

## **Committee Report**

**Item 6A**

**Reference:** DC/19/01666  
**Case Officer:** Bradly Heffer

**Ward:** Sproughton & Pinewood.

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

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## **RECOMMENDATION – APPROVAL OF RESERVED MATTERS WITH CONDITIONS**

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### **Description of Development**

Application for Approval of Reserved Matters following Outline Approval Town and Country Planning (Development Management Procedure) (England) Order 2015 - Details of Appearance, Landscaping, Layout and Scale - Residential development for the provision of 135 no. dwellings, 65 no. bedroom care home and cafe building approved under B/14/01377.

### **Location**

Belstead House, Sprites Lane, Pinewood, Ipswich Suffolk IP8 3NA

**Expiry Date:** 13/02/2020

**Application Type:** RES - Reserved Matters

**Development Type:** Major Large Scale - Dwellings

**Applicant:** Rural Community Housing Limited

**Agent:** Wincer Kievenaar Architects Limited

**Parish:** Pinewood

**Site Area:** 4.02 hectares

### **Density of Development:**

Gross Density (Total Site): 34 dwellings per hectare

Net Density (Developed Site, excluding open space and SuDs): 42 dwellings per hectare.

**Details of Previous Committee / Resolutions and any member site visit:** None

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

**Has the application been subject to Pre-Application Advice:** No

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## **PART ONE – REASON FOR REFERENCE TO COMMITTEE**

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

It is a “Major” reserved matters submission for:

- a residential development 15 or more dwellings
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# **PART TWO – POLICIES AND CONSULTATION SUMMARY**

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## **Summary of Policies**

NPPF - National Planning Policy Framework

## **Core Strategy**

CS01 - Applying the presumption in Favour of Sustainable Development in Babergh

CS02 - Settlement Pattern Policy

CS03 - Strategy for Growth and Development

CS12 - Design and Construction Standards

CS13 - Renewable / Low Carbon Energy

CS14 - Green Infrastructure

CS15 - Implementing Sustainable Development

CS18 - Mix and Types of Dwellings

CS19 - Affordable Homes

CS21 - Infrastructure Provision

## **Local Plan**

HS28 - Infilling/Groups of dwellings

HS31 - Public Open Space (1.5 ha and above)

HS39 - Special Needs Housing

CR07 - Landscaping Schemes

CR08 - Hedgerows

CN01 - Design Standards

CN04 - Design & Crime Prevention

TP15 - Parking Standards - New Development

## **Neighbourhood Plan Status**

This application site is not within a Neighbourhood Plan Area.

## **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**

#### **Town/Parish Council (Appendix 3)**

**Pinewood Parish Council** object to the proposals, identifying the following summarised points:

- The proposal will give rise to unacceptable traffic impacts and the surrounding infrastructure will be unable to accept the additional traffic
- It is not clear what arrangements would be in place for emergency vehicle access
- The proposal will create further unacceptable pressure on health care provision in the area, bearing in mind other recent large developments that have taken place
- There is a lack of single storey dwellings
- The public should have access to the public open space provision on the site

- The planted bund feature around the edge of the site should be provided and tree planting should take place
- There appears to be tree removal proposed at the emergency access off Wilding Road
- Does the development include sustainable construction techniques, vehicle charging points and renewable energy resources?

**Sproughton Parish Council** has objected to the proposals on the grounds of impact of the development on local healthcare provision, and traffic impacts arising from the development.

Please note that the full text of the representations received from the Parish Councils is available to view on the Council's website.

#### **National Consultee (Appendix 4)**

**Highways England** has confirmed it has no objection to the proposal.

**Natural England**, in its initial consultation response, identified that the site is within 13km Zone Of Influence (ZOI) of the sites in the Suffolk Recreational Disturbance Avoidance and Mitigation Strategy (RAMS). A Stage 2 Appropriate Assessment was therefore required to understand the recreational disturbance impacts of the proposed development. However, this work had been undertaken at the outline application stage. Members are advised that following liaison with the Council's retained Ecological Consultants this request has been withdrawn and no objection is raised to the proposal.

**Anglian Water Authority** does not wish to make any comment on this proposal.

The **National Health Service** has advised that a developer contribution, via CIL, would be sought to increase capacity within the GP Catchment Area in order to mitigate impact.

*Officer comment: It is noted that the s106 agreement attached to the outline planning permission inter alia secured a contribution of £57 880 for use by NHS England to improve health care provision in the locality of the development site. The identified CIL contribution sought would be in addition to the s106 contribution – confirmed by the NHS.*

**Suffolk Constabulary Design Out Crime Officer** has identified a number of concerns in relation to the proposal in a lengthy response. These include lack of garaging/location of parking, the location of pathways in the development etc. It is also noted that the wider area has suffered from anti-social behaviour in the past. Recommendations are made for security lighting/, removal of rear parking courts, gated access ways etc. Various recommendations are also made for the interior security of the Care Home.

#### **County Council Responses (Appendix 5)**

**SCC Archaeology** has recommended that two conditions are imposed on a grant of permission for the proposal – on the basis that the site is within an area archaeological potential.

*Officer comment: The same conditions were imposed at the time of the outline planning permission and it is not necessary to re-impose them on a reserved matters approval.*

**SCC LLFA** originally advised of a holding objection to the proposal, requesting further information regarding landscaping proposals for the SuDS system that would serve the development. This information has subsequently been provided and the LLFA has confirmed no objection to the proposals, identifying several informatives that should be added to a reserved matters approval.

**SCC Highway Authority** has no objection to the proposals. It is identified that detailed matters relevant to the Highway Authority are covered by appropriate conditions imposed at the time of the grant of outline planning permission. The **SCC Travel Plan Officer** has no comments to make in regard to this particular application.

