

Item 6

DC/20/3326/OUT

Outline application with all matters reserved apart from access.

A phased development, including the erection of up to 49 custom/self-build homes (plots), with the development to include 16 affordable homes, public open space that will include equipped play and multi-use games area, landscaping, and other associated infrastructure

Land at Victoria Mill Road, Framlingham



As noted on the update sheet

- A response of **no objection** but making comments was received from Anglian Water on Thursday 18 November
- Two third-party objections were received, noting:
 - Concern in relation to the increase housing numbers and associated increase in traffic flow;
 - The ineffectiveness of the proposed road re-alignment; and
 - The grass verges fall within private residential ownership.

Proposal

This is an **outline application with all matters reserved apart from access**, for a phased development for up to 49 custom/self-build homes (including 16 affordable homes), public open space that will include equipped play and multi-use games area, landscaping, and other associated infrastructure.

Access details include:

- Main site access from Victoria Mill Road;
- A pedestrian access from the site onto Victoria Mill Road, opposite the crescent; and
- Highway upgrades, including the re-alignment of Victoria Mill Road.

Outline application

As an outline application, the following details will be agreed at later stage under a reserved matters application:

- **Appearance:** Aspects of a building or place which affect the way it looks, including the exterior of the development.
- **Landscaping:** The improvement or protection of the amenities of the site and the area and the surrounding area, this could include planting trees or hedges as a screen.
- **Layout:** Includes buildings, routes and open spaces within the development and the way they are laid out in relations to buildings and spaces outside the development.
- **Scale:** Includes information on the size of the development, including the height, width and length of each proposed building.

Site context

The site comprises a parcel of land south of Victoria Mill Road with an overall area of approximately 2.6 hectares

It currently forms Grade 2/3 agricultural land and is allocated within the Framlingham Neighbourhood Plan for the purpose of housing (Policy FRAM25)



-  Planning boundary
-  Settlement area
-  Conservation Area

Site context

The surrounding environment comprises agricultural fields to the south, an area of grazing land to the west, and residential properties to north and east

Topographically the site is relatively flat, sloping gently from north west to south east (average gradient 1:40)

It is located within Flood Zone 1 and a public right of way (Footpath 50) is located at the north-western corner of the site and continues south-westerly from Victoria Mill Road



Site photos



Site photos



Site photos



Site photos



Site photos



Site photos



Site photos



Site photos



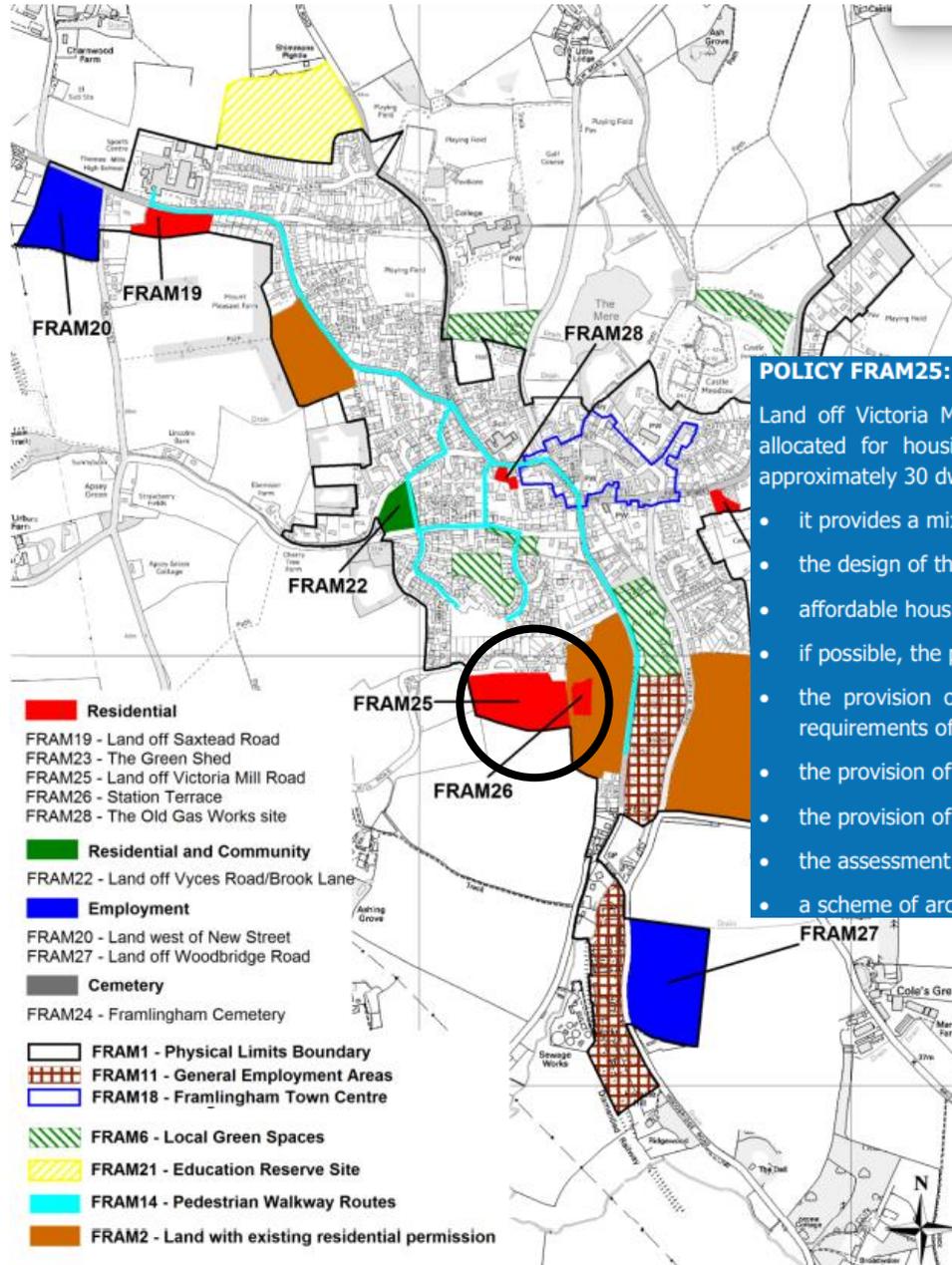
Site photos



Principle of development

The site is located within the settlement boundary for Framlingham and is identified within the neighbourhood plan as an allocated site for the accommodation of new residential development

The principle of development on the site is therefore established



Illustrative masterplan

The application addresses the principle of 'up to 49' custom/self-build homes (including 16 affordable homes); inclusion of public open space (including play provision); landscaping; and other associated infrastructure

An illustrative masterplan and indicative phasing plan have been submitted demonstrating this detail

