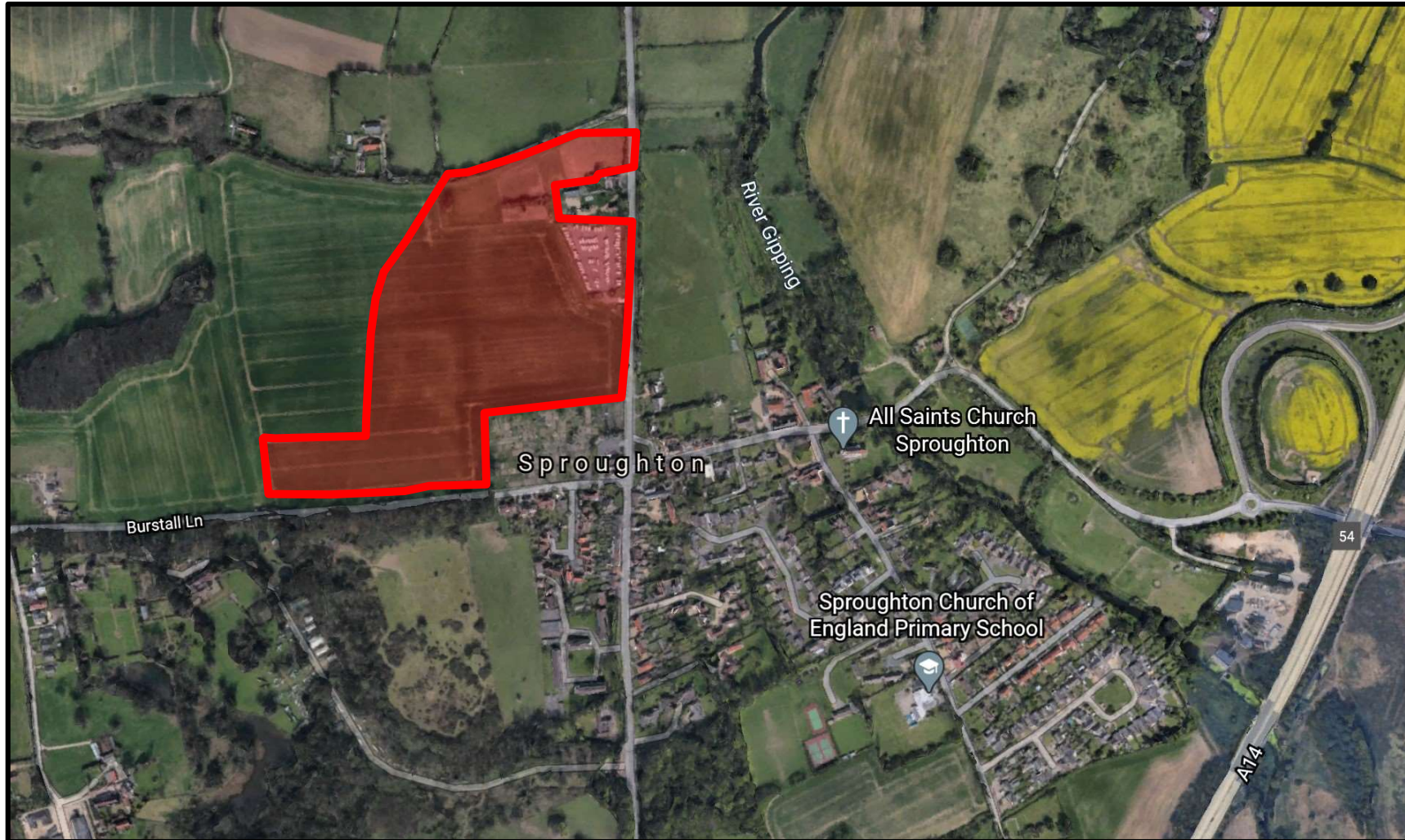


Virtual Committee Site Visit

Application Ref: DC/19/00567

Site: Land north of Burstall Lane,
Sproughton

Link to Youtube Video:<https://www.youtube.com/watch?v=A5bIOw0FcNI&feature=youtu.be>