**SCC Development Contributions** has identified that the mitigation of impacts has previously been secured through the s106 agreement that was completed as part of the outline planning permission for the proposal.

**Suffolk Wildlife Trust** considers that insufficient evidence is available to demonstrate that the development would not have a detrimental impact upon the ecological network in the area.

**Place Services Ecology** has no objection to the proposal and has recommended the inclusion of a condition on a grant of reserved matters approval.

**Place Services Landscape** recommended that revisions be made to the proposed layout in order to improve its overall impact and landscape value.

*Officer's comment: In consideration of the comments made, it is your officer's view that these could be successfully addressed through the imposition of a condition on a reserved matters approval.*

### **Internal Consultee Responses (Appendix 6)**

**Environmental Health (Air Quality)** have no comments.

**Environmental Health (Land Contamination)** have no comments on this particular submission and identify that appropriate conditions were attached to the outline planning permission.

**Environmental Health (Noise etc)** have identified conditional requirements, including those that arise from the outline planning permission.

**Economic Development** have no comments.

The **Heritage Team** has identified concerns regarding the impact of the proposed development on the setting of Belstead House.

The **Public Realm** Team identifies that the open space provision proposed compliments the adjacent open space provision from a previous application.

### **B: Representations**

At the time of writing this report a significant number of online objection comments have been received.

Views are summarised below:-

- The proposal will adversely affect local ecology and wildlife
- The application submission is lacking information
- There is a conflict with the Local Plan
- Cottingham Road is not suitable as an entrance/exit road for 155 dwellings and a 65 bed care home, and current infrastructure would not be able to withstand this development
- The development is too high, dominating, overbearing and will cause overlooking problems
- Drainage problems will arise and an increased danger of flooding

- The development will cause harm to the nearby listed buildings
- Inadequate parking provision and loss of parking provision elsewhere
- Inadequate public transport provisions
- Inappropriate development in a conservation area
- Increase in anti-social behaviour
- Increase in pollution and development on potentially contaminated land
- Landscape impact
- Light and odour pollution
- Loss of green space (which is regularly used by the current community)
- More open space needed on development
- Negative impact on quality of life, mental health and wellbeing of the local community
- Noise created during construction, already existing loud noises from nearby main roads that will only increase after the development is completed
- No recent traffic surveys have been conducted at a time that shows the real current traffic problem
- Other more suitable locations elsewhere
- Over development of the site
- Out of character with the area
- Strain on existing community facilities and services
- Too much development taking place in the area
- Trees – several of the trees along Sprites Lane are subject of the Tree Preservation Orders
- Unsustainable
- Urbanisation

## **PLANNING HISTORY**

**REF:** B/14/01375

Change of use and conversion of Belstead house to provide 4 No. dwellings; Conversion of dining hall to form 1 No. dwelling; Conversion and extension of pottery building to a dwelling; Conversion and extension of thatched barn to dwelling; Demolition of prefabricated classroom building; Erection of 13 no. dwellings together with alterations to access, formation of parking areas and associated landscaping works.

**DECISION:** GRA  
08.04.2016

As amplified/amended by Archaeological Geophysical Survey (prepared by Pre-Construct Geophysics), Environmental Noise Report (prepared by Sharps Redmore), Flood Risk Assessment (prepared by JMS Consulting Engineers) and Phase 1 Desk Study & Preliminary Risk Assessment (prepared by Geosphere Environmental), received 13th March 2015. Further amplified/amended by Flood Risk Assessment and Drainage Strategy Revision A (prepared by JMS Consulting Engineers, received 10th June 2015. Further amplified/amended by Transport Assessment plus accompanying Appendices A-H (prepared by GH Bullard and

Associates) and Drawing nos. 027/2013/CD/01A & 027/2013/CD/02, received 10th June 2015. Further amplified/amended by Ecological Appraisal/Assessment (prepared by Mill House Ecology), received 20th August 2015. Further amplified/amended by amended Ecological Appraisal/Assessment (prepared by Mill House Ecology), received 1st October 2015. Further amended by Drawing no. PA 106A, received 09/11/15. Further amended/amplified by revised Transport Assessment (including amended Travel Plan), received 10/11/2015.

**REF:** B/14/01376

Application for Listed Building Consent - Internal and external alterations to Belstead house in connection with conversion to 5 no. dwelling houses including conversion of existing dining hall together with conversion of outbuildings to dwellings and demolition of former classroom. As amended by Drawing no. PA 106A, received 09/11/15.

**DECISION:** GRA  
08.04.2016

**REF:** B/14/01377

Outline - Residential development for the provision of 155 no. dwellings, 65 no. bedroom care home and cafe building.

**DECISION:** GRA  
08.04.2016

As amplified/amended by Archaeological Geophysical Survey (prepared by Pre-Construct Geophysics), Environmental Noise Report (prepared by Sharps Redmore), Flood Risk Assessment (prepared by JMS Consulting Engineers) and Phase 1 Desk Study & Preliminary Risk Assessment (prepared by Geosphere Environmental), received 13th March 2015. Further amplified/amended by Flood Risk Assessment and Drainage Strategy Revision A (prepared by JMS Consulting Engineers, received 10th June 2015. Further amplified/amended by Transport Assessment plus accompanying Appendices A-H (prepared by GH Bullard and Associates) and Drawing nos. 027/2013/CD/01A & 027/2013/CD/02, received 10th June 2015. Further amplified/amended by Ecological Appraisal/Assessment (prepared by Mill House Ecology), received 20th August 2015. Further amplified/amended by amended Ecological Appraisal/Assessment (prepared by Mill House Ecology), received 1st

October 2015. Further amended by Drawing no. PA 06A, received 4th November 2015. Further amended by Drawing no. PA 06B, received 09/11/15. Further amended/amplified by revised Transport Assessment (including amended Travel Plan), received 10/11/2015.