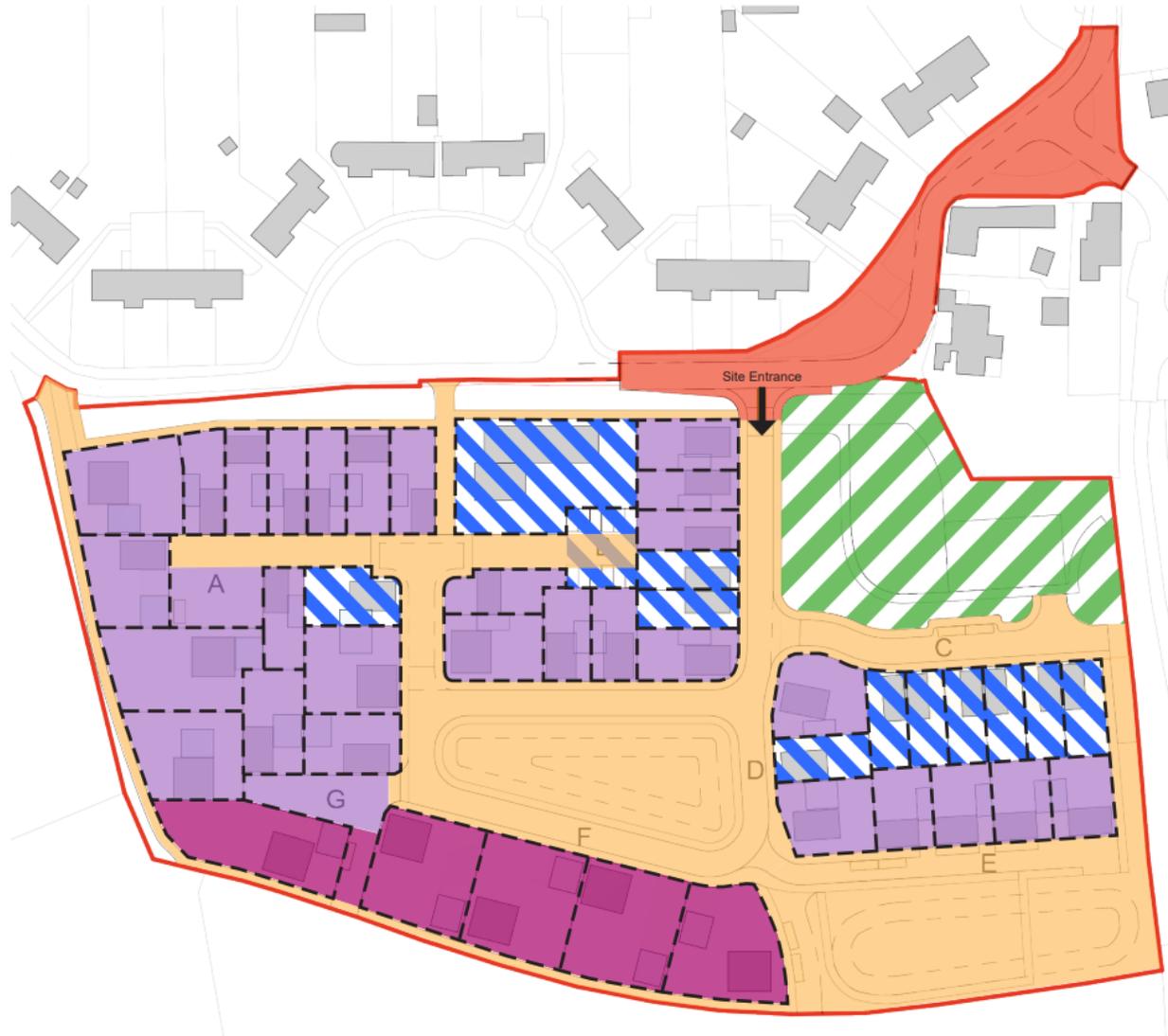


Illustrative masterplan



-  Planning boundary
-  Site boundary
-  Developable area
-  Access road
-  Indicative location of courtyard
-  Green open space
-  Detention basin / sustainable urban drainage
-  Pedestrian & Cycle route
-  Equipped play area & Ball Court
-  Root Protection Area
-  Existing Ditch
-  Offsite Highways Work
-  Flats
-  2 - bedroom house
-  3 - bedroom house
-  4 - bedroom house
-  Garage
-  Proposed hedge - 2m buffer
-  Potential area for underground attenuation

Indicative phasing plan



- Phase 1:**
-  Phase 1A Access Improvements along Victoria Mill Road (highway land) and entrance to site (bell-mouth) **Highway works**
 -  Phase 1B Site preparation, provision of access roads, footpaths and all services / drainage infrastructure for distribution around each individual plot (details to be confirmed at Reserved Matters stages) **Site preparation**
 -  Phase 1C Open Space and Equipped Play Provision (to be designed at RM stages) **Open space/play provision**
- Future phases:**
-  - Indicative future affordable housing phases (delivered in line with S106 agreement) **Affordable housing**
 -  - Indicative future self-build phases. All plots to be built out individually following Reserved Matters applications served on a plot by plot basis. The individual construction will run concurrently and not one at a time i.e. phases overlap **Self-build phases**
 -  - Indicative future custom build future phases. All plots to be built out individually following Reserved Matters approval. Phases will overlap, with some sequencing due to infrastructure provision **Custom-build phases**
 -  - Developable plot boundary

View north towards crescent



View south – relationship with crescent



View west from Victoria Mill Road



View east from Victoria Mill Road



View of courtyard



View south west from central green space



View north – countryside edge



View north - countryside edge



View north west – pedestrian/cycle route and hedgerow



Pedestrian/cycle route along perimeter



View into open/play space



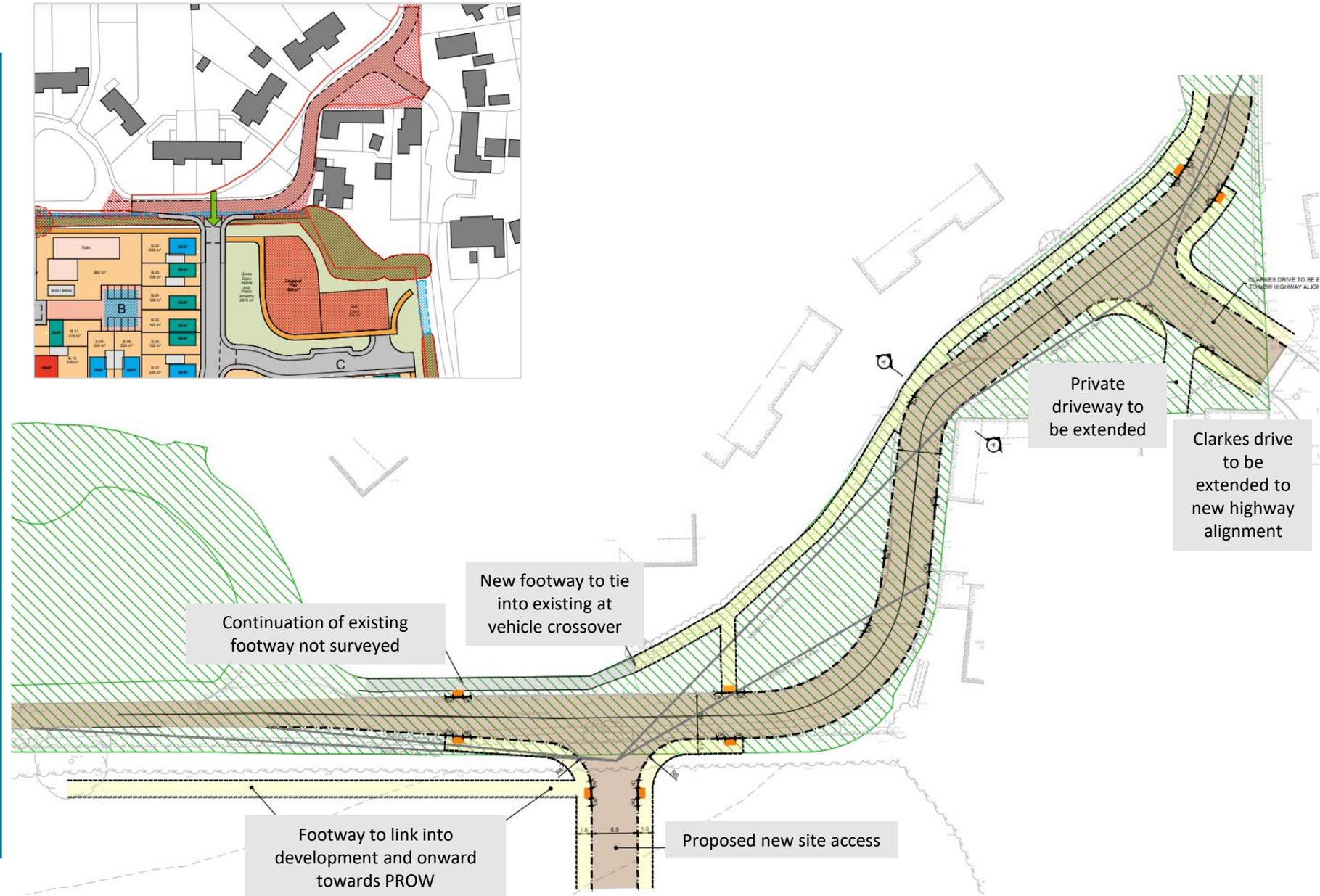
Highway works outside the site allocation

A teal-colored decorative shape is located at the bottom of the slide, starting from the left edge and extending towards the right, with a slight upward curve on its top edge.