Click to show site of application 19/00567 outlined in red



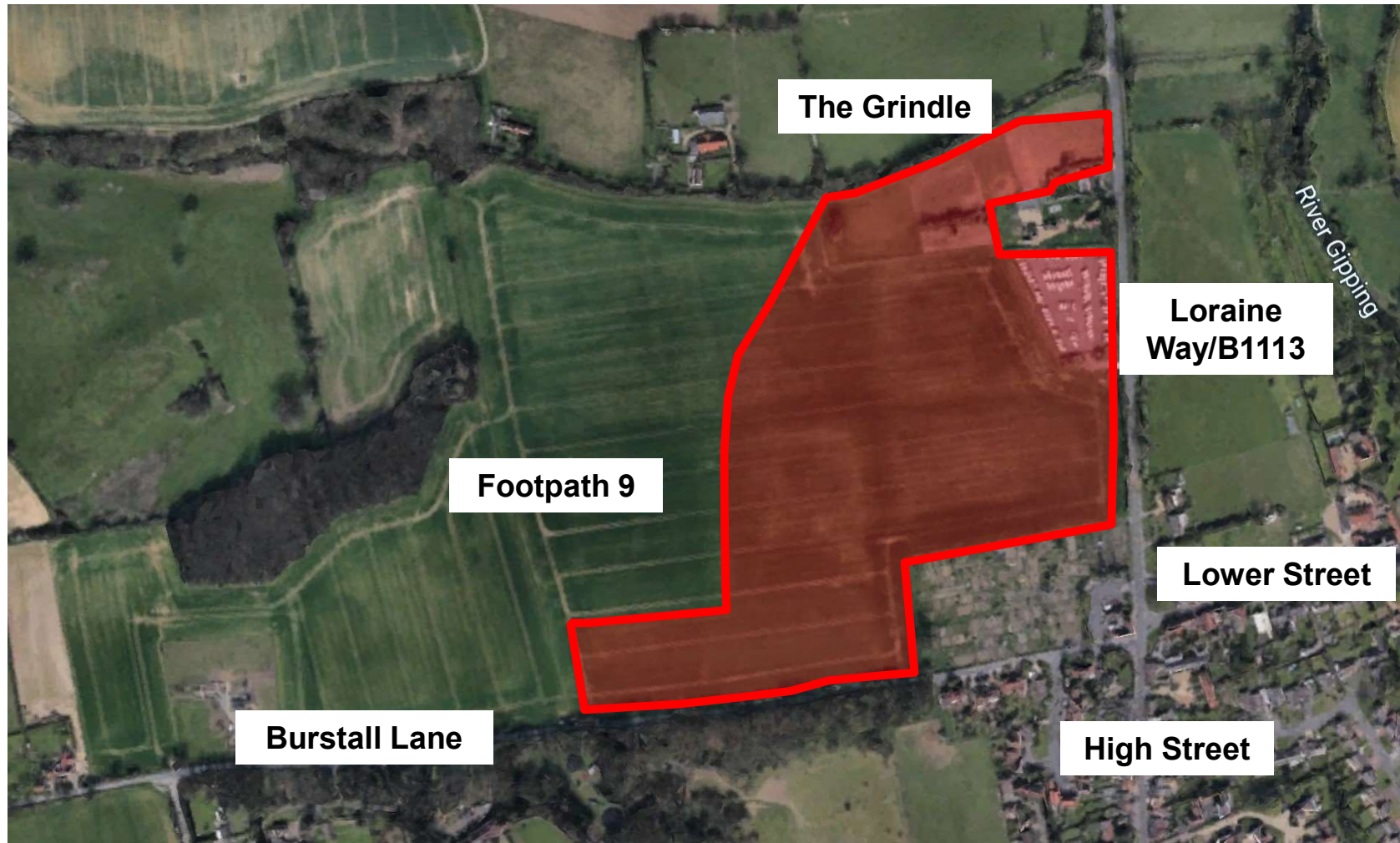
Aerial Flyover

Slide 4

Please watch video 1 for an aerial view of the site. The site is to the north east of the current built form in Sproughton, as shown outlined in red on the previous slide.