<b>REF:</b> DC/19/00946	Discharge of Conditions Application for B/14/01376 - Condition 3 (Agreement of Materials), Condition 5 (Agreement of Brickwork Bond Details), Condition 6 (Agreement of Internal Partitions).	<b>DECISION:</b> GTD 01.04.2019
<b>REF:</b> DC/19/01063	Discharge of Conditions Application for B/14/01375 - Conditions 3 (Materials), 4 (Construction Management), 5 (Renewables), 7 (Hard/Soft Landscaping), 8 (Waste Management), 10 (Arboricultural Method Statement), 11 (Archaeology), 13 (Landscape Management), 14 (Fire Hydrants), 15 (Surface Water Disposal), 16 (Contamination), 20 (Brickwork bond), 21 (Levels), 22 (Sprites Lane Improvement), 23 (Access), 24 (Refuse bins) and 25 (HGVs)	<b>DECISION:</b> PGR 05.04.2019
<b>REF:</b> DC/19/01703	Discharge of Conditions Application for <b>B/14/01377</b> - Condition 4 (Phasing Agreement), 7 (Levels) , 8 (Materials), 9 (Renewables), 11 (Hard and Soft Landscaping details),12 (Archaeological Works),14 (Waste Management),15 (Foul Sewerage Details),16 (Contamination), 18 (Noise Mitigation Measures), 19 (Surface Water Management), 20 (Footpath details), 21 (Arboricultural Method Statement), 22 (Landscape Management), 23 (Fire Hydrants), 25 (Fenestration), 27 (Emergency Access details), 28 (Sprites Lane Improvement details), 29 (Access Details), 30 (Refuse Bin Details), 31(Estate Road and Footpath), 33 (Travel Plan), 34 (Submission of HGV Details), 35 (Parking/Turning Details), 37 (BREEAM Accreditation details).	<b>DECISION:</b> PGR

*Please note that application DC/19/01703 sought to discharge conditions that were attached to the outline planning permission B/14/01377. Members are advised that all conditions have subsequently been discharged, with the exception of condition 33 – which relates to Travel Plan details, and condition 37 – which is concerned with BREEAM accreditation for the Care Home element of the development. Further submissions are expected in due course to address these outstanding conditions. In addition,*

conditions 12 – Archaeology, 16 – Contamination and 18 – Noise Mitigation have been part approved pending the submission of further information.

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## **PART THREE – ASSESSMENT OF APPLICATION**

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### **1. The Site and Surroundings**

- 1.1. The site for this proposal is an irregularly-shaped area of land that is located to the immediate south of a significant residential area to the southwestern periphery of Ipswich. It has a given area of 4.02 hectares. To the north of the site is a large housing estate, and the site is bounded to the west and south by parts of Belstead Meadows, which in turn abuts the A1214 and the slip road that enables access to the eastbound carriageway of the A14. Belstead Meadows contains part of the course of Belstead Brook. To the east, the site abuts the curtilage of Belstead House – a grade II listed building and its associated outbuildings– and further undeveloped open land. Topographically, the site has a significant fall from north to south. Other notable features include established trees and hedging, as well as power lines that cross the site on a northwest/southeast axis. Members should note that the powerlines would remain in situ following the proposed development, with residential development aligned accordingly.

### **2. The Proposal**

- 2.1. The submission that is presented for consideration by Members constitutes a reserved matters proposal for the erection of 135 no. dwellings together with a 65 no. bedroom Care Home and a café building on the identified site. Members will note that the relevant outline planning permission granted by the Council (under application ref. B/14/01377) proposed a development of up to 155 no. dwellings. However, this outline permission site included Belstead House itself, and its associated curtilage, to the east. A separate full planning application (ref. B/14/01375) sought permission for the following development:

*Change of use and conversion of Belstead House to provide 4no. dwellings; conversion of dining hall to form 1 no. dwelling; conversion of pottery building to a dwelling; conversion and extension of thatched barn to dwelling; demolition of prefabricated classroom building; erection of 13no. dwellings together with alterations to access, formation of parking areas and associated landscaping works.*

This permission was granted via notice dated 8<sup>th</sup> April 2016. Members will note that the above approval granted planning permission for a total of 20 no. units.

- 2.2. This current proposal (DC/19/01666) seeks reserved matters approval for the remaining 135 no. units that were approved under the outline application ref. B/14/01377. It is important to note that the outline planning permission was granted following the completion of a s106 agreement. Details of the terms of the agreement are in the relevant section of the report below.
- 2.3. The layout plan submitted with this reserved matters submission shows the provision of a new vehicular access off Cottingham Road, leading to a road network to serve the development. The proposed road layout would incorporate two loops and an extended cul-de-sac that terminates at the northern end of the site.