Proposed site entrance and junction plan

In order to achieve a safe and suitable access, re-alignment works to Victoria Mill Road are proposed outside the allocated boundary. These works include providing crossing points, new lengths of footway, and widening existing footway.

The proposals retain the existing hedgerows wherever possible – with some removed for necessary visibility splays.



Highway works

The current road layout is deemed adequate for the delivery of 'approximately 30 dwellings'.

Framlingham Neighbourhood Plan para. 14.1 states **“The restriction on the number of dwellings for the site reflects the limitations placed on it by the need for access off Victoria Mill Road.”**

Therefore, the judgment is to be given on whether the access is suitable in principle and allows for 'up to 49 dwellings'.

Five matters of consideration will be addressed in relation to these works:

- Highway extent and land ownership
- Road width
- Footway width at pinch-point
- Heritage impact
- Asset of Community Value nomination

Victoria Mill Road



Victoria Mill Road



Victoria Mill Road

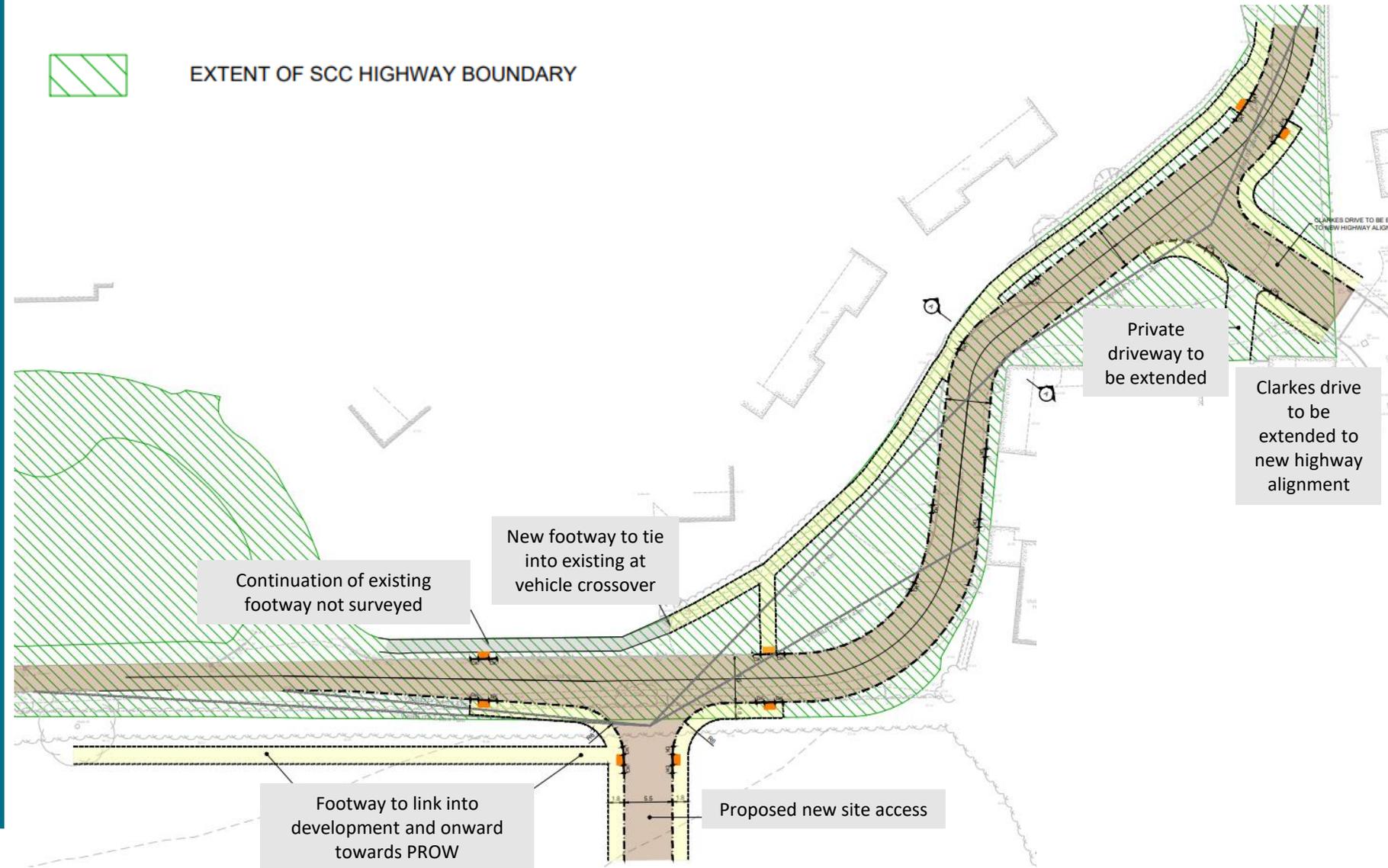


Highway extent and land ownership

Framlingham Town Council suggest that the road re-alignment works are not possible as the land falls within private ownership rather than within the highway extent

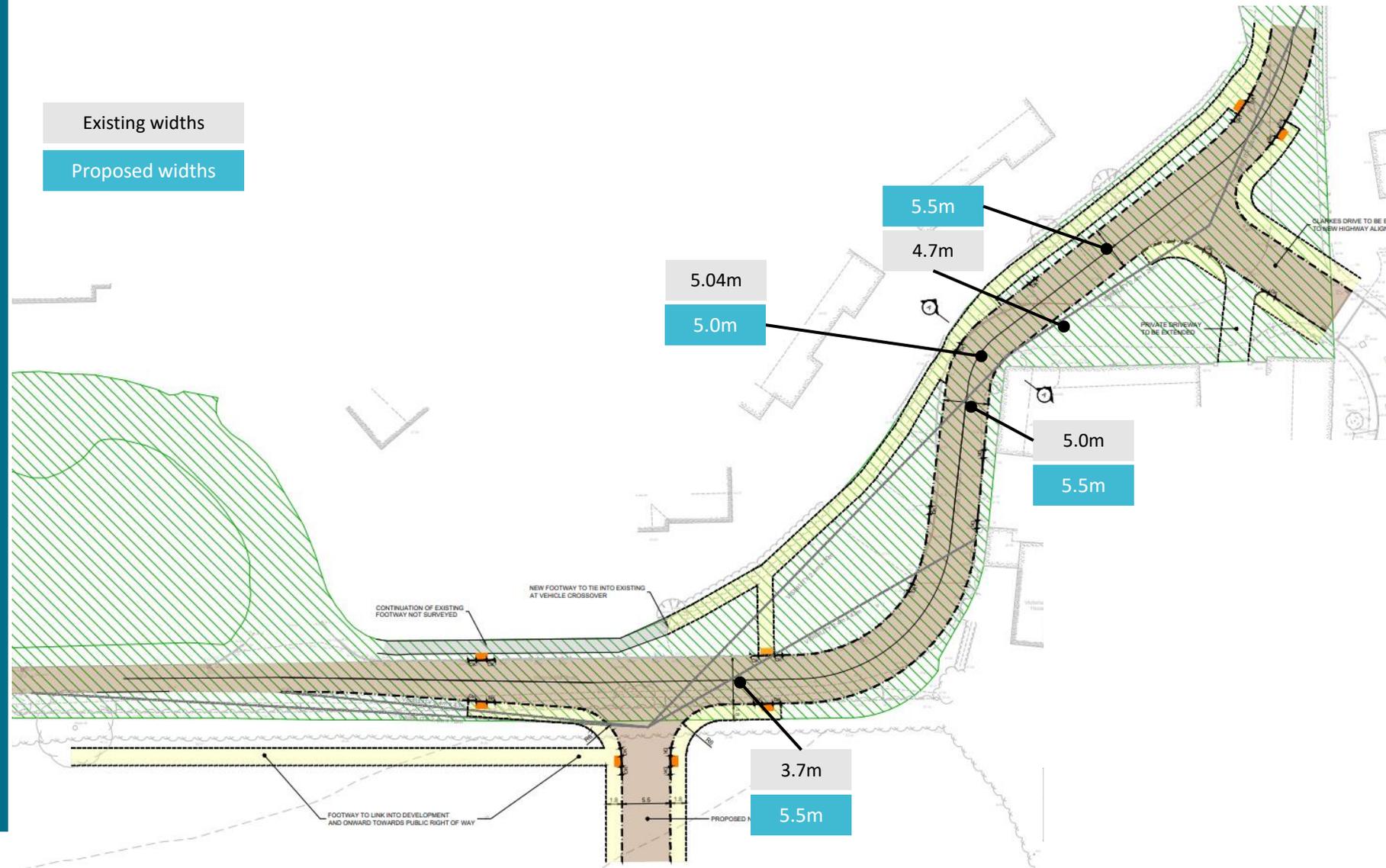
The applicant has provided additional land registry details and has served notice on both affected parties: the highways authority and Flagship Housing

