

MID SUFFOLK DISTRICT COUNCIL
DEVELOPMENT CONTROL COMMITTEE - 06 January 2016

AGENDA ITEM NO	2
APPLICATION NO	2986/15
PROPOSAL	<u>Residential development of up to 130 homes, including affordable homes, with areas of landscaping and public open space, a new access from The Street and associated highway infrastructure.</u>
SITE LOCATION	Land adj Bramford Playing Field, The Street, Bramford IP8 4DU
SITE AREA (Ha)	8.6
APPLICANT	Cemex UK Properties Ltd
RECEIVED	August 21, 2015
EXPIRY DATE	November 21, 2015

REASONS FOR REFERENCE TO COMMITTEE

The application is referred to committee for the following reason:

1. it is a "Major" application for:-
 - a residential land allocation for 15 or over dwellings; and
2. the Head of Economy considers the application to be of a controversial nature having regard to the location, scale and nature of the application.

PRE-APPLICATION ADVICE

1. The applicant did engage with the Council's planning department for pre-application advice. This was dealt with by an Officer formerly employed by the Council. The applicant undertook a community engagement event prior to submission and pre-application discussion with the Parish Council.

SITE AND SURROUNDINGS

2. The application site consists of an area of arable agricultural land abutting the western edge of Bramford. The site fronts The Street. The site is on the opposite side of The Street from Bramford Cemetery.

The southern boundary abuts the settlement boundary and is separated

from the rear elevations of properties on Acton Close by a public right of way and mature tree belt. To the east of the site is Bramford play area with children's play space, BMX track, football pitch and bowls green. Beyond the play area, to the east of the site, is the River Gipping with associated public rights of way. The site is bisected by a public right of way from The Street that links with nearby River Gipping walks. The site would surround the eastern boundary of a group of 5 dwellings that front The Street.

HISTORY

3. There is no planning history relevant to this application site.

PROPOSAL

4. Outline permission is sought for the erection of up to 130 dwellings, including affordable dwellings, with areas of landscaping, public open space, new access from The Street and associated highway infrastructure.

This is an outline application with all matters reserved except for access on an 8.6ha site.

POLICY

5. **Planning Policy Guidance**

See Appendix below.

CONSULTATIONS

6. **Bramford Parish Clerk**

Bramford Parish Council considered the application but do not state if supportive or not. Instead they have listed issues received by residents (summary):

- Highlight traffic issues and short cuts through village
- Concern on visibility and on-road parking near the proposed access
- May be limited capacity at local schools
- Inadequate public transport
- Inadequate capacity for local health care
- History of flooding of the site
- Sewerage pipe prone to overflow
- Safety during construction

Suffolk County Council - Highways

No objections have been raised subject to conditions and 106 contributions.

Highways Agency

No objection

Suffolk County Council - Landscape Development Officer

No objections subject to conditions

MSDC - Strategic Housing

There is a need for affordable housing in the vicinity of the site. Therefore the council would be seeking 35% of the total provision of housing which is up to 45 dwellings. The recommended tenure and mix of affordable housing is set out in comments received.

SCC - Corporate S106

Contributions are required to mitigate any impact on SCC Infrastructure, summarised as follows:

- Pre-school provision £79,183
- Education - £961,935
- Libraries - £28,080

MSDC Communities

Contributions would be required for the provision of open space and social infrastructure in addition to the open space proposed within the site.

Based on a calculation of an average 3 bed dwelling being provided and taking into account the 4.78ha of open space to be provided on site, the maximum contribution would be £735,280. Any contribution that is secured via a section 106 agreement would be required to comply with CIL 122 regulations.

In order to comply with the provisions of CIL regulations it is proposed that any contributions be secured for the provision of the following specific projects:

- Improvements to the Scout Hall/Parish Rooms – to improve facilities and carry out repairs for the wider community benefit
- To improve facilities at the football/bowls and tennis club
- To improve facilities at the children's play area, to include a teen shelter

NHS

No comment received at time of writing

Health & Safety Executive

Standing advice 'does not advise against'

National Grid

No comment

MSDC - Environmental Health - Land Contamination

No objections.