- 2.4 Spatially, built form would, for the most part, address the road network (having a direct road frontage). However, in some instances, the proposed dwellings would address open space areas within the scheme. The Care Home would be located at the southernmost point of the development and would be positioned within an area of associated amenity open space, together with parking and servicing areas etc. Lastly, the proposed café unit would be located adjacent to the central area of open space serving the site, identified as the 'Village Green'. In addition, the submitted plans show the location of a Local Area for Play (LAP) adjacent to the east of the café unit.
- 2.5 A specific condition of the outline planning permission restricted the height of development on the identified site to no greater than 3 storeys. The proposed dwellings would be either 1 ½ or 2 storeys in height and would consist of a mix of detached, semi-detached and terraced units, as well as flats. The proposed Care Home building would comprise a mix of two and three storey elements.
- 2.6 In terms of the tenure of the dwellings, it is noted that the planning statement accompanying the outline planning application advised that '*...dwellings will be predominantly for the over 50's demographic community, with 44 dwellings allocated for open market sale or rental. The remainder shall be for affordable rent and shall be let according to the needs of the community. The over 50's demographic will be catered for throughout the site and as part of the development, it is intended that different levels of care need shall be accommodated. This will include the 65 bedroom care home; assisted living accommodation; community facility; flats, maisonettes and small dwellings...*' To this end, this reserved matters application proposes that 24no. units would be for open market sale, 54no. units would be affordable and a further 57no. units would be for occupation by over 55s.
- 2.7 In relation to parking provision on the site to serve the development, generally this would take the form of on-plot spaces, although there are instances of parking courts, as well as linear groups of spaces for visitors etc.
- 2.8 As part of the application submission, the applicant has provided a proposed phasing plan for the development, as this was a conditional requirement of the outline planning permission. This shows that the first phase of the overall development would be the previously-approved Belstead House element. The second phase would be the construction of the main access road through the site followed by the construction of the dwellings at the northern end of the site (phases 3 and 4). Phases 5 and 6 would cover the construction of the central portion of housing, together with the café building and access roads. Lastly, phase 7 would cover the Care Home element of the scheme and thereby the completion of the overall development.
- 2.9 In terms of external materials for the proposed development, the submission proposes the use of red multi and cream bricks, with some units being rendered. Metal cladding would also be utilised on some units. Roofs would be clad in either red tile or slate material.

### **3. The Principle Of Development**

- 3.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that 'If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.'
- 3.2 The site for this proposal is located on land that is currently unallocated for development, as defined in the adopted development plan. This point is noted in a number of representations that have been received from local residents. However, within the emerging Joint Local Plan, the site is included within the Babergh Ipswich Fringe in the Settlement Hierarchy. The relevant policy of the JLP (policy SP03 – Settlement Hierarchy) identifies inter alia that Ipswich Fringe settlements

will act as a focus for development. In identifying the above, officers are of course mindful that limited weight may be attached to the policies in the JLP at this stage in the Local Plan process. That said, it is useful as context for Members as it does indicate a preferred 'direction of travel' for this type of location, in planning terms.

- 3.3 Notwithstanding the above summary of the policy position, in the case of the determination of this reserved matters proposal, it is considered that the outline planning permission granted by the Council under application ref. B/14/01377 clearly establishes the acceptability of residential development, a Care Home and café building being erected on the identified site in planning terms, and significant weight must be attached to this fact. Indeed, notwithstanding the objections to the proposal that are based on the current local plan allocation of this site, the principle of the proposed development is properly established. Also, the acceptability of the vehicular access to the site is also established – this having been granted full planning permission under the identified application.

#### **4. Nearby Services and Connections Assessment Of Proposal**

- 4.1. It is noted that there is a level of local service provision in the vicinity of the application site, within Pinewood and the surrounding area. This includes medical services, retail provision etc. The location of the application site, being on the edge of the main Ipswich conurbation, would mean that the extensive range of services offered in the town are also reasonably convenient – importantly, being accessible by bus services. The location of mainline rail services within Ipswich would also enable residents to access the wider regional and national geographical area utilising public transport.

#### **5. Site Access, Parking And Highway Safety Considerations**

- 5.1. As identified in the NPPF (para 108) and reflected in relevant development plan policies, the impact of development proposals on the local highway network is an important planning consideration. Further, at para. 109 the NPPF states that '...Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe...'
- 5.2 As noted elsewhere in this report, the means of vehicular access to the site was not a reserved matter at the time of the outline application submission (ref. B/14/01377). The applicant sought full planning permission for this aspect of the overall development. At that time, the application submission was accompanied by a Transport Assessment which was considered by Suffolk County Council as highway authority. It's comments on the outline application submission included the following '...When considering the daily patterns of traffic from the existing and proposed use it is likely that there would be no significant increase in the peak times when the local road network is most sensitive to changes in traffic patterns. Therefore, we would not consider the proposed development will have a severe impact on the highway and could not recommend refusal for this reason...'
- 5.3 Notwithstanding the above, it is pertinent to note that these comments were provided in 2015, and concerns have been expressed by Parish Councils and local residents regarding the highway impacts arising from this reserved matters proposal. It is also stated that the nature of traffic levels has changed in the intervening period. These concerns are fully acknowledged and appreciated. Nevertheless, it is the case that the Highway Authority has confirmed it has no objection to this reserved matters submission. It is also relevant to note that as the outline planning permission established the number of units that could be provided on the overall site, this committed development would have been factored by the Highway Authority when considering the highway impacts of developments that came after the Belstead permission.

- 5.4 It is noted in the Highway Authority's comments that a number of conditions were imposed when full planning permission was granted for the means of access to the application site – and these required the submission of various details, as identified by that authority. Members are advised that at the same time this reserved matters proposal was submitted the applicant also submitted a discharge of condition application (as noted in the Relevant Planning History section of this report). In addition, all pre-commencement conditions that were imposed, as requested, by the Highway Authority have been formally discharged.
- 5.4 By way of clarification, it is the case that all vehicular traffic accessing this site would utilise the approved access off Cottingham Road. The arrangement of the proposed road layout is such that it would terminate at a turning head at the northern end of the site. The submitted plans do show the provision of emergency padlocked bollards to the eastern end of the turning head, and also at the end of Wilding Road, adjacent to the application site. This proposed bollard arrangement would enable pedestrian/cyclist access between the site and Wilding Road and also between the site and Sprites Lane; whilst precluding general motor traffic (save for access by emergency vehicles if necessary).
- 5.5 In relation to parking provision on the site, Members are advised that the proposal submitted for determination shows a total of 259 spaces being provided on the site. This provision is in accordance with the adopted parking standards applicable at the time of the outline application submission, and also when this reserved matters application was submitted. The following breakdown of parking provision is provided for Members' information:
- 19 x One bed units – 19 spaces provided @ 1 space per unit
- 52 x Two bed units – 104 spaces provided @ 2 spaces per unit
- 48 x Two bed units – 72 spaces provided @ 1.5 spaces per unit
- 13 x Three bed units – 26 spaces provided @ 2 spaces per unit
- 3 x Four bed units – 9 spaces provided @ 2 spaces per unit
- Visitor spaces – 27 spaces provided
- Total spaces provided on the site – 259**
- 5.6 Members are advised that a specific condition attached to the outline planning permission required the submission of, inter alia, parking details for the proposed development. These have subsequently been approved following consultation with the Highway Authority, which does not object to the parking provision for the development.

## **6. Design And Layout**

- 6.1. The NPPF identifies that good design is a key aspect of sustainable development. A collaborative approach to the creation of good places is also encouraged. Developments that are poorly designed and fail to realise opportunities to improve the character of the area in which they would be located should be refused. At the local level, several core strategy and local plan policies identify the Council's aim to secure high quality developments within the district. Members will also be aware that the recent White Paper 'Planning For The Future' issued by central government reinforces the need for quality design to be achieved in development proposals.
- 6.2 As part of the approved outline planning permission for this site the decision notice included specific reference to two plans that formed part of the proposal. These included the defined red

line plan (ref. PA 01) and also the proposed site plan (ref. PA 06 B). The decision notice identifies that the drawing no. PA 06 B was approved '...in so far as it relates to the access points serving the application site hereby approved...'

- 6.3 On the basis of the above, although an indicative layout drawing was submitted as part of the planning application, in approving the application the Council did not require that the reserved matters submission needed to be in accordance with that drawing.
- 6.4 Existing development to the north of the application site comprises a large residential area that appears to have been constructed in the 1980s/1990s, consisting of a mix of two-storey detached, semi-detached and some terraced units. Predominantly the dwellings are constructed in brick. Bearing in mind that the proposed development would take access through this established housing area, it is important to understand the prevailing design context.
- 6.5 The proposed layout plan would create a perimeter form of development, leading off Cottingham Road. This part of the overall development would occupy the main, central area of the site and would read as the densest part of the overall scheme. Generally, this form assists in creating a townscape whereby public and private spaces are clearly demarcated, and built form has a strong spatial relationship with the associated road network. Given that a number of units is established on the site through the approval of the outline application, the provision of this form of development would assist in providing a significant number of dwellings in a visually-appropriate form of townscape.
- 6.6 The remainder of the proposed dwellings are arranged in a looser pattern, with smaller clusters of units interspersed with areas of open space, and the northern end of the site occupied by a cul-de-sac that has a similar form and arrangement to existing housing areas in the vicinity. In consideration of the layout proposals, it is the case that the less dense areas of development are located in the vicinity of the nearby listed building – Belstead House. This is considered to be a spatially-positive response. In addition it will be noted that a significant area of open space is proposed immediately to the west of Belstead House.
- 6.7 The range of dwellings proposed for the site consist of a mix of detached, semi-detached and terraced units, as well as some flats and 'cartlodge' units which consist of residential accommodation located above garages – thereby assisting in the surveillance of parking areas.
- 6.8 In relation to the Care Home element of the overall development, although this in itself is a large building, it would be located in a significant area of the overall site. In terms of location its position at the southern end of the site would mean that although it would have some prominence in the landscape – notwithstanding the overall sloping topography from north to south – it is not considered to be visually dominating or excessive. It is considered that the spatial arrangement of the Care Home is an appropriate response to the site characteristics.
- 6.9 Lastly the proposed layout plan shows the location of the café building centrally within the site – immediately adjacent to the proposed main area of open space (and thereby associated with the larger area of open space that would be located adjacent to Belstead House, as previously approved). In positioning the proposed building in this location, it is considered that the facility would assist in creating a localised social focus to this overall space, augmented by the location of a children's play area. Overall as a planning judgement, it is considered that the proposed layout is an appropriate response to the development of what is an unusually-shaped site, whilst recognising constraints presented by existing development in the area, the location of a heritage asset in the vicinity and also the topography.
- 6.10 As regards the design of the proposed buildings, the dwellings would follow a traditional *form*, while utilising a contemporary architectural styling, achieved through use of materials and fenestration. Dwellings incorporate a range of features such as projecting glazed elements,

recessed panelling and brickwork features. Windows would reflect this approach with the use of full length openings to serve some rooms – both a ground and first floor level. In relation to the Care Home, this would consist of a main three storey element, with linked three-storey and two storey elements. Again, this building would incorporate traditional forms and pitched roofs – with smaller ‘outshot’ flat roofed elements and stairway features. The overall volume of the building would be broken up by the use of pier details and infill brick panels etc. The proposed café building is a single volume structure, that would incorporate a lean-to addition to the side. Again, this would be a building of traditional form, but would have a contemporary appearance through the use of feature glazing etc.

## **7. Landscape Impact, Trees, Ecology, Biodiversity And Protected Species**

- 7.1. In consideration of landscape impacts, notwithstanding the size and topography of the site, it is relatively well-screened from wider public view. The main uninterrupted public views are obtained from the north – via the Cottingham Road boundary. In addition, views are available from the footpath (no.7) and bridleways (no.8 and no. 20) that are located to the west, south and east of the site. The wider experience of the site, particularly from the west and south would be by motorists using the local A road network. In this regard, established vegetation does serve to screen the site, particularly during period of the year when trees etc. are in leaf; filtered views may be obtained but these are limited. Bearing the above in mind, the tallest aspect of the proposed development (being the 3 storey elements of the Care Home) would be located at the southern end of the site, at its lowest point. This location would mean that its overall impact was limited – as opposed to a position towards the highest part of the site to the north. Given the topography of the site, specific conditions were imposed on the approved outline planning application that required the submission of details in relation to existing and proposed levels of the site, together with finished floor levels. In addition, a landscaping condition was also imposed, requiring details of the hard and soft landscaping proposals.
- 7.2 The application site does benefit from the presence of trees and hedgerows, and at the outline application stage an Arboricultural Impact Assessment and Tree Survey was submitted. This document identified that ‘...the overall quality of the tree stock is considered presently to be of average overall amenity / landscape value and was varied in species, age, and size...’ In addition, a small number of high amenity / landscape value trees and groups were recorded within the site, including a large oak off-set from the north west corner/boundary. While some tree removal would result from the proposed development, it is the case that the majority of trees would be retained, e.g. the existing trees towards the northern end of the site, and along the boundary of the site with the rear curtilages of dwellings in Wilding Road. In addition, the submitted plans also show significant new tree planting within the proposed development.
- 7.3 In terms of the mitigation of impacts of development on ecology, biodiversity and protected species, as would be anticipated the outline application submission did include a series of reports in relation to the presence of protected species on the site – including bats and reptiles. The Ecological Appraisal document stated as follows:  
*‘As long as the recommended compensatory and mitigation measures are implemented, no significant adverse impacts of the development on protected and notable species are predicted. Conversely there are a range of enhancements that could be incorporated into the design of the scheme that could deliver significant biodiversity benefits to ensure the development complies with requirements of the Natural Environment and Rural Communities (NERC) Act 2006.’*
- 7.4 In addition, a Habitats Regulations Assessment Screening Report was undertaken by the Natural Environment Ecology Team – Suffolk County Council. This identified a range of potential impacts arising from the proposed development on the Stour and Orwell Estuaries SPA, together with their mitigation – secured through the s106 agreement attached to the outline planning permission. In addition, a specific compliance condition (no. 24) attached to the outline planning

permission required that the development be implemented in accordance with the findings and recommendations in the Ecological Appraisal document.

## **8. Flood Risk, Drainage, Waste and Land Contamination,**

- 8.1. Members are advised that the entire application site is within Flood Zone 1 which is defined as '*Land having a less than 1 in 1000 annual probability of river or sea flooding.*' Nevertheless, the outline planning application was accompanied by a Flood Risk Assessment due to the scale of development proposed. Inter alia, the following conclusions were drawn in that document: '*...The site has been found to lie in Flood Zone 1 and is therefore not considered to be at risk from fluvial flooding. Other sources of flooding have similarly been assessed and found to pose no threat to development on the site. The proposals do not affect flood storage within the floodplain and the peak surface water runoff rate leaving the site will be attenuated to no more than half of the existing. Surface water drainage from the site will mimic the existing drainage regime of the land making maximum use of existing outfalls to the Belstead Brook...*'
- 8.2 Allied to the issue of flood risk generally is that of sustainable drainage within new developments. The NPPF makes clear that '*...when determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere.*' In addition the NPPF identifies that '*...Major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate.*'
- 8.3 Members are advised that the approved outline planning application proposed the use of SuDS on the identified site, and this approach was agreed by Suffolk County Council as the Lead Local Flood Authority. As part of the outline planning permission, conditions were imposed by the Council that required the submission of details in relation to surface water drainage and surface water management. This information has subsequently been submitted and the relevant conditions have been duly discharged.
- 8.4 As regards issues of waste and land contamination, recommended consultee conditions were imposed on the subsequent grant of outline planning permission. In relation to the issue of land contamination, the condition required the submission of an investigation strategy, and this has subsequently been submitted and approved. Similarly, condition 14 required the submission and approval of a waste minimisation and recycling strategy. Again, this condition has been formally discharged.

## **9. Heritage Issues [Including The Impact On The Character And Appearance Of The Conservation Area And On The Setting Of Neighbouring Listed Buildings]**

- 9.1. Members will be aware of the duty placed on Local Authorities to protect heritage assets – as emphasised in national planning policy and reflected in the Council's own policy base. Members are advised that Historic England did not wish to comment on the outline application submission. The Council's Heritage Team has identified concerns regarding the impact that the proposed development would have on the setting of Belstead House, which is a Grade II listed building. In its consultation response, the Team does also note that concerns regarding impact on setting were raised at the time that the outline planning application was being considered.
- 9.2 In the light of the above, it is considered appropriate to include the officer's comments on the issue of heritage impacts at the time of the outline application submission, in the report presented to Committee. This is both for Members' information and in order to understand the context of advice given at the time. The relevant comments were as follows:

*'...and where it is still considered that the proposal would pose less than substantial harm to the setting and wider appreciation of the listed building, the NPPF requires that such harm be balanced against the public benefits of the proposal.*

*Given the proximity between Belstead House and the other development proposed, an assessment of the potential impacts of that development and the wider application site upon the setting and significance of the heritage asset is also required. As noted by the Corporate Manager - Heritage, Belstead House is an imposing property within a mature landscape setting.*

*The indicative layout plan submitted with the application suggests that properties would be erected in close proximity to the western boundary of the Belstead House site. As the application is in outline form where only matters of access are fixed now, it is not clear how tall the dwellings might be or where they would be precisely sited. Notwithstanding this the Corporate Manager - Heritage considers that the layout as indicated could undermine the setting of Belstead House and as such this would give rise to harm, which is defined as being 'less than substantial' within the meaning provided by the NPPF.*

*Where less than substantial harm has been identified, the NPPF requires that such harm be balanced against the public benefits of the proposal.*

*In this instance, the public benefits of the proposal can be summarised as including the following:-*