All proposed road realignment works fall within the current extent of the highway



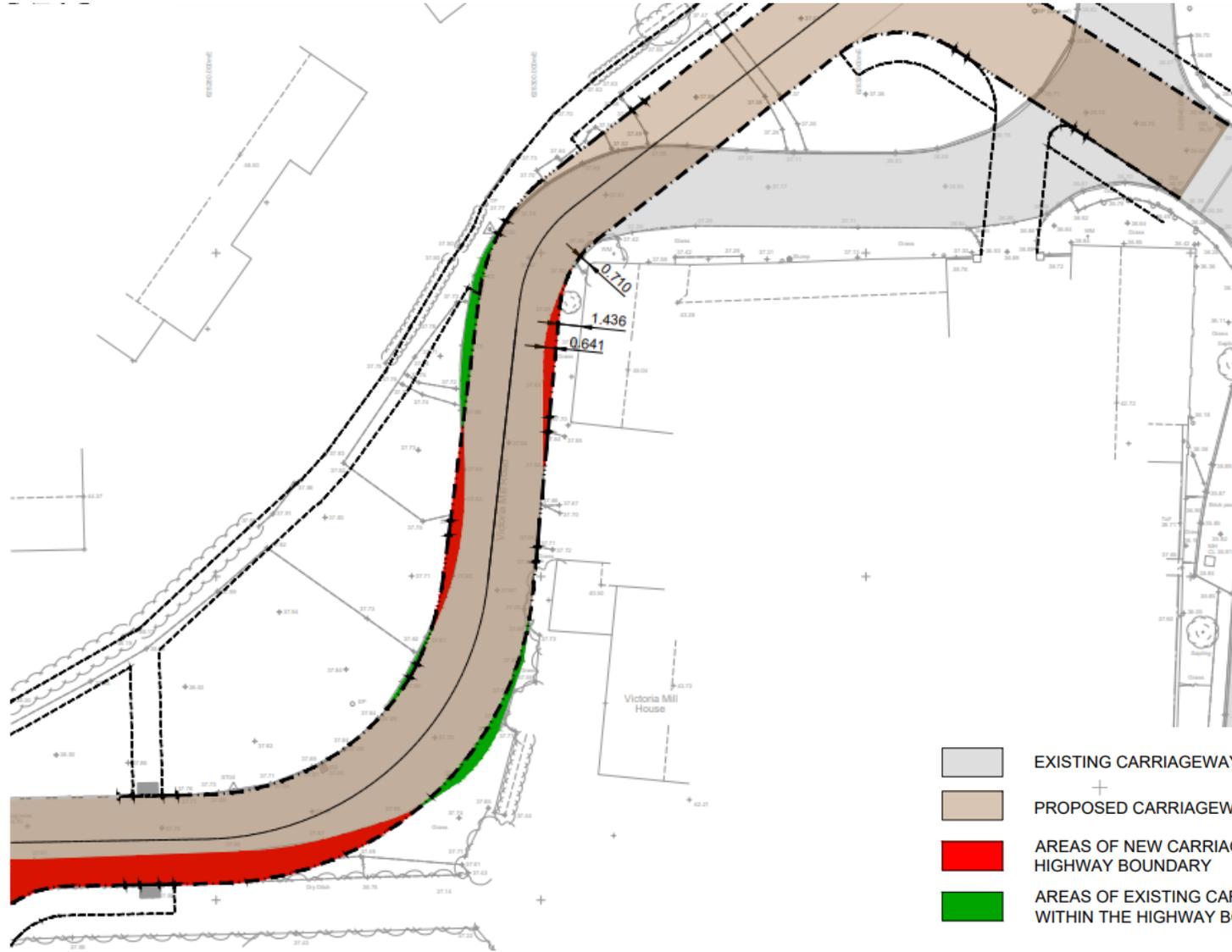
Road width

Given the traffic flows and existing widths on Victoria Mill Road, the highways authority consider that the 5 metre wide sections are acceptable



Road width

Areas of highway widening/
narrowing



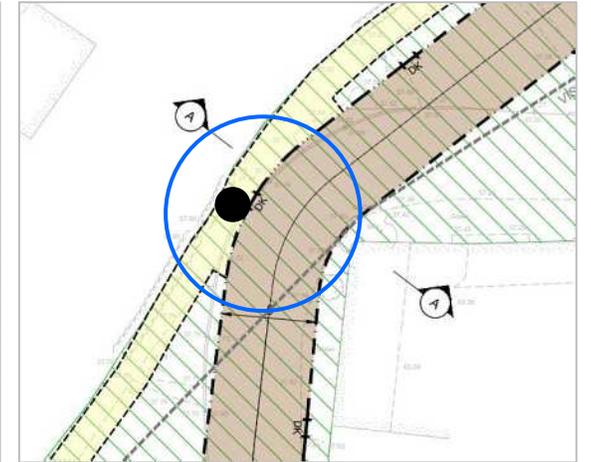
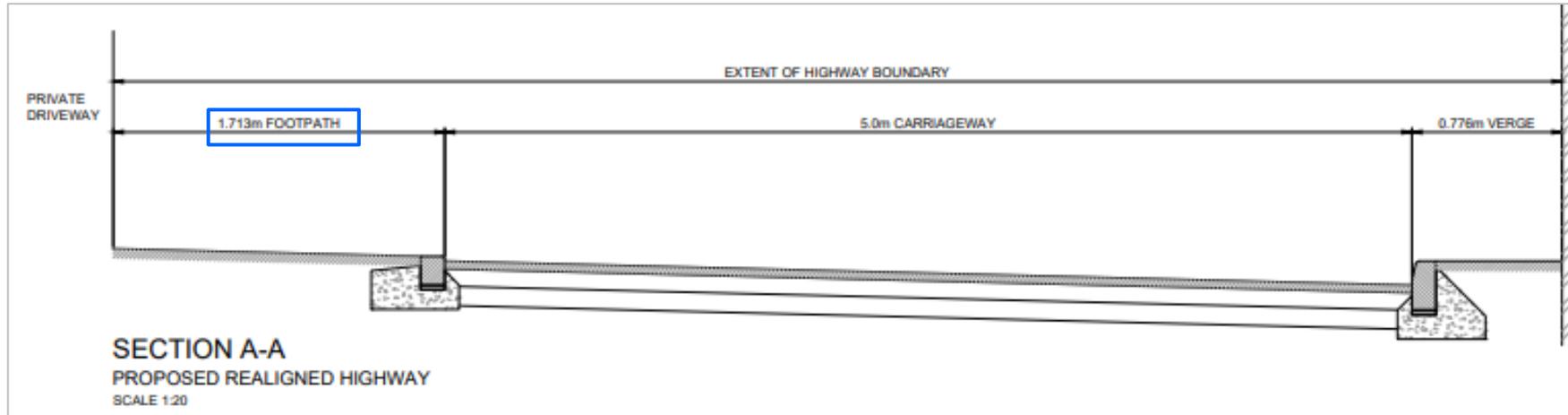
Footway width at pinch-point

Manual for Streets indicates that there is no maximum width; in lightly used streets, such as those with a purely residential function, the minimum unobstructed width for pedestrians should generally be 2m. The highways authority has advised that the use of the word “generally” indicates that there are circumstances where exceptions might be made.

Government guidance on footways, footpaths and pedestrian areas in relation to inclusive mobility is summarised below:

- **Minimum clear width under normal circumstances: 2 metres**
- **Minimum width acceptable due to physical constraints: 1.5 metres**
- **The absolute minimum width where there is an obstacle: 1 metre***

**The maximum length of restricted width should be 6 metres (see also Section 8.3). If there are local restrictions or obstacles causing this sort of reduction in width, they should be grouped in a logical and regular pattern to assist visually impaired people.*



Proposed pinch-point width

The width of the footway at the identified pinch point is **1.713m** and extends less than 6 metres in length.

The narrowest section of the footway is located further south of this indicator, measured at **1.5m**

Heritage impact

Framlingham Town Council and third-party consultees have raised concern that the road realignment works would destroy the historic road layout and weaken its relationship with the adjacent heritage buildings.

Whilst the local planning authority's principal design and conservation officer considers it unfortunate that the historic dog-leg road pattern around the site of the former historic mill will be partly lost **no formal objection is raised.**

A planning condition is proposed to ensure archaeological assets within the development boundary are safeguarded.

Asset of Community Value (ACV) nomination

During the time the application was pending consideration, Framlingham Town Council submitted a nomination to list areas of green verges along Victoria Mill Road as an Asset of Community Value (ACV)

East Suffolk Council concluded that only one of the three nominated parcels (Area One) of land meets the definition of an ACV



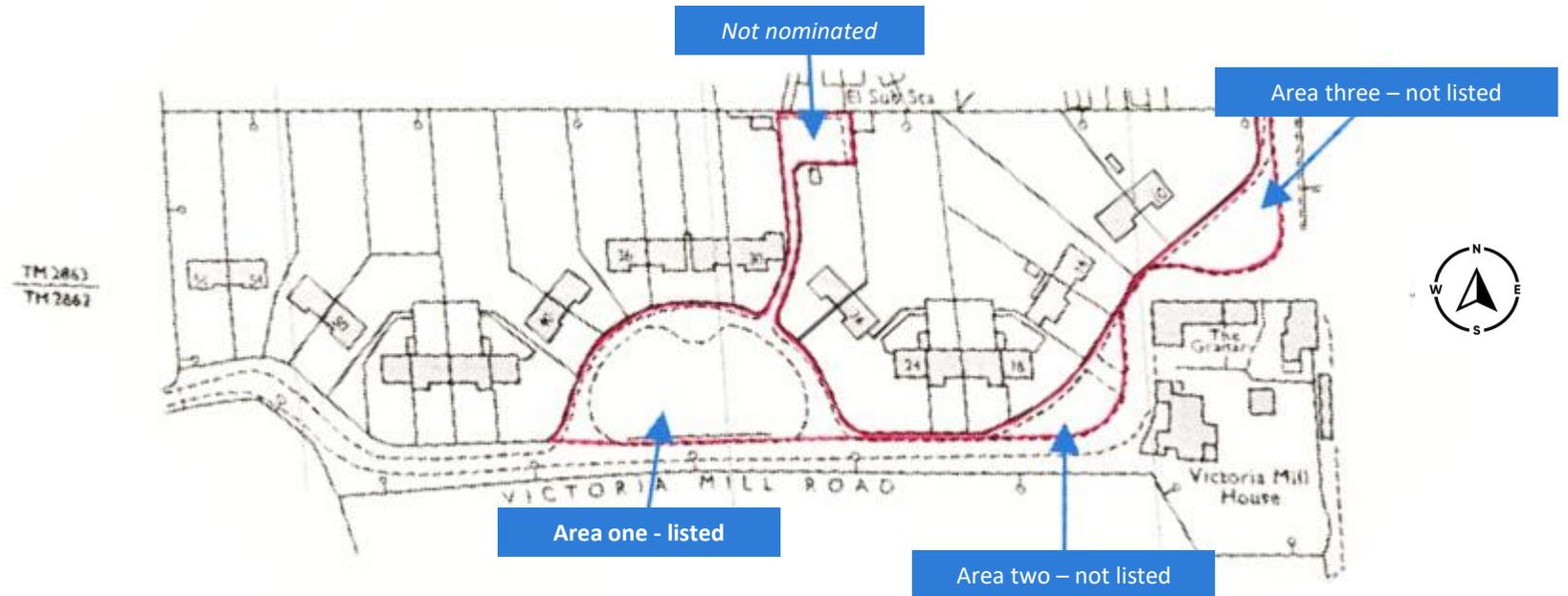
Area 1



Area 2



Area 3



Questions

Design strategy of proposed scheme

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Proposed scheme

A phased development including the erection of up to 49 custom/self-build homes (including 16 affordable homes) public open space (including equipped play and multi-use games area), landscaping, and other associated infrastructure.



Quantity of dwellings

- The restriction to approx. 30 dwellings reflects the limitations placed on the site by the need for access off Victoria Mill Road - it is therefore implied that an increased quantity of housing could be acceptable if highway concerns were suitably addressed.
- With this in mind, it is considered that the proposal for 'up to 49 dwellings' is deemed acceptable in principle (subject to accordance with all other policy criteria) and would optimise the potential of the site as encouraged by para. 130 of the NPPF.
- The proposed 49 dwellings equate to a density of development at 18.5 dwellings per hectare (dph), which is broadly in line with existing density on the northern side of Victoria Mill Road (15.7dph) - the adjacent Hopkins Homes development is 37.4 dph.
- Granting outline for an 'up to 49 dwellings' does not prohibit the Council requiring a lower number of homes if required to achieve good design appropriate for its location at reserved matters stage.

Timing of development

- As noted within the Examiner's Report (dated 9 November 2016), it was suggested appropriate to select this site for release later in the plan period due to the level of development within the town.
- A timeframe for delivery of development on the allocated site therefore set at **2025 onwards**.
- The submission of the subsequent reserved matters application and the general nature of the self-build and custom housebuilding approach would result in a phased development commencing near to 2025.
- Subject to approval of the reserved matters application(s), the site will likely take several years to be prepared and built out, prior to occupancy of residents.

On this basis, it is considered that the rate of delivery aligns with timeframe set out in the neighbourhood plan.

Housing mix

- Although the scheme fails to meet the policy targets for one-bedroom units, it is noted that the exceedance in provision of two-bedroom units, both in regard to the district and neighbourhood-wide targets, is a positive outcome of the proposal and helps to mitigate the deviation from the lack of the one-bedroom house type.
- An additional merit of these house types is the 'custom-build' approach.

Number of bedrooms	Percentage of district wide need (Policy SCLP5.8)	Percentage of neighbourhood need (Policy FRAM3)	Percentage proposed within application
1	12%	10-15%	8% (4 units)
2	29%	35-40%	49% (24 units)
3	25%	30-40%	22% (11 units)
4+	33%	10-15%	20% (10 units)

Self-build, custom-build and custom choice

The proposal comprises solely self/custom housebuilding types – these are defined as:

- **Self-build:** This offers the greatest degree of flexibility and customisation - individuals buy a serviced plot that is subject to a Design Code and a palette of materials. Buyers may choose to either project manage the build themselves or contract with a developer or house builder.
- **Custom-build:** Individuals buy a serviced plot and contract directly with a developer to build their house. But in this case the degree of flexibility is more limited — the house is configured from a range of preprepared layouts and specification options that have already been approved for planning: these can include ground floor extensions and rooms in the roof.
- **Custom-choice:** A developer builds the external walls and roof and exchange contracts on the watertight shell. Buyers then pick from a wide range of interior layout and specification choices to adapt the shell to their needs. They qualify for the Help to Buy scheme and can be purchased with a standard mortgage. The custom-choice route to market is particularly innovative as it enables purchasers, who might not otherwise be able to access custom/self-build, to participate.

Self-build, custom-build and custom choice

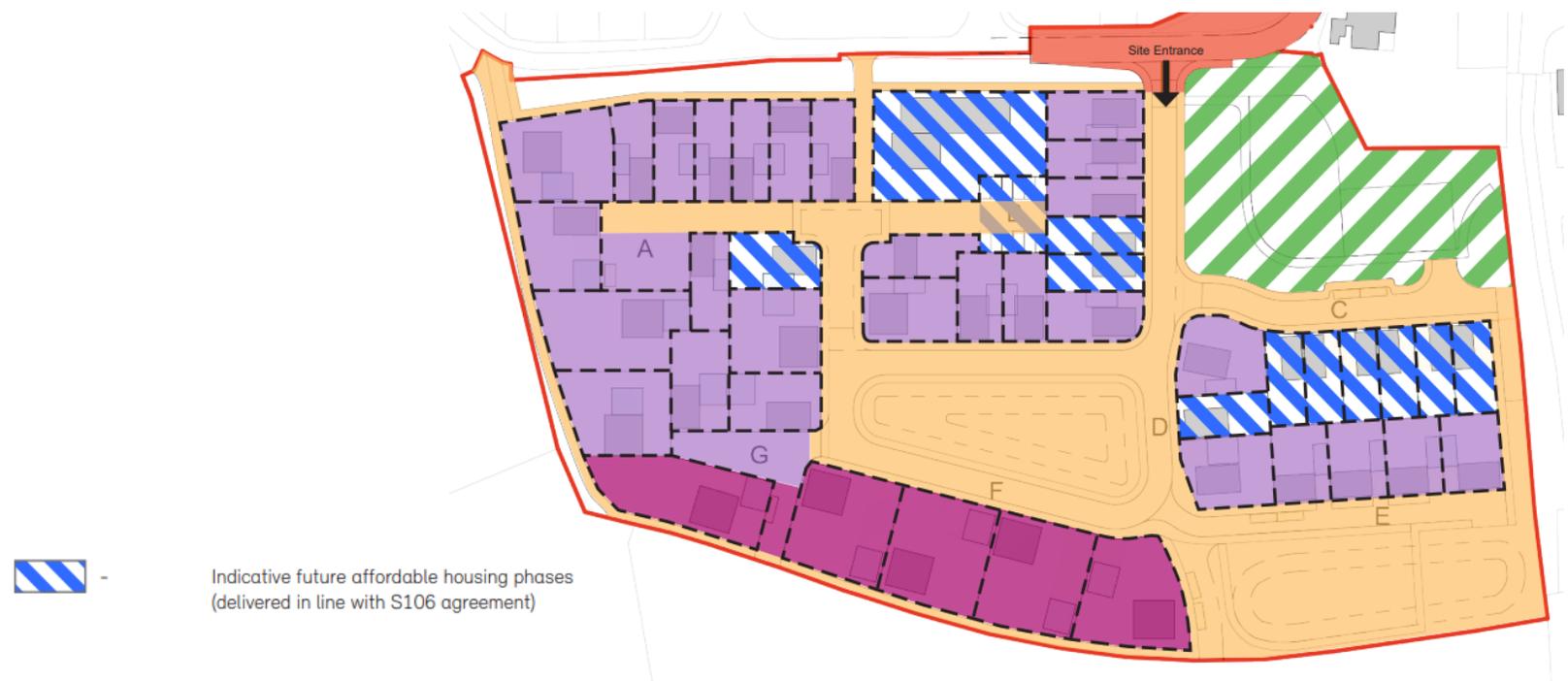
	Self-build	Custom-build	Custom-choice
Private sale	5 no. 4-bedroom houses	14 no. 2-bedroom houses 9 no. 3-bedroom houses 5 no. 4-bedroom houses	N/A
Shared equity/discount market	N/A	2 no. 3-bedroom houses 2 no. 3-bedroom houses	N/A
Shared ownership	N/A	N/A	2 no. 2-bedroom flats 2 no. 2-bedroom houses
Affordable rent	N/A	N/A	4 no. 1-bedroom flats 4 no. 2-bedroom houses
Total (dwellings)	5	32	12

*It is intended that **affordable housing** will be 'custom-choice', which is clearly defined and limited in scope to interiors only (e.g., internal paint colours, kitchen fittings within a selected range, door choices etc.). They will be delivered in line with the S106 agreement, which will state triggers for how and when the homes will be delivered.*

Affordable housing

The scheme is policy compliant in this respect with 32.7% (16 units) being affordable:

- Shared equity/discount market: 25% (4 of the 16 units)
- Shared ownership: 25% (4 of the 16 units)
- Affordable rent: 50% (8 of the 16 units)



Design standards

An illustrative masterplan is provided to demonstrate that up to 49 units can be accommodated on the site whilst meeting relevant planning policies.

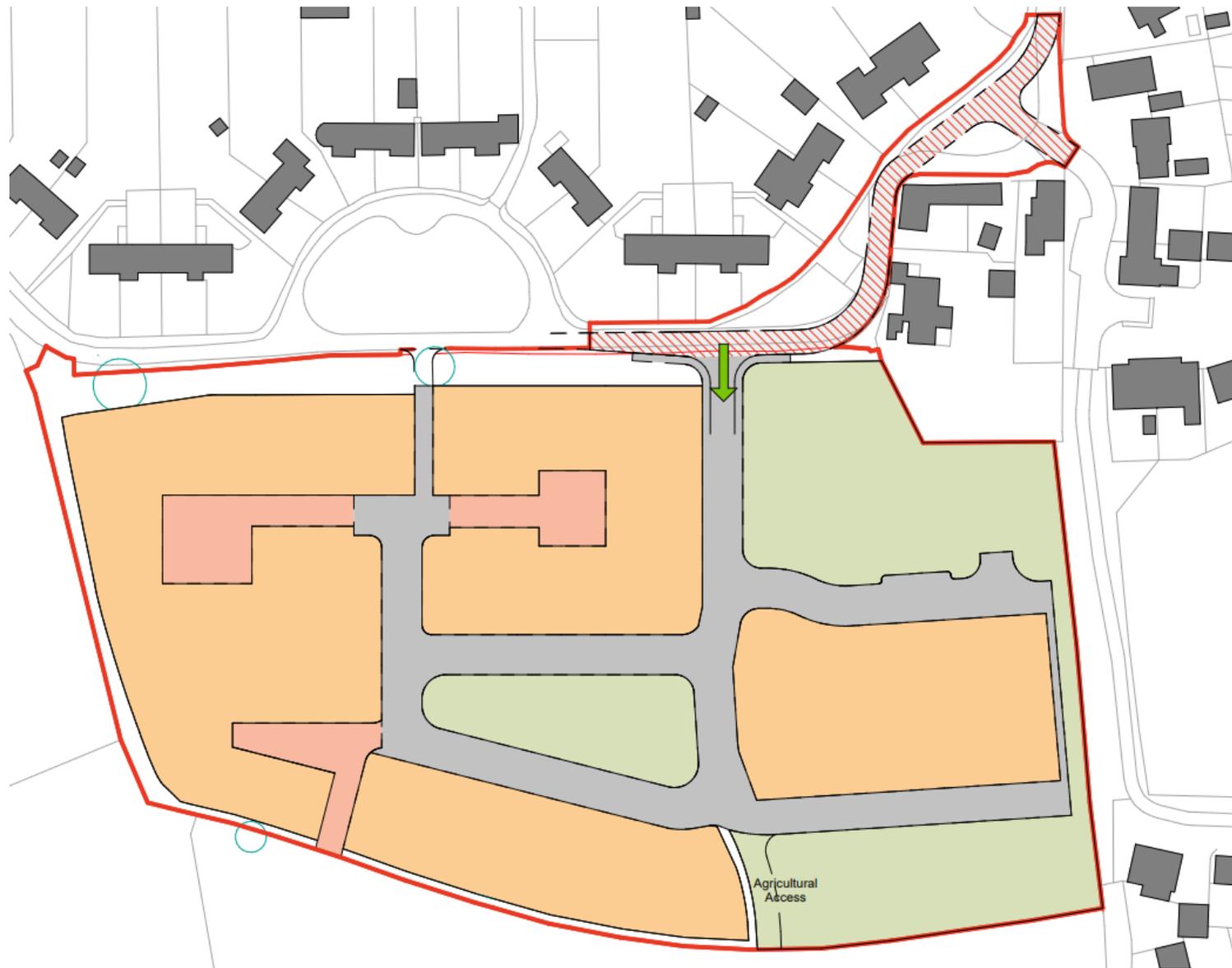
This will be required to inform the reserved matters applications along with the Design Code, Design & Access Statement, and the following parameter plans:

- Land use parameter plan
- Access and movement parameter plan
- Landscape & open space parameter plan
- Building height parameter plan
- Illustrative masterplan

Illustrative masterplan

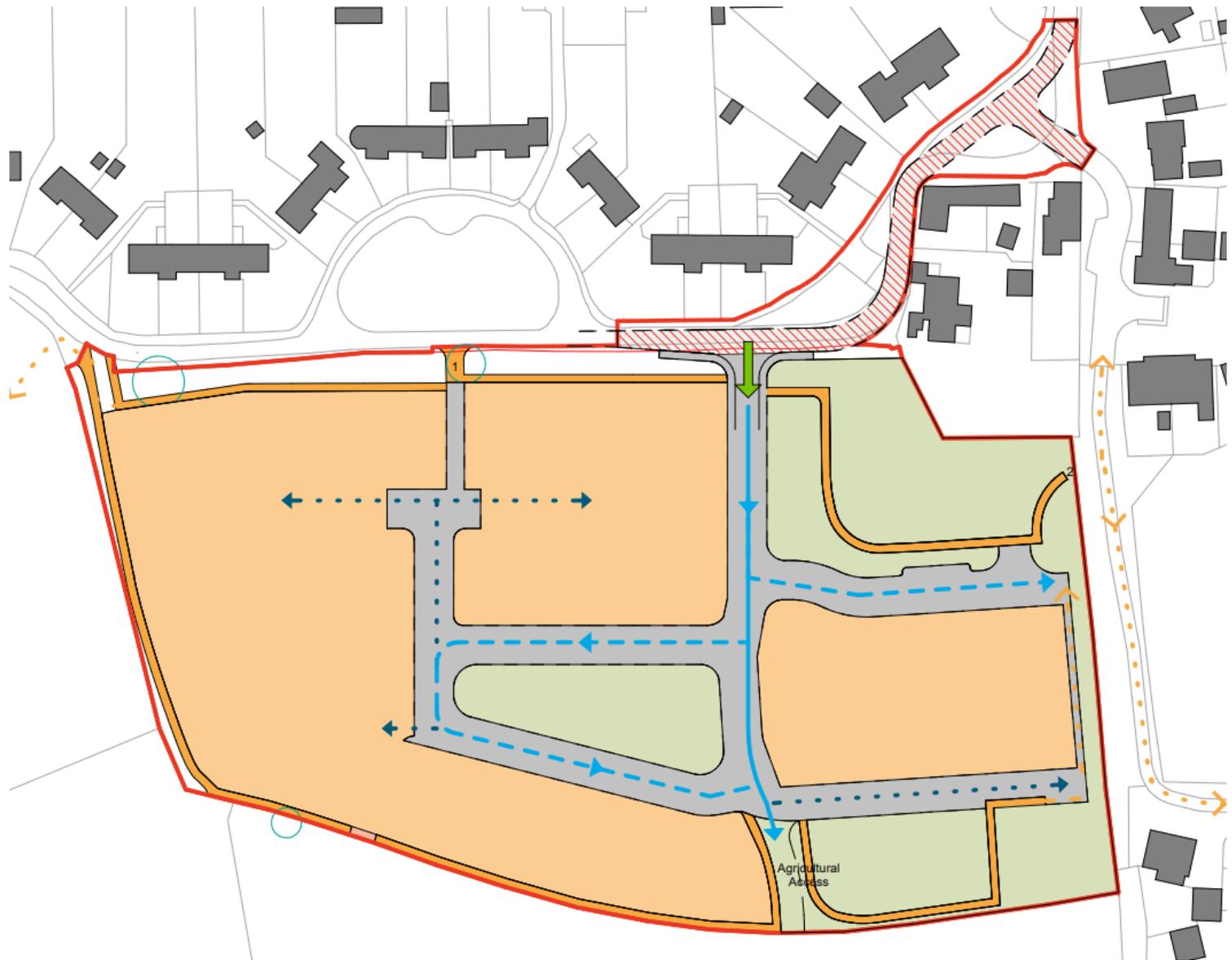


Land use parameter plan



-  Planning boundary
-  Site entrance
-  Developable area
-  Access road
-  Indicative location of courtyard
-  Offsite Highways Work

Access and movement parameter plan



-  Planning boundary
-  Site entrance
-  Primary Access Road
-  Secondary Access Road
-  Tertiary Access Road
-  Pedestrian & Cycle route connections
-  Connection to existing pedestrian & cycle network
-  Developable area
-  Green open space
-  Offsite Highways Work
-  Existing mature trees (to be retained)
-  1 Additional access suitable for emergency vehicles if required
-  2 Area safeguarded for future pedestrian connection

Connectivity: cycling/walking



Landscape and open space parameter plan



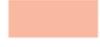
-  Planning boundary
-  Site entrance
-  Developable area
-  Indicative location of courtyard
-  Green open space
-  Detention basin / SuDS
-  Pedestrian & Cycle route
-  Equipped play area
-  Root Protection Area
-  Existing ditch
-  Offsite Highways Work
-  Existing vegetation to be retained
-  Proposed hedge - 2m buffer