Natural England

No objection

SCC Ecology

No objections in light of additional information subject to recommended conditions.

The Environment Agency

No objection

RSPB

No objection subject to recommended condition

SCC - Rights of Way Department

No objection

SCC Flood & Water Management

No objections subject to the layout accommodating domestic soakaways and subject to condition.

Anglian Water

A sewerage pipe would be affected that the layout should avoid. Otherwise, no objection.

Suffolk County Council Archaeological Service

Initial on-site investigation has been undertaken but in situ preservation is not necessary. Based on the findings there are no objections subject to conditions.

MSDC - Heritage

No objections

MSDC - Tree Officer

No objections subject to conditions

Fire Service

No objections subject to provision of fire hydrants

SCC Rights of Way

No objections.

LOCAL AND THIRD PARTY REPRESENTATIONS

7. This is a summary of the representations received:
- The scale of the development is not in keeping with the size of the village
 - Local infrastructure cannot support increased use
 - Increased traffic will detract from enjoyment of village
 - Public transport is inadequate for size of proposed development
 - Highways would not cope with increased traffic
 - The cost of the maintenance and upkeep of the public open space should not fall to the district or parish council
 - There is not a need for the development given other development elsewhere in the area, such as at Gt Blakenham

ASSESSMENT

8. The application is considered in relation to the following key issues:
- Principle of development
 - Sustainability
 - Design and layout
 - Highway and parking
 - Flood and drainage
 - Ecology and biodiversity
 - Residential amenity
 - Section 106 contributions

Principle of development

The Council acknowledges that it is unable to demonstrate a five-year supply of deliverable housing land, as required by paragraph 47 of the Framework. Accordingly, in accordance with paragraph 49 of the Framework, the proposal should be considered in the context of the presumption in favour of sustainable development. For the purposes of decision taking, that means granting planning permission unless the adverse effects of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of the Framework, taken as a whole.

The Core Strategy Focused Review (CSFR) Policy FC 1 sets out the Council's presumption in favour of sustainable development. This is qualified by supporting text that states that the Council will grant permission unless material considerations indicate otherwise – taking into account whether any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed

against the policies in the National Planning Policy Framework as a whole; or specific policies in that Framework indicate that development should be restricted.

The proposed development is outside of the defined settlement boundary of Bramford on greenfield land. Bramford is defined as a key service centre in Core Strategy Policy CS1 where a range of services and facilities are available to support new residential development. The application site is located on the western side of the village where access to services and facilities is provided by a footpath along The Street.

Local Plan Policy T10 requires any new development not to have an adverse impact on highway safety. Subject to safe highway access to the proposed development the principle of new residential development would be acceptable in relation to Policy T10.

Whilst the site is in the countryside and Local Plan Policy H7 requires that any development protects the intrinsic character of the countryside, the NPPF requires that the site is assessed in relation to the material adverse impacts that the location would cause and whether the development meets the requirements of sustainable development in the wider sense.

Whilst the application site would be located on a greenfield site outside of a defined settlement boundary, the general location is considered to be well related to the existing services and facilities of a key service centre. Based on this, and subject to the proposed development not resulting in a significant impact on the material considerations of the NPPF, it is considered that the principle of residential development of the site is acceptable.

Sustainability

Core Strategy CS1 defines Bramford as a key service centre where it is expected that the principle of new residential development within its defined boundary could be supported. In light of the Council's lack of 5 year land supply, development is required to be assessed in relation to the NPPF's presumption in favour of sustainable development. The location of the site abutting a key service centre is an important consideration to be taken into account when assessing the sustainability of the development.

The site is approx. 700m from Bramford Primary School. Bramford includes a shop, public house, village hall and sports and play area. The site would be linked to the village by existing footpaths and rights of ways. The play area is directly adjacent to the application site. Bramford is on an established bus route that provides transport to surrounding villages and Ipswich.

Although the site is outside of the defined settlement boundary it is considered to be well related to the rest of the village by virtue of good

existing footpaths and a close relationship to existing services and facilities, particularly the sport and play area. Contribution is sought for the provision of improvements to public transport.