- Delivery of 155 no. dwellings and a 65 no. bedroom care home; the proposal would have inherent social and economic benefits and would meet housing need and delivery of growth;*
- A significant affordable housing provision (44 no. available for affordable rent); due to viability constraints few recent developments have been able to deliver full policy compliance in terms of affordable housing and this factor therefore weighs in favour of the proposal;*
- Delivery of 57 no. retirement and assisted living units; this meets a significant demographic need.*
- Bringing back a designated heritage asset into an optimum long-term use that can secure its ongoing preservation and conservation;*
- Public open space and play equipment delivery;*
- Highway improvements to Sprites Lane;*

*Considered in isolation, it is unlikely that these public benefits would be sufficient to outweigh the potential harm that has been identified. However, in combination these public benefits are sufficient to outweigh the less than substantial harm to the setting of the listed building identified, even when considerable importance and weight is given to the desirability of preserving the setting of that building.*

*Officers have therefore applied the balance required by paragraph 134 [now paragraph 196] of the NPPF, having special regard to the desirability of preserving the setting of the listed building as required by s66 of the Listed Buildings Act and given the harm considerable importance and weight. The outcome of this balancing exercise is that those public benefits identified outweigh the less than substantial harm, even when that harm is given considerable importance and weight.*

*However it is considered that, and in accordance with those comments received from the Corporate Manager - Heritage, the level of harm could also be overcome by giving further consideration to the views into and out of the gardens of Belstead House so that the overall setting and experience of the property is not compromised.*

*In any event, Members must consider and make a determination of this application based upon only those matters relating to the access(es) and the principle of development. The scale and layout of the scheme is not for determination at this time.*

*A positive recommendation in relation to heritage impacts can therefore be made having had regard to the development plan, other material planning considerations including the NPPF, and imposed statutory duties and responsibilities.'*

- 9.3 Having regard to the comments above, it is the case that the outline planning permission established the acceptability of a volume residential development (including a large Care Home building) taking place in the wider vicinity of Belstead House. In addition, the permission granted under B/14/01375 allowed the construction of a number of dwellings in closer proximity to this listed building.
- 9.4 In the case of the current detailed proposal, the layout and *form* of development proposed is of traditionally-proportioned dwellings positioned to create streets – thereby having a similar character to development found elsewhere in the vicinity. As such, it is considered that the development would not appear visually incongruous. In addition, the arrangement of built form and associated open space is such that the ‘Village Green’ open space that would be provided as part of this current proposal would serve to extend the larger area of open space to the immediate west of Belstead House. In combination this open space area would ensure that a significant undeveloped area was located between Belstead House and the proposed development when from the south and south-west.
- 9.5 In addition, a conditional restriction requires that the height of buildings does not exceed three storeys; in this reserved matters submission the three storey elements in the scheme are found in the Care Home building, which is also on the lowest part of the site. The residential units are either 1 ½ or 2 storeys in height. As such is it considered that the overall scale of the proposed development would not appear out of character with the context of the surroundings, bearing in mind the issue of impact on the setting of the heritage asset. Lastly, Members are advised that other conditions attached to the outline planning permission require that the details of the brickwork for new dwellings (including details of bond, joints and mortar mix) and windows, rooflights, doors etc. also has to be agreed with the Council, in acknowledgement of the fact that that the new dwellings would impact the setting of a heritage asset, and detailing has to be of an appropriate standard. Overall, the impacts on the identified heritage asset, arising from this reserved matters proposal, are considered to be consistent with those anticipated at the outline stage.

## **10. Impact On Residential Amenity**

- 10.1. The location of the site is such that significant areas currently abut, or will abut, undeveloped land. This is the case with development located on the southern portion of the site. It is along the northern boundaries of the site where new development will be adjacent to the established development in this part of Pinewood. To this end, it is considered that the spatial arrangement of built form proposed in the cul-de-sac element of the development (at the northern end of the site) would avoid an unacceptable impact on the amenity of existing dwellings. The new dwellings would be sufficiently distant from existing buildings, or positioned (e.g. in the case of the proposed dwelling adjacent to no.33 Wilding Road) in such a way that excessive overlooking or overshadowing etc would be avoided. It is also of note that the boundaries between the site and the dwellings to the north do benefit from established tree cover and vegetation, which is shown as being retained as part of the proposals. This would assist in providing some screening between the existing and new development. Members are also advised that a condition attached to the outline planning permission required submission of details of levels across the application site and this information demonstrates that the topography of the site would assist in mitigating overall impact as new dwellings would be at a lower level than those to the north.
- 10.2 The other sources of potential impact on the amenity of existing residential property would arise firstly through the construction phases of the development and, also, due to the fact that all vehicular traffic that would be generated by the proposed development would access the site from Cottingham Road – resulting in a significant increase in overall traffic movements. In relation to the construction phase, a condition imposed at the outline stage (no.34) requires that HGV movements to and from the site over the duration of the construction phase are subject to control



through a Deliveries Management Plan. In addition, in the event that Members resolve to agree this reserved matters proposal, the recommended conditions would include a requirement for the applicant to submit a Construction Management Plan for approval.