Landscaping including open space and play provision



Building heights parameter plan



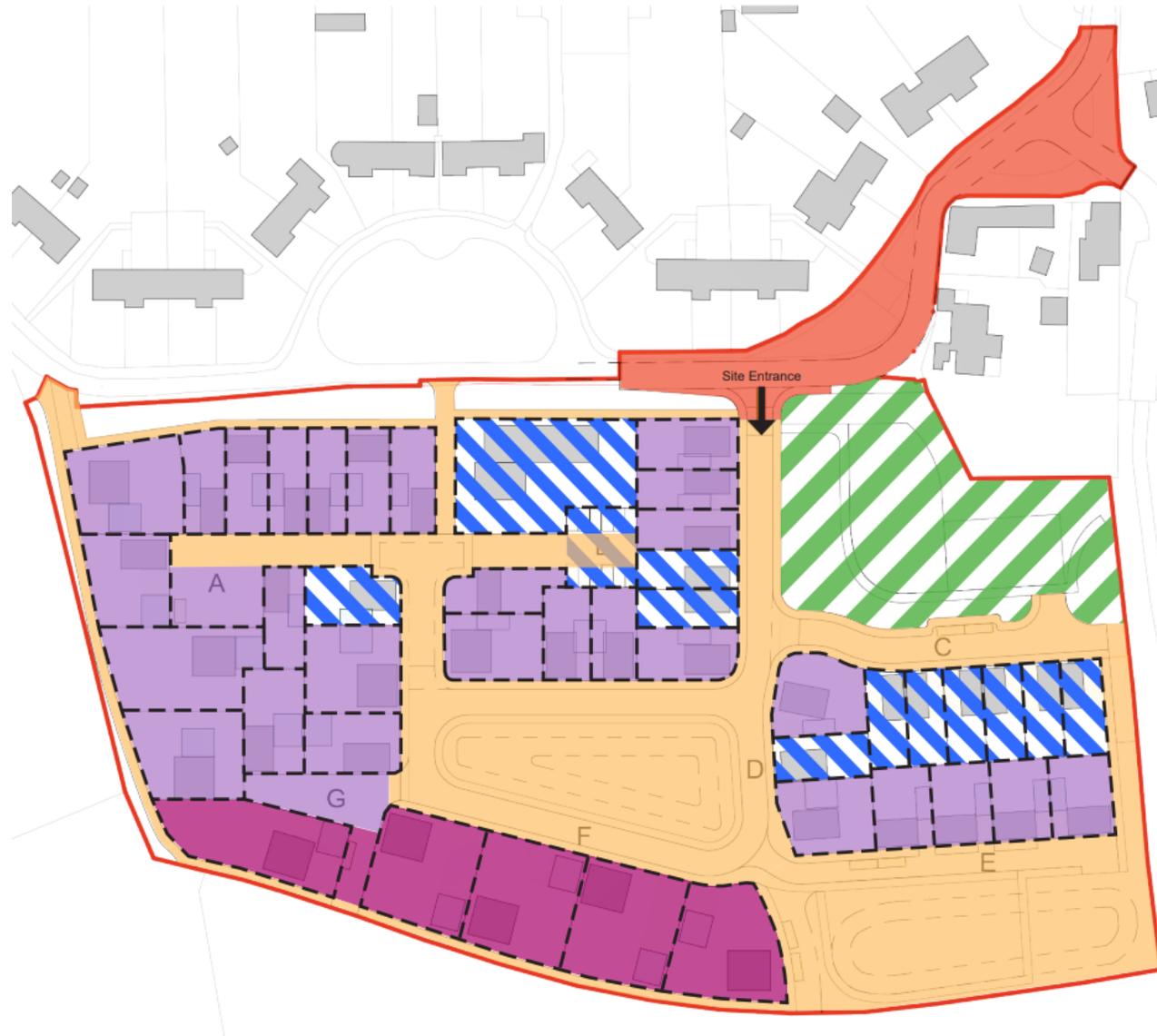
-  Planning boundary
-  Site entrance
-  Two - storey with traditional pitched roof - rooms in roof allowed
-  Two - storey with traditional pitched roof
-  Access road
-  Offsite Highways Work
-  Indicative location of courtyard
-  Green open space
-  Key frontage

Illustrative masterplan



-  Planning boundary
-  Site boundary
-  Developable area
-  Access road
-  Indicative location of courtyard
-  Green open space
-  Detention basin / sustainable urban drainage
-  Pedestrian & Cycle route
-  Equipped play area & Ball Court
-  Root Protection Area
-  Existing Ditch
-  Offsite Highways Work
-  Flats
-  2 - bedroom house
-  3 - bedroom house
-  4 - bedroom house
-  Garage
-  Proposed hedge - 2m buffer
-  Potential area for underground attenuation

Indicative phasing plan



Phase 1:

-  Phase 1A Access Improvements along Victoria Mill Road (highway land) and entrance to site (bell-mouth)
-  Phase 1B Site preparation, provision of access roads, footpaths and all services / drainage infrastructure for distribution around each individual plot (details to be confirmed at Reserved Matters stages)
-  Phase 1C Open Space and Equipped Play Provision (to be designed at RM stages)

Future phases:

-  - Indicative future affordable housing phases (delivered in line with S106 agreement)
-  - Indicative future self-build phases. All plots to be built out individually following Reserved Matters applications served on a plot by plot basis. The individual construction will run concurrently and not one at a time i.e. phases overlap
-  - Indicative future custom build future phases. All plots to be built out individually following Reserved Matters approval. Phases will overlap, with some sequencing due to infrastructure provision
-  - Developable plot boundary

Planning considerations

The following considerations have been addressed within the reporting:

- Principle of development
- Timing of development/phasing
- Highways: access and road re-alignment
- Asset of community value
- Quantity of dwellings
- Housing mix
- Self-build and custom housebuilding
- Affordable housing
- Connectivity: cycling and walking
- Design and conservation
- Open space and play provision
- Community growing spaces
- Travel plan
- Landscaping
- Parking standards
- Flood risk and sustainable urban drainage
- Ecology
- Archaeology and heritage
- Sustainability
- Infrastructure provision

Conclusion

- The principle of residential development on the site is established by Framlingham Neighbourhood Plan
- Housing is likely to be occupied post 2025
- Provides publicly accessible green space and a Neighbourhood Equipped Area for Play (NEAP)
- No objection has been raised by the highways authority in relation to the road realignment
- Self-build / custom-build housebuilding approach is of great merit
- Affordable housing compliant
- Provides a mix of housing with a large proportion of two bed units
- Design is of a high quality and will be supported by a comprehensive design strategy
- No objection in relation to flooding, ecology or landscaping
- Detailed design matters to be addressed at reserved matters stage
- Mitigation methods to be secured by conditions, and S106 (as well as CIL funding)

While there are elements of the proposal that require further detail through reserved matters applications, the fundamental components relating to the outline application, including access and quantum of housing, do not make the detail or the principle of development objectionable.

Recommendation

Authority to approve subject to no objection being received from Essex & Suffolk Water; a 'Grampian condition' requiring highway improvements prior to development or other operations; planning conditions; and the completion of a S106 legal agreement, detailing highway improvement works, affordable housing provision, self/custom build requirement, county contributions, and a contribution to the Suffolk Coast RAMS.

Grampian condition

Development shall not commence (including site clearance operations) unless and until the off-site highway improvements to Victoria Mill Road indicatively shown on drawing number 215077-CCL-XX-XX-DR-C-0001 P05 have been completed in accordance with details previously approved in writing by the local planning authority.

Reason: To ensure that the works are designed and constructed to an appropriate specification and is brought into use before any other part of the development is commenced in the interests of highway safety.

Conditions

Proposed conditions (as outlined in the report) relate to the following:

- Reserved matters time limit
- Reserved matters detail
- Grampian condition re. highway works
- Design code
- Phasing
- Highway detail – access; connectivity; secure cycling storage; EV charging points;
- HGV movements during construction
- Visibility splays
- Surface water drainage
- Sustainable drainage
- Archaeology
- Land contamination
- Air quality assessment
- Construction management plan
- Construction hours
- Ecological mitigation/protection
- Lighting strategy
- Construction environmental management plan
- Landscape and ecological management plan
- Signage and householder information packs
- Ecological enhancement strategy
- Affordable housing custom-choice approach
- Fire hydrants
- Sustainability and energy statement
- Landscape works and tree protection

End of presentation

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POLICY FRAM1: FRAMLINGHAM TOWN PHYSICAL LIMITS BOUNDARY

The development of Framlingham town shall be focused within the physical limits boundary as now defined on the Policies Map.

Development proposals within the physical limits boundary will be supported where they are of a size appropriate to the scale and grain of the town (generally sites of up to 30 dwellings) and subject to compliance with the other policies in the development plan.

Policy justification

- 4.3 The additional housing growth allocated in this Plan will be delivered on sites that meet the community's preference for a small or medium size, up to 30 dwellings, since these provide best fit with the scale and grain of the town and its infrastructure. These site allocations reflect the preferred options as consulted upon with the community of Framlingham. The sites were included in the Sustainability Appraisal of the Plan policies (set out in detail in 'Sustainability Appraisal incorporating Strategic Environmental Assessment May 2016').

Impact on the rural edge of the town



The development site, an agricultural field on the rural edge of Framlingham (taken May 2021).



Existing bungalows on Victoria Mill Road, opposite the application site.

Highway and pedestrian safety



HGV mounting the pavement at the corner of The Granary, Victoria Mill Road.



A resident and her young family on the corner of The Granary, Victoria Mill Road.

Loss of valued open space



The greens on Victoria Mill Road – providing local people with space for leisure, enjoyment and relaxation.