Roads and public rights of way

This slide shows the key roads and public right of way around/through the site



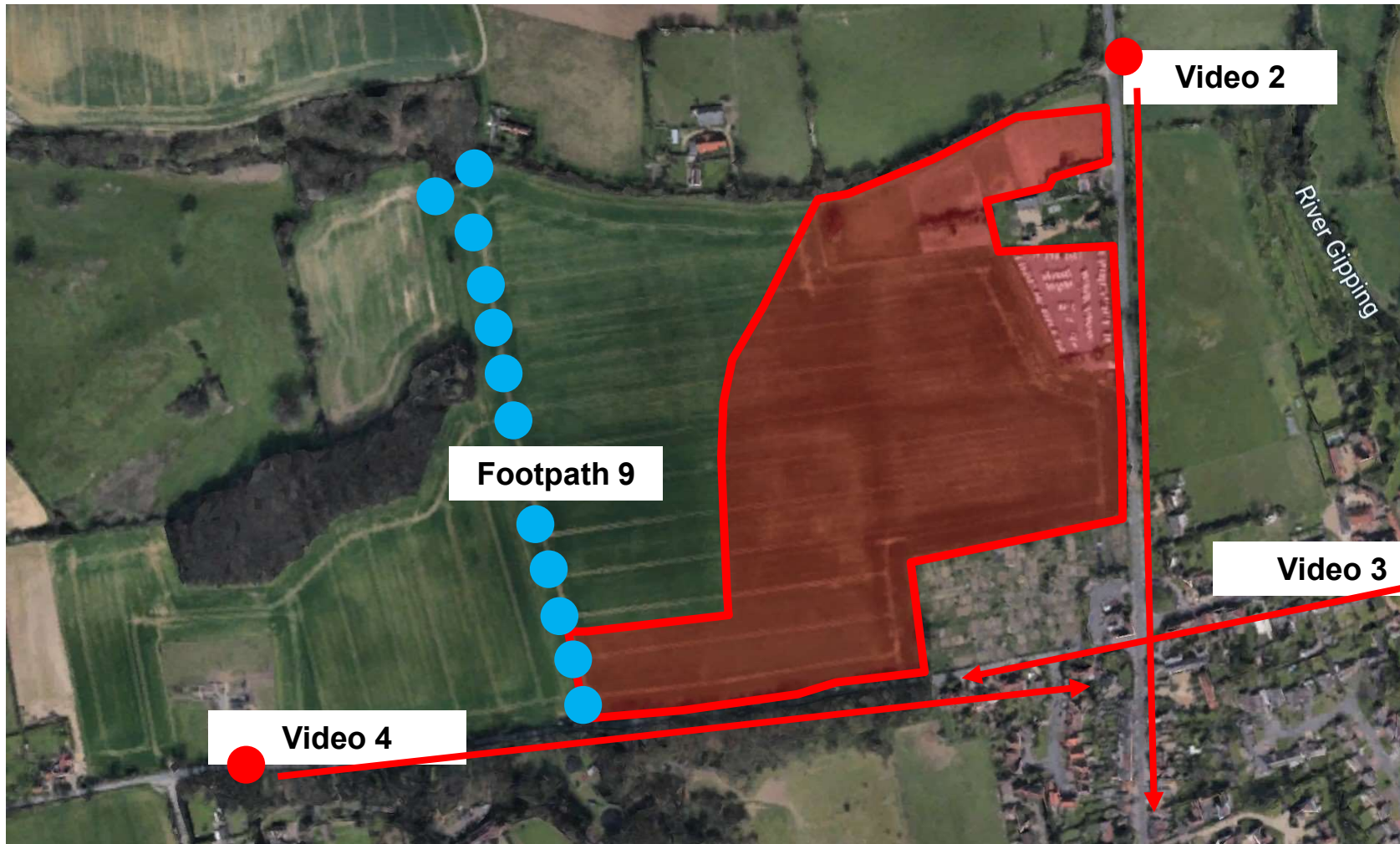


The next slide gives the locations of videos 2, 3 and 4. Please see the next slide for the routes of the videos and then refer to the corresponding video.

Also shown is the route of footpath 9 near the site, videos from this footpath are shown later in this presentation under viewpoints 3, 5 and 6.

Roads ● Starting point of video

Public rights of way ● Route of footpath



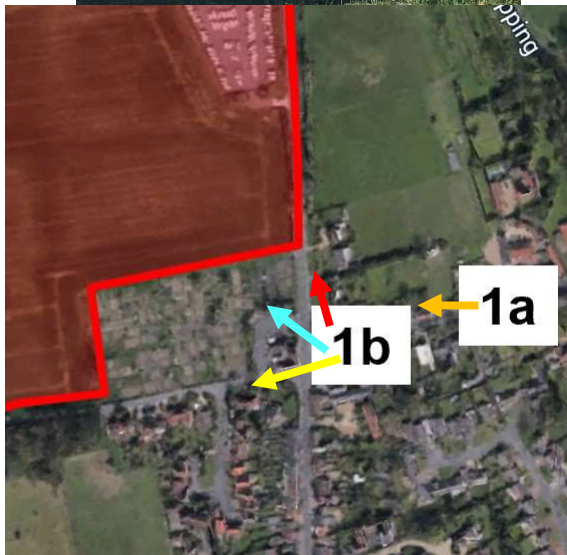
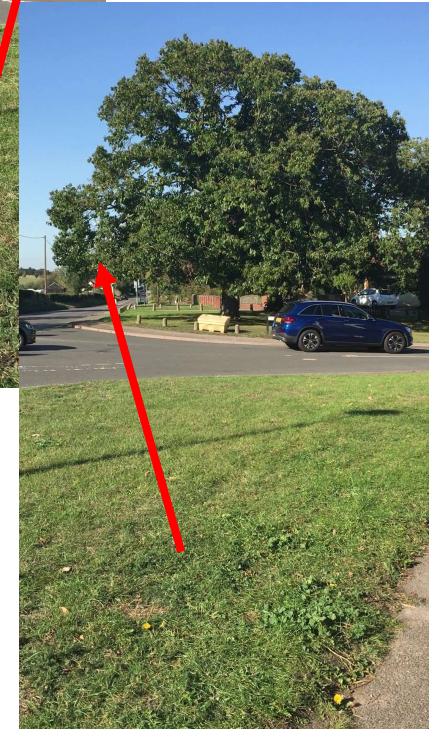
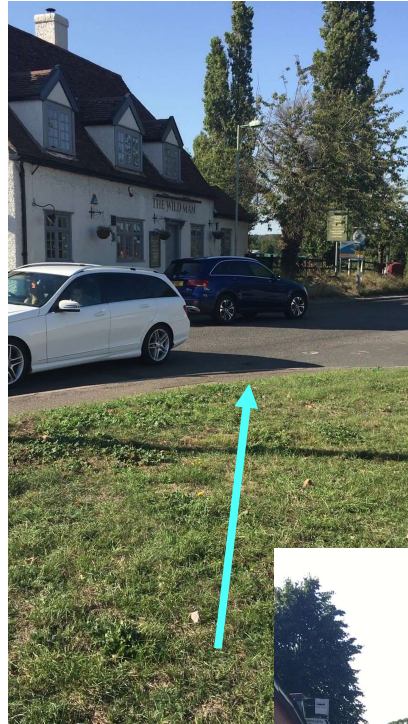
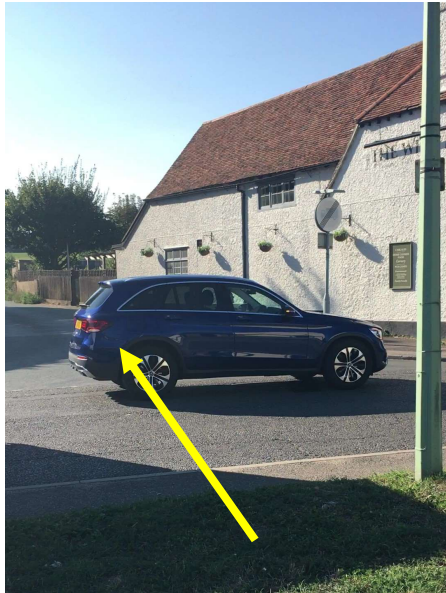
The slides will now show 10 viewpoints, the location of which are shown below.



The following slides show the following for each of these viewpoints:

- An aerial view and with numbered viewpoint
- A set of photos and photo locations
- The numbered video footage taken from the viewpoint which can be viewed via YouTube.