- 10.3 The issue of amenity impacts arising from the site access is also a material consideration. In its consultation response, the Environmental Health Team did not raise an objection to any aspect of the proposals, and noted the condition to mitigate noise impacts that was imposed as part of the outline planning permission. For Members information this condition (no.18) is included below:

*'Before any development is commenced, and concurrently with the submission of reserved matters...precise details of the noise mitigation measures proposed for the development shall be submitted to and approved, in writing by the Local Planning Authority.*

*Such details shall include:*

- *Details of the standard of glazing (including acoustic properties), locations and any methods of opening/opening restrictions to be used in all windows, doors and other openings within the development;*
- *Details of any background ventilation measures (including acoustic properties) to be installed;*
- *Details of acoustic levels inside each residential unit, flat or dwelling depending upon mitigation proposed;*
- *Details of the locations, heights and acoustic properties of all acoustic fences to be erected in the development*

*Such noise mitigation measures as may be agreed shall be those used in the development, fully applied/installed prior to first use/occupation of the units or dwellings to which those measures relate and thereafter retained.*

*The applicant is advised to consider the comments of the Corporate Manager – Environmental Protection (Noise/Other Issues), dated 07/07/2015 in order to support such a submission of details.*

*Reason – In the interests of amenity and the securing adequate (sic) mitigation against the noise impacts of surrounding environs.*

- 10.4 Members are advised that at the time this report was drafted the above condition had been partially discharged. The further details required for a full discharge relate to the exact details of glazing products and ventilators, which are not known at this stage. Details of these elements would have to be submitted in due course to ensure full compliance with the terms of the condition. It is noted that notwithstanding the terms of the condition, the provision of acoustic fencing is not deemed necessary, following further acoustic investigation by the applicant. In this regard the Environmental Health Protection Officer recommended that garden fences should be of a close-boarded type, with a minimum height of 1.8 m.

## **11. Planning Obligations / CIL (delete if not applicable)**

- 11.1. Members are advised that, as part of the outline planning permission that was granted under application ref. B/14/01377 a s106 agreement was secured with the applicant. This agreement covered a number of different areas as follows:
- Provision of 35% affordable housing provision on the site (which equates to 54 units within a 155 unit scheme) in a mix approved by the Council's Strategic Housing Team
  - The provision of a Construction Management Plan
  - Provision of a Construction Buffer (a two metre buffer strip along the interior perimeter of the site on which development is prohibited)

- 10% open space provision on the site, including the provision of a Local Area of Play (LAP).
- Highways Contribution of £50 000
- Public Transport Infrastructure Contribution of £28 000
- Public Realm Contribution of £15 000
- NHS Contribution of £57 880
- Education Contribution of £255 810
- Bridleway Contribution of £5 000
- Library Contribution of £29 592
- Stour and Orwell Estuaries SPA Mitigation Contribution of £15 250
- Residential and workplace Travel Plans
- Residential Travel Packs

11.2 Members will note that the consultation response received from SCC Development Contributions recognises the mitigation package that has been secured through the s106 agreement.

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## **PART FOUR – CONCLUSION**

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### **12. Planning Balance and Conclusion**

- 12.1. Notwithstanding the tension with the adopted Local Plan allocation, the grant of outline planning permission under planning application B/14/01377 established the acceptability in principle of 155no. dwellings, together with a Care Home and a café building being erected on the identified site, including the redevelopment of Belstead House. In addition, this permission granted full planning permission for the provision of a new vehicular access to serve the site from Cottingham Road. As part of the approval granted by the Council at that time the development was to be carried out in accordance with the proposed site plan '*...insofar as it relates to the access points serving the site...*' On the basis of the above the principle and nature of the development is fixed; Members are not required to re-consider the permission from scratch and officers are satisfied that the development will continue to deliver the anticipated benefits and within the envelope of impacts already considered.
- 12.2 As a planning judgement, given the fact that the outline planning permission established the acceptability of the development taking place on the identified site, it now falls for the details of the proposed development to be considered under this reserved matters submission. It is important to bear in mind that detailed plans have already been approved for works to Belstead House itself and its curtilage (please refer to the planning history section) and this current reserved matters proposal relates to the remaining area covered by the outline planning permission.
- 12.3 The outline planning permission fixes a number of units on the overall site (155 no.). Separate permissions for Belstead House itself created 20 no. units, and therefore the remaining 135 no. units, plus the Care Home and Café, comprise this submission put forward for Members' consideration.
- 12.4 The proposal as presented to Committee is not the first iteration of the plans; ongoing liaison has taken place with the applicant's agent to address issues of townscape improvement, as well as other issues arising from consultee responses. The aim has been to ensure that a volume residential development can be provided on the site that is respectful of the constraints that exist e.g. the impacts on the setting of a heritage asset and the challenges (and opportunities) that are

presented by the site's topography. In both cases it is considered that the scheme presented to Members achieves an appropriate standard. The layout of the proposal is considered to be of merit in townscape terms, creating a legible development with properly defined public and private areas. In addition, the form of buildings reflects a traditional approach, but the design incorporates contemporary architectural language. This design approach, used across the site, would mean that the development had its own visual character whilst being cognisant of the established development to the north, as well as the setting of Belstead House.

- 12.5 In consideration of the proposals, the objections expressed by the Parish Councils and local residents are fully acknowledged and appreciated. The development of the land will clearly be a fundamental alteration, and the agreed means of access will generate additional traffic movements. That said, the principle and the access are established via the outline planning permission, and are therefore not issues to be considered at this stage. The application for reserved matters approval put forward for consideration by Members is judged by your officers to be an appropriate scheme, that is worthy of a positive recommendation.

## **RECOMMENDATION**

That the reserved matters are APPROVED subject to the following conditions:-

- Reserved matters permission given in accordance with the terms of the outline planning permission relating to this site and the conditions attached thereto remain in force.
- Approved Plans (Plans submitted and as subsequently amended that form this application).
- Occupancy of the proposed dwellings to accord with the details included in the outline planning application.
- Construction Management Plan to be agreed.
- Details of the extraction system to serve the kitchen in the Care Home.
- Details of any extraction ventilation, air conditioning etc. to serve the Café.
- Provision of a Biodiversity Enhancement Layout (giving details of the enhancement measures contained in the Ecological Appraisal).

Plus any conditions that may be deemed necessary for imposition by the Chief Planning Officer.

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

- Pro active working statement
- SCC Highways notes
- Support for sustainable development principles
- Informatives required by the Lead Local Flood Authority