Design and layout

Outline permission is sought for the erection of up to 130 dwellings, including affordable dwellings, with areas of landscaping, public open space, new access from The Street and associated highway infrastructure. This is an outline application with all matters reserved except for access. Details are to be secured by a reserved matters application if permission is granted. The application includes an indicative layout to illustrate the potential provision for up to 130 dwellings with associated open space and SuDS.

Core Strategy CS9 sets out that housing developments should make best use of land by achieving average densities of at least 30 dwellings per hectare. Lower densities may be considered in villages to take account of the character and appearance of the area. Excluding the illustrated open space to the north of the dwellings, the development would be of a density of approx. 31 dwellings per hectare. This includes parking and public areas within the development. Considering the indicative layout of the site and its edge of village location, this is considered to be an appropriate density.

Residential amenity

The proposed development is for outline permission. Layout is to be agreed by reserved matters application if permission is granted only. The design and layout of the development would be secured via the submission of a reserved matters application. This would allow assessment of the impact on residential amenity in detail. However, an illustrative plan has been submitted showing the potential for up to 130 dwellings on a 31 dwelling per hectare basis demonstrates that suitable layout could be achieved.

Dependent on the final layout, development at this density may have an impact on the amount of private amenity space afforded to each dwelling and the extent of overlooking from neighbouring dwellings. Dependent upon the final layout there is potential that the adjacent play area could give rise to noise issues to nearby dwellings.

These are issues that will require particular consideration when assessing any future reserved matters application.

Highways

The outline application includes details for the proposed access. Parking and other issues within the site are dependent on final design details. Local Plan Policy T10 seeks to ensure safe access and egress from the

development.

Representation has been received that objects on the basis that the number of proposed dwellings would result in an adverse impact on congestion and highway safety.

Suffolk County Council Highways has assessed the application and raises no objections in relation with regards to the highway safety of 130 dwellings with entrance and egress via the access onto The Street subject to contributions towards the provision of a zebra crossing across The Street.

The zebra crossing is recommended to be located towards the shops to allow safe crossing for pedestrians using the village amenities and for children crossing The Street in order to access the primary school which is located on Duckamere

Contribution is also sought towards the provision of bus stop improvements including 2 x Real Time Passenger Information Screens at the Ipswich-bound stops.

The quality of bus stops is a determining factor in their usage. A contribution is also sought for the provision of a new bus shelter at the Stowmarket bound bus stop adjacent to the cemetery. The provision of a bus shelter at this location is dependent upon the availability of land.

A Travel Plan has been submitted with the application and agreed with Suffolk County Council Highways. This sets out a range of initiatives to encourage new occupants to utilise a variety of options for sustainable transport.

Whilst it is acknowledged that the development would increase the number of vehicle movements in the village, with the improvements to pedestrian and public transport provision this is not considered to present a significant risk to highway safety that would warrant refusal of permission.

Flood and drainage

The site is located adjacent to the River Gipping. Part of the open space as shown on the illustrated site layout is within flood zone 2 and 3 with a high risk of flooding. The illustrative layout shows residential development located in areas that would not be at high risk of flooding.

The application includes a flood risk assessment that has been assessed by Suffolk County Council Floods. No objections have been raised following revisions subject to conditions and details as may be agreed as part of any reserved matters demonstrating that there is adequate space within property to provide adequate soakaways.

Ecology and biodiversity

The application site is currently an arable field with mature vegetation along boundaries. The proposed provision of an access splay would result in the loss of a section of the established hedgerow. Development in the vicinity of the River Gipping has the potential to result in an increased impact on riverside ecology. Local Plan Policy CL8 seeks to protect ecological and biodiversity interests with development.

Whilst the proposed development would have an impact on biodiversity and ecology at the site, assessment by SCC Ecologist and Natural England shows that the proposed development would not result in a significant adverse impact on issues of importance that cannot be adequately mitigated by condition.

Section 106 contributions

The proposed development for up to 130 dwellings could have a significant impact on the provision of local services and facilities. The local plan provides for the mitigation of impact by the provision of financial contributions where appropriate through the provision of Core Strategy CS6 and the NPPF. Any Section 106 contributions are required to ensure that they are directly relevant and necessary for the sustainability of the proposed development and compliant with the provisions of CIL(122) regulations.