Viewpoint 1 videos

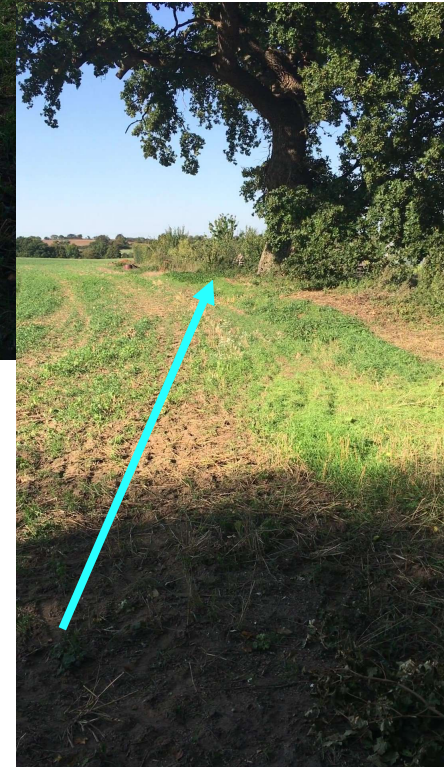
Slide 12

Please watch video 5 for footage of
viewpoint 1a and video 6 for viewpoint 1b



Viewpoint 2

Slide 14





Viewpoint 2 video

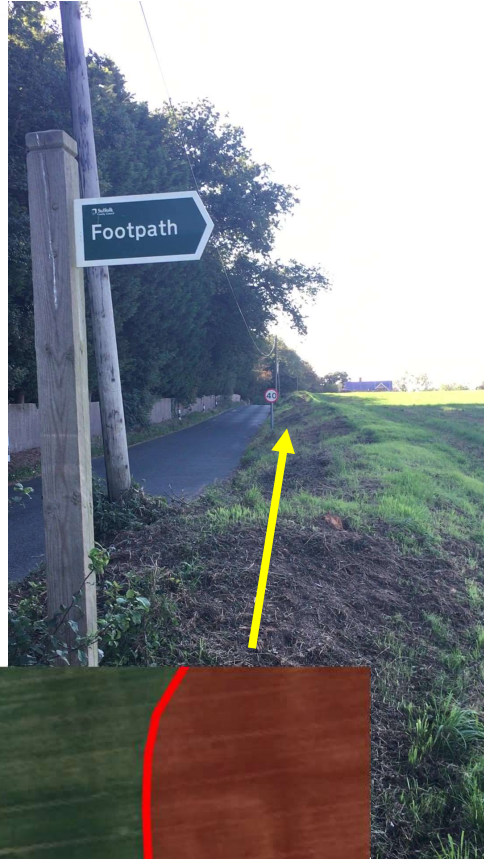
Slide 15

Please watch video 7 for footage from
viewpoint 2



Viewpoint 3

Slide 17





Viewpoint 3 video

Slide 18

Please watch video 8 for footage from
viewpoint 3





Viewpoint 4

Slide 20



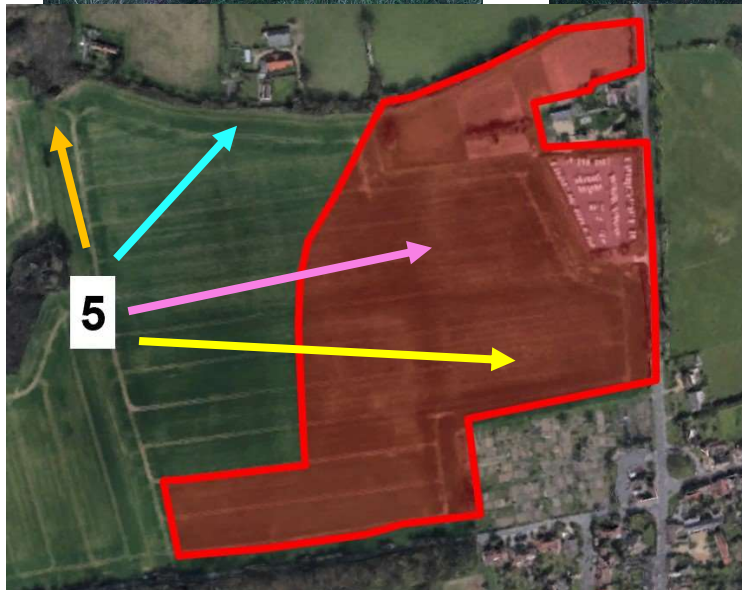
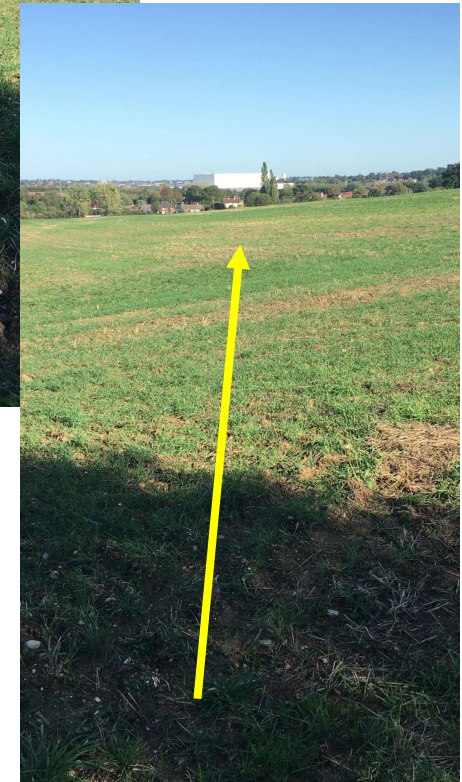
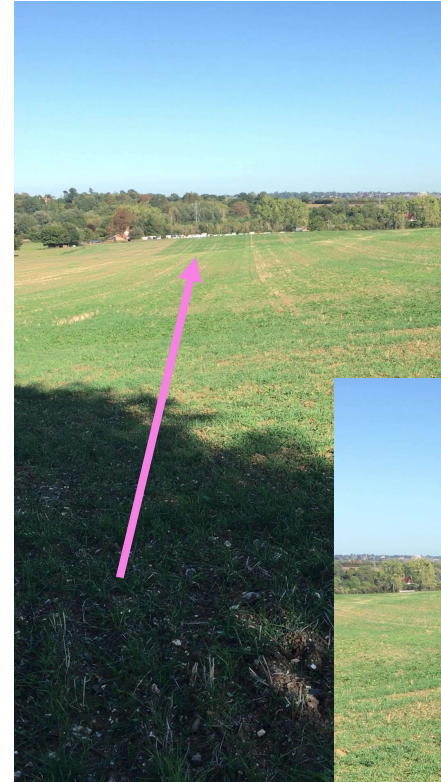


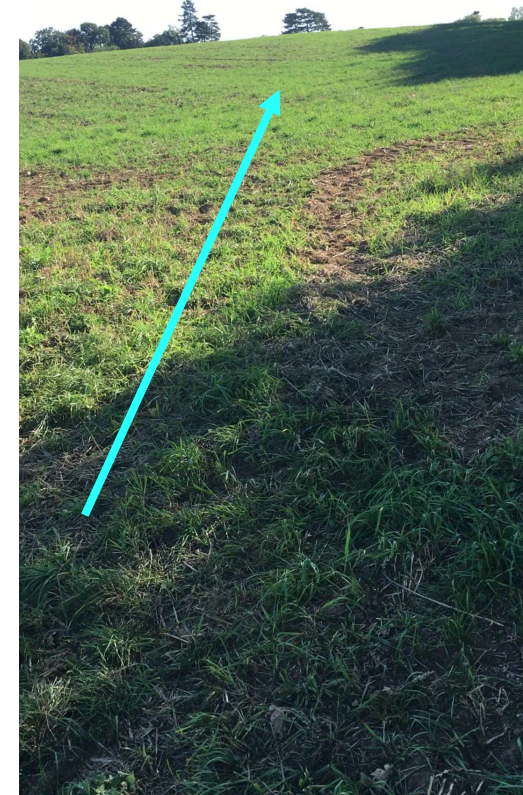
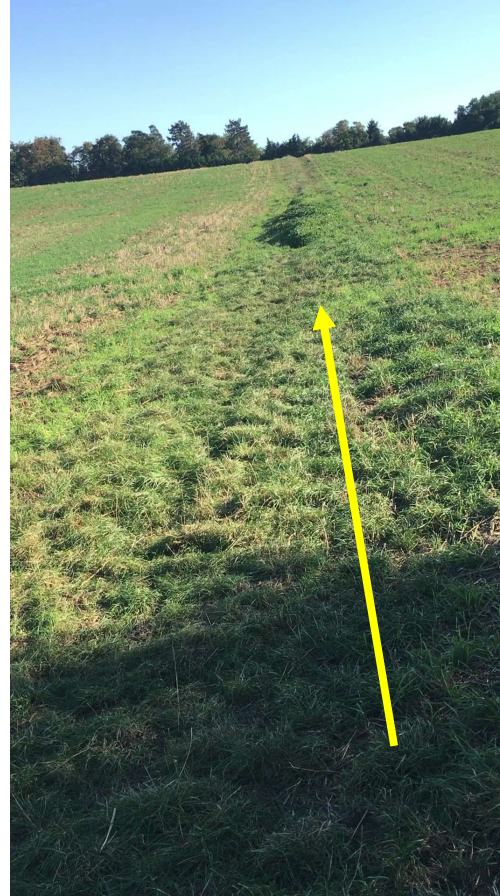
Viewpoint 4 video

Slide 21

Please watch video 9 for footage from
viewpoint 4







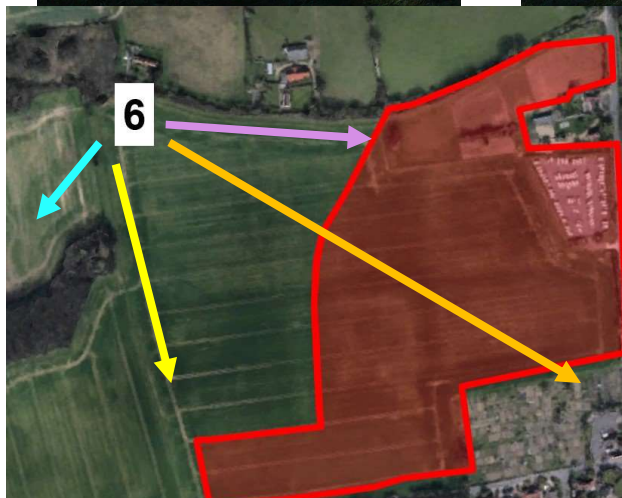
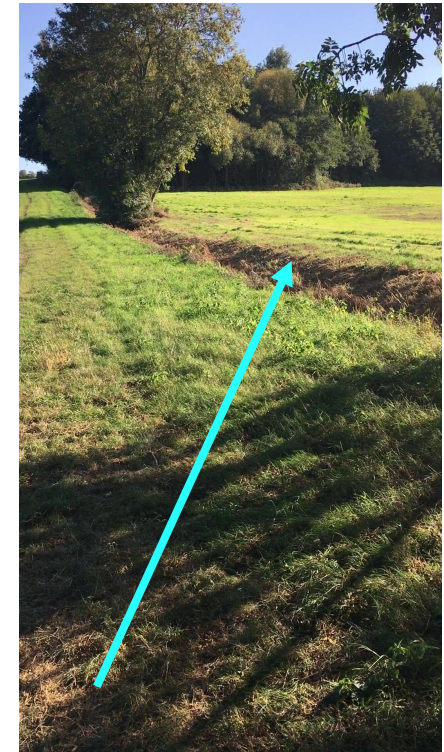


Viewpoint 5 video

Slide 25

Please watch video 10 for footage from
viewpoint 5





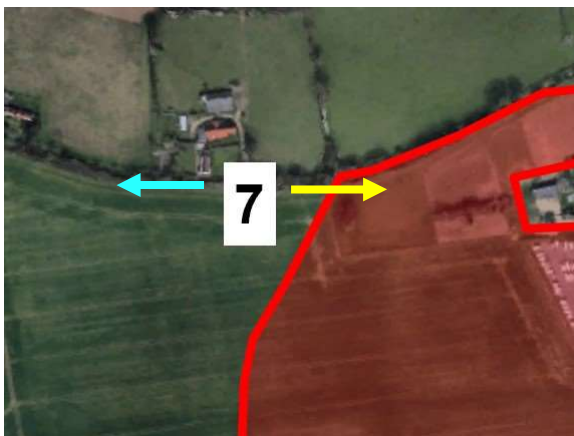
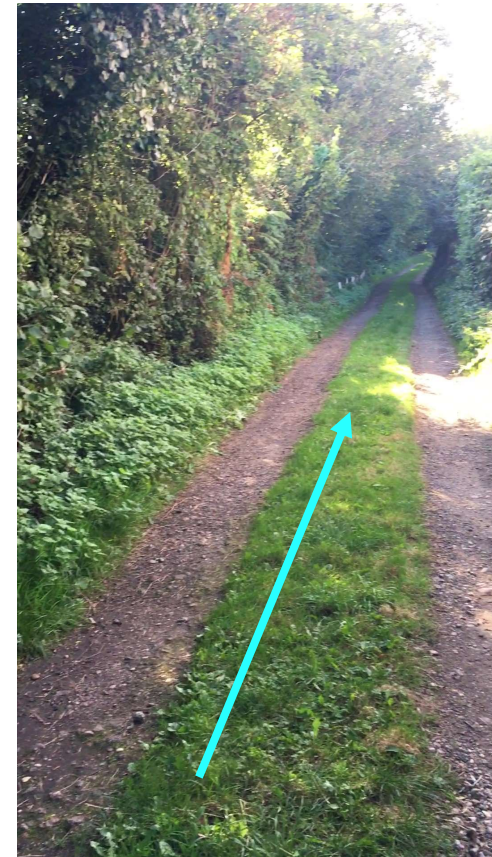


Viewpoint 6 video

Slide 28

Please watch video 11 for footage of
viewpoint 6







Viewpoint 7 video

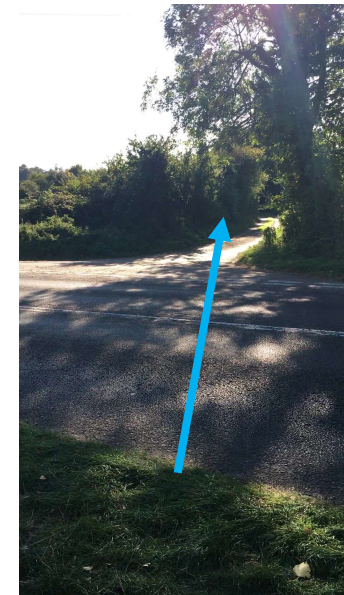
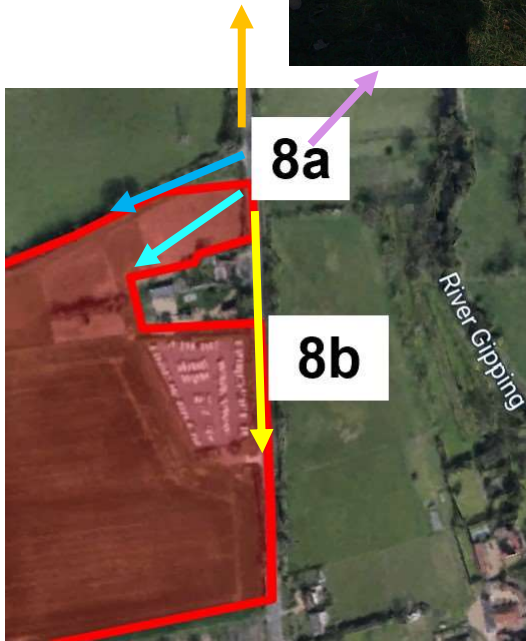
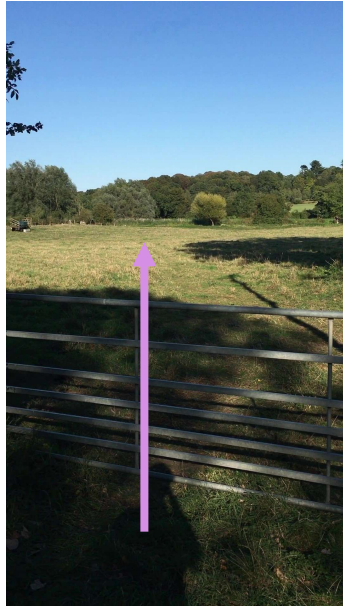
Slide 31

Please watch video 12 for footage of
viewpoint 7



Viewpoint 8a

Slide 33







Viewpoint 8 videos

Slide 35

Please watch video 13 for footage of
viewpoint 8a and video 14 for viewpoint 8b







Viewpoint 9 videos

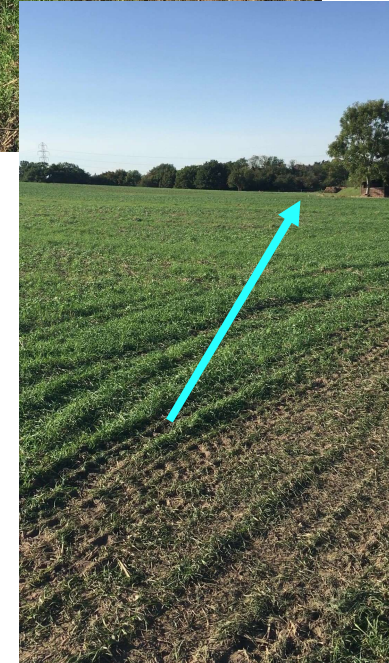
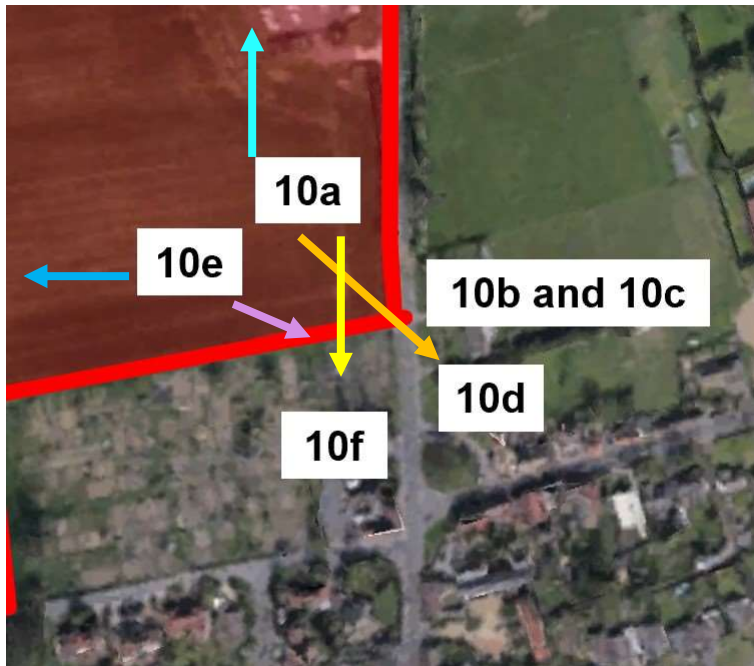
Slide 38

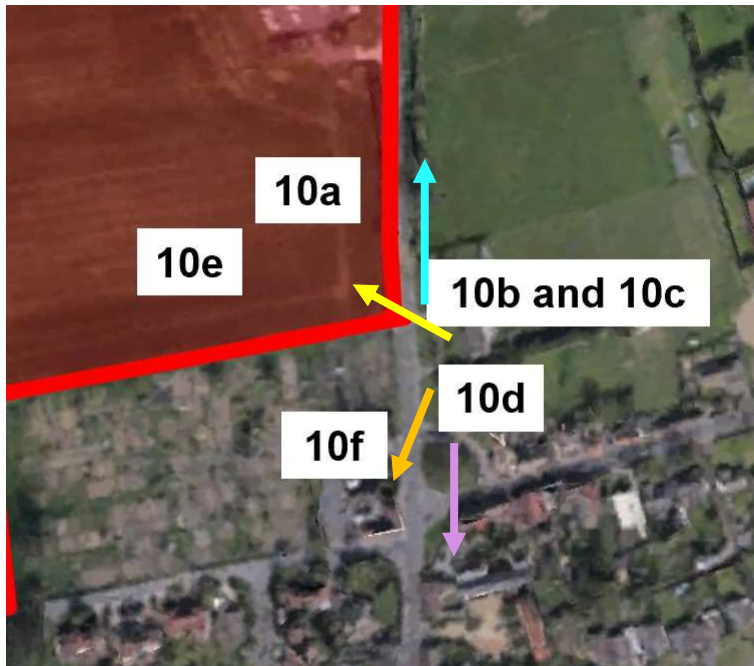
Please watch video 15 for footage of
viewpoint 9a and video 16 for viewpoint 9b

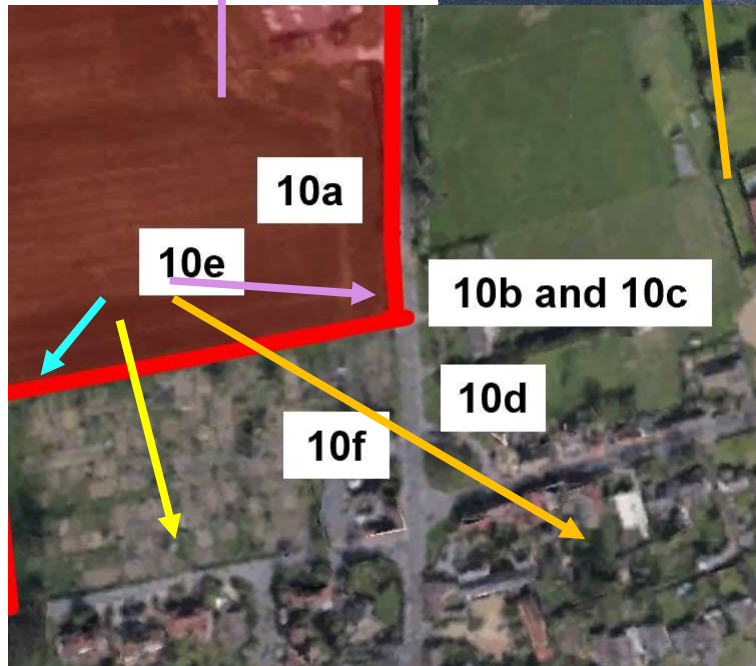


Viewpoint 10a and 10e

Slide 40









Viewpoint 10 videos

Slide 43

Please watch the following videos for footage of the viewpoints as follows:

Video 17 for viewpoint 10a

Video 18 for viewpoint 10b

Video 19 for viewpoint 10c

Video 20 for viewpoint 10d

Video 21 for viewpoint 10e

Video 22 for viewpoint 10f

This page is intentionally left blank

Agenda Item 6b

Committee Report

Item 6B

Reference: DC/19/04755

Case Officer: Samantha Summers

Ward: Lavenham.

Ward Member/s: Cllr Clive Arthey. Cllr Margaret Maybury.

RECOMMENDATION – THAT AFFORDABLE HOUSING BE CORRECTED FROM 12 TO 11 UNITS

Description of Development

Outline Planning Application (Access to be considered all other matters reserved) - Erection of up to 28no. dwellings (Plots 5, 6 and 7 of Reserved Matters Permission DC/19/02020 to be repositioned/amended)

Location

Land to The Rear of Plough and Fleece Inn, Great Green, Cockfield, Bury St Edmunds Suffolk IP30 0HJ

Expiry Date: 17/07/2020

Application Type: OUT - Outline Planning Application

Development Type: Major Small Scale - Dwellings

Applicant: The Sudbury Group Ltd

Agent: Mr D King

Parish: Cockfield

Site Area: 2.83Ha

1.0 Background

1.1 Members of the Planning Committee heard this application on the 17th June 2020 and resolved to grant outline planning permission for the erection of 28 dwellings which included an access point through a previously approved development of 10 dwellings (DC/18/00306). Included in the application was the re-siting of three dwellings from the previously approved scheme to allow access through the site which sits to the rear.

1.2 This permission was subject to the prior agreement of a Section 106 Planning Obligation on appropriate terms to the satisfaction of the Chief Planning Officer to secure:

- Affordable housing

To include:

Affordable Rent:

2 x 1bed 2p flats/bungalows @ 50sqm

6 x 2bed 2p houses @ 79sqm

1 x 3bed 5p house @ 93sqm

Shared Ownership:

2 x 2bed 4p houses @ 79sqm

1 x 3bed 5p house @ 93sqm

- On site open space provision, transfer; management of the space to be agreed and requirement for public access at all times.
- Financial Contribution to SCC for widening of footpath

- 1.3 However, there was unfortunately a mistake in the Committee Report of the 17th June 2020 relating to affordable housing contribution.
- 1.4 The number of dwellings was reduced from 34 to 31 to 28 following discussions between the Parish Council and the Developer. The Strategic Housing Team offered revised comments for the reduced number of dwellings which appeared in the Consultation Response section of the Committee Report. Their comments were, "The total number of units has reduced from 34 to 28. 35% of the total number of dwellings are required for affordable homes. This equates to 9.8 dwellings. We would recommend 9 dwellings on site and a commuted sum for the remaining 0.8."
- 1.5 The revised indicative layout plan which Members based their voting on showed 11 affordable dwellings. This was offered by the developer, and should have appeared in the Conclusion section of the Committee Report instead of the 12 affordable units, which was based on the development of 34 dwellings (31 new dwellings and 3 dwellings to be re-sited to allow access).
- 1.6 The Strategic Housing Team had based its 9.8 dwelling contribution on 28 dwellings. However, it was felt that because the application also included the re-siting of three previously approved dwellings, to enable access through to the site for 28, these should be included in the affordable housing calculation which would be based on 31 dwellings in total.
- 1.7 The Strategic Housing Team has confirmed that the number of affordable units would be 10.85 based on 31 dwellings. Therefore, we would require 10 units on the site plus a commuted sum for 0.85. The LPA cannot seek affordable housing from the developer for over 35%, however, if it wishes to provide 11 rather than the 0.85 commuted sum, the LPA can agree to that number. The developer has agreed to provide 11 affordable units on the site.
- 1.8 The required tenure mix is currently being calculated by the Strategic Housing Team and will be available to view during the Committee meeting.

2.0 Conclusion

- 2.1 There was an error in the Conclusion of the Committee Report of 17th June 2020 which stated that 12 affordable dwellings should be secured by a S.106 agreement. The number should have been 11 dwellings. The committee report and presentation were based on the Indicative Drawing 19/025-2 which appeared both within the committee report and the PowerPoint presentation. The drawing shows 11 affordable units within the site.
- 3.2 Today's Committee meeting is to clarify that there are no other changes to the proposal but to ensure that members understand that the number of affordable dwellings on the site should be 11, and not 12, affordable dwellings.

4.0 Recommendation

- 4.1 That the affordable housing provision be amended from 12 to 11 units (according to a tenure mix to be agreed by the Strategic Housing Team).

This page is intentionally left blank