In this instance consultation responses set out a range of local services and facilities that would require contributions to mitigate significant adverse impact if permission were to be granted. In summary these contributions include the following:

- SCC Infrastructure:
 - Pre-school provision £79,183
 - Education - £961,935
 - Libraries - £28,080
- SCC Highways improvements:
 - Zebra crossing and Acton Road junction improvement - £40,000
 - Bus stop improvement - £20,000
 - Bus shelter provision - £6000
- Open Space and Social Infrastructure contributions of up to £735,280 for the following (a breakdown of contributions is to be provided by update):
 - Improvements to the Scout Hall/Parish Rooms
 - To improve facilities at the football/bowls and tennis club
 - To improve facilities at the children's play area, to include

a teen shelter

- Affordable Housing – 35% of a tenure and mix and timing to be agreed
- Ecological mitigation – open space management scheme to be agreed
- Provision of SuDS – as per recommendations set out in FRA
- Travel Plan – provision of requirements or contributions

Subject to the securing of a section 106 for the above, it is considered that the impact on local services and facilities can be adequately mitigated.

Conclusion

The application seeks outline permission for up to 130 dwellings with the principle of development and details of the access to be considered only. Appearance, landscaping, layout and scale would be subject of a reserved matters application if permission is granted.

The site is outside of a defined settlement and is not an allocated site. However, the site abuts the settlement boundary of a key service centre and is well related to a range of services and facilities in the area. Access to the site is considered to be acceptable and there is a range of public transport options for future residents.

Whilst a significant addition to the housing provision in Bramford, the proposed development is considered to be a sustainable addition to housing supply with potential to secure a good quality development through the submission of a reserved matters application.

RECOMMENDATION

That authority be delegated to The Corporate Manager for Development Management to grant outline planning permission subject to the prior completion of a Section 106 on terms to his satisfaction to secure the following head of terms and that such permission be subject to the conditions as set out below:

- **Contribution towards the provision of Suffolk County Council Infrastructure including the following:**
 - **Pre-school provision £79,183**
 - **Education - £961,935**
 - **Libraries - £28,080**

- **SCC Highways improvements:**
 - Zebra crossing and Acton Road junction improvement - £40,000
 - Bus stop improvement - £20,000
 - Bus shelter provision (subject to land availability) - £6,000
- **35% Affordable housing of a tenure, mix and timing to be agreed**
- **Provision of on-site public open space minimal of 4.78 ha**
- **Provision of play space provision**
- **Contribution towards the provision of off-site open space and social infrastructure**
- **Provision of sustainable urban drainage system**
- **Provision of requirements for Travel Plan to be agreed at discretion of Corporate Manager**

Conditions:

1. **3 year time limit**
2. **Compliance with plans**
3. **Submission of reserved matters application**
4. **A scheme of archaeological investigation to be undertaken and agreed**
5. **Details of surface water drainage to be agreed**
6. **Details of wildlife mitigation to be agreed**
7. **Highways – Details of estate roads and footpaths**
8. **Highways – No dwelling to be occupied until roads provided**
9. **Highways – Details of parking, turning and manoeuvring to be agreed**
10. **Highways – Visibility splays to be provided**
11. **Lighting design scheme to be agreed**
12. **Construction environmental management plan**
13. **Fire Hydrants to be provided**
14. **Tree protection plan to be agreed**
15. **Arboricultural method statement to be agreed**
16. **Scheme of hard and soft landscaping to be agreed and implemented**
17. **Details of existing and proposed ground levels to be agreed**

Philip Isbell
Corporate Manager - Development Management

Mark Pickrell
Senior Planning Officer

APPENDIX A - PLANNING POLICIES

1. Mid Suffolk Core Strategy Development Plan Document and the Core Strategy Focused Review

Cor4 - CS4 Adapting to Climate Change

Cor5 - CS5 Mid Suffolks Environment

Cor2 - CS2 Development in the Countryside & Countryside Villages

|
|

The following people **supported** the application:

The following people **commented** on the application: