



## Committee Report

Planning Committee - 11 February 2020

Application no DC/18/4429/ARM

**Location**

Part Land Surrounding Waveney  
Valley Pool  
St Johns Road  
Bungay  
Suffolk  
NR35 1PH

**Expiry date** 23 January 2019

**Application type** Approval of Reserved Matters

**Applicant** Cripps Developments Ltd

**Parish** Bungay

**Proposal** Approval of Reserved Matters of DC/14/4193/OUT - Outline Application with all matters reserved apart from access for up to 150 new dwellings (including affordable housing), associated infrastructure, open space and up to 3ha of employment land (comprising uses within use class B1 (including starter units) and use class B2) - Access, appearance, landscaping, layout and scale for the development of 150 dwellings (including affordable housing).

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### 1. Summary

- 1.1. The application seeks approval of reserved matters following the grant of outline planning permission in 2016 (Ref: DC/14/4193/OUT) for the development of *"Outline Application with all matters reserved apart from access for up to 150 new dwellings (including affordable housing), associated infrastructure, open space and up to 3ha of employment land (comprising uses within use class B1 (including starter units) and use class B2)"* on land surrounding Waveney Swimming Pool situated on the South side of Bungay.

- 1.2. This application relates to the residential phase of the development (150 dwellings) which also includes 3 no. B1 units. The matters under consideration relate to the detailed design of the development in terms of access, layout, appearance, landscaping and scale. Access was partially considered during the outline application in so far as the vehicular access to the site already exists and the suitability of this was found to be acceptable. Access to the employment phase of the development was also dealt with at outline stage.
- 1.3. Since the grant of planning permission and during the process of considering this application a new local plan covering the former Waveney Area of East Suffolk Council has been adopted which allocates this and adjacent land for the purposes of residential development and employment uses within Policy WLP5.2.
- 1.4. Overall the design of the proposal is considered to be acceptable and complies with the requirements of the Local Plan and would enable development to come forward on other areas of this allocation which are reliant on access over this land.
- 1.5. This application is before members as it was considered necessary by the referral panel for an application of this scale to be determined by members.

## **2. Site description**

- 2.1. The site is situated on the South East side of Bungay currently used as arable farmland which abuts existing residential development on Kings Road to the North of the site. The site covers an area of 5.49 hectares.
- 2.2. On the frontage of the site, slightly removed from the residential development to the North West, lies the Bungay swimming pool. Access is gained from St. Johns Road to the swimming pool site which is the proposed access route into the application site.
- 2.3. From St. Johns road to the South West the land rises gently to the back of the site and to the other side of St. Johns Road to the North East the land falls into the valley before rising up the other side. Along the South Western side of the site is the high point of the site and is bounded by a native species hedge, part of this boundary is shared with Bungay High School and sixth form centre. A pond lies on the western edge of the site, this is little more than the meeting of two ditches, containing only a small amount of water in a deepened section, much woody debris and discarded rubbish. It is largely overgrown by the adjoining hedgerow. Other than this there are no other natural features on the site.
- 2.4. To the South Eastern side of the site and separated from the site by St. Johns Road is Dukes Farm which comprises a group of Grade II listed buildings.

## **3. Proposal**

- 3.1. The application is for the Approval of Reserved Matters following the grant of outline planning permission Ref: DC/14/4193/OUT for the development of 150 dwellings (including affordable housing).
- 3.2. The following reserved matters are being considered within this application:
  - Access;
  - Layout;

- Appearance;
- Landscaping; and
- Scale.

- 3.3. The application proposes a range of property types from one bedroomed flats to four-bedroom detached houses. The majority of properties are two storeys in height with a number of single storey properties throughout the site. The design approach is properties of traditional design and character predominantly using brick facing material and clay pantile and, to a lesser extent, render with slate tiles.
- 3.4. There are four areas of open space throughout the site which vary in size and function. Pedestrian and cycle links are created through the site to connect the site to existing residential areas and services and facilities in the area.
- 3.5. A surface water storage basin is provided on land to the East of this site. This application is therefore also associated with application Ref: DC/18/5082/FUL which proposes an 'option 2' location for the surface water storage basin which forms part of the drainage strategy for this site.

#### **4. Consultations/comments**

- 4.1. Six representations of Objection have been received raising the following material planning considerations (inter alia):
- Overdevelopment
  - Impact on local services; already stretched
  - Infrastructure not suitable
  - It has not been demonstrated that the highways network proposed on this site is sufficient to deliver the remainder of allocation 5.2
  - Poor pedestrian and cycle links
  - Not demonstrated that refuse storage is sufficient.
  - Not clear if the size of parking spaces is acceptable.
  - No masterplan as required by Policy WLP5.2
  - Car parking inadequate
  - Access inadequate
  - Impact on amenity of properties on Northern boundary due to closeness of properties
  - Impact on wildlife

#### **Consultees**

##### **Bungay Town Council**

Consultee	Date consulted	Date reply received
Town Council	1 November 2018	14 November 2018
Summary of comments: Strongly objects - See full details on file		

Consultee	Date consulted	Date reply received
Town Council	2 October 2019	25 October 2019

With reference to the above planning application, you may recall that we discussed our concerns regarding this application in December 2018 prior to submitting our comments on the proposed development on 17th December 2018 and discussed the matter further in January 2019 after Cripps Development submitted modified drawings. We feel it appropriate to observe that many of the original concerns expressed in our letter of 17/12/018 have yet to be addressed and wish to submit the following comments relating to the current development proposals.

We should also note that BTC Councillors and the Town Clerk met with the Landowner Mr T. Basey-Fisher and representatives of Cripps Development and ASD Architects on 21/10/2019 to discuss the present application. These informal talks have informed our understanding of changes to the site layout, although in evaluating this application we have also referred to all documentation in the public domain in addition to:

- The preceding outline planning application for this site (DC/14/4193/OUT),
- The New Waveney Local Plan – Modifications and additional modifications Policy 5.2 (December 2018)
- The Addendum to Sustainability Appraisal Report of the Waveney Local Plan Policy 5.2 (December 2018)
- Waveney Local Plan modifications and Annex – Policy 5.2 (Examiner – 21 November 2018)

In relation to the above we take specific note of the requirement by the Inspector (Local Plan examination) under policy 5.2 that ‘ A detailed Masterplan informed by on-going engagement with the community should be prepared and submitted as part of any full or outline planning application’. Re. this matter we are unaware of any community consultation relating to this application, and in its present form, the exclusion of core details and documents from the application suggest that this does not constitute a detailed Masterplan.

We should similarly note that in the absence of key information relating to this important land allocation under the 2018 Local Plan, we commissioned AECOM Consultants to undertake a Housing Needs Assessment and Neighbourhood Plan Design Guidelines for Bungay. These documents were completed in March 2019 and copies provided to Waveney District Council. We are compelled to note that had the developers undertaken on-going engagement/consultation with the local community as specified in the Local Plan this information would have represented a valuable resource to the developers in taking the planning application forward. Unfortunately, this was not the case.

Specific matters of concern are as follows:

#### **1. Drainage**

The present application makes no reference to the drainage infrastructure or the Attenuation pond to the east of St Johns road (DC/18/5082/FUL). Drainage and FR attenuation to the east of St Johns Road is critical, and In response to the preceding outline planning application DC/14/4193/OUT for 150 homes on this site the Environment Agency noted ‘ the inclusion of land to the east of St Johns road is critical to the success of the drainage strategy. Flood risk at the

development site is likely to be unacceptable if the area is not included for drainage purposes.

The developer should provide full details of the drainage strategy and infrastructure proposals for the attenuation of surface water flows from the development site in accordance with the provisions of Policy 5.2 requiring any planning application to be accompanied by a drainage strategy incorporating sustainable drainage principles. We are unaware of any methodology or data indicating projected surface water flows for the current layout and infrastructure. As the construction of 150 homes represents the first stage of development on this site (area 5.2) where up to 400 homes will be built under the local plan allocation, the drainage strategy should take full account of the incremental development and surface water flows arising from future development. Appropriate drawings of the drainage proposals should be provided with this application and a flood risk assessment in accordance with NPPF and Local plan requirements.

## **2. Transport Access Parking and Connectivity**

- The only currently approved access to the development utilises the existing exit from the A144 to Bungay Gym and swimming pool. This location is used by large numbers of school children and pedestrians; we suggest that the anticipated traffic flows arising from a development of this size represents an unacceptable level of risk to the users of these facilities. A further access point to the south of Bungay Gym has been proposed adjacent to the commercial land that forms part of the outline agreement, however we understand that this will be subject to a separate planning application. It would be helpful if this matter was clarified. As with 1 above, the proposals should take account of future development on Area 5.2 and the subsequent increase in traffic flows. The current access proposals may not adequately accommodate future development. A pedestrian crossing should be provided to safeguard pedestrians accessing the sports facility
- The road layout proposes a series of cul-de-sacs that provide limited capacity for turning heads, on-street and/or visitor parking. The dimensions and design of the internal road layout provides no appropriate access for service/waste vehicles in conflict with current guidance. No details of potential PSV/Bus services to and within the development have been provided and the road layout does not appear to provide the capacity for turning or stopping points. Based on our discussions with the developers we understand that no provision has been made on site for bus services.
- No Travel Plan has been provided with this application in conflict with the current requirements
- The Local Plan modifications for policy 5.2 following the Local Plan examination require footpaths and cycleways with on-going connections – limited provision is made within the current plan. The opportunity to establish a linear green corridor to the north of the site linking to public footways to the west of the site and to Stow Fen are precluded by the current layout. Additionally there is no connection between the High school and the existing footpath and cycle route to the east of St Johns road (to be formalised under Local Plan policy 5.1) connecting to Hillside road east and utilised by the High school students to the north west of the current development site. Interconnection of a footpath and cycle network consistent with the Waveney cycle strategy and WDC Green Infrastructure Strategy is central to the emerging Neighbourhood Development Plan for Bungay and aims to ensure adequate green amenity space and corridors to integrate new development with the town centre.
- No provision has been made for electric vehicle charging points in accordance with the Suffolk code 2015;
- No provision has been made for disabled parking and access in accordance with the SCC guidance 2015

- A key concern is that the current layout and specification of the private estate roads do not appear to meet the requirements/criteria for adoption by Highways and should this be the case it is unlikely that the estate will meet the development needs of Bungay and the towns social economic and environmental objectives. This requires urgent clarification.
- The proposed layout provides inadequate linkages with adjacent development. As representatives of Bungay Town Council and the Bungay NDP our interest is in ensuring integrated and sustainable development that facilitates access rather than promoting the development of an enclave. It is unclear from currently available documentation why access to Ethel Mann Road and adjacent roads are restricted. The dependence on cul-de-sacs under the proposed plan inhibits integrated development across site 5.2 and potentially deters adoption and appropriate management of the road network within the site. We suggest that failure to achieve adoption by Highways may lead to suppressed property demand and values.
- We also have concerns regarding the non-adoption of internal roads in the development because the failure of Highways to adopt these routes may jeopardise the next phase of development on 5.2 (and the other 350 houses) if there is any covenant and/or charging mechanism imposed on residents in the next phase

### 3. Layout and Design matters

- The current application appears to fulfil only the very minimum legal space and storage requirements for residential buildings of this nature. Qualitatively the development is not consistent with the Local plan proposals for adoption of Build for Life 12 standards and does not conform to the standard of housing required to facilitate sustainable economic development and growth in Bungay.
- It is unclear what the building density is for this development and how this is sympathetic to existing developments either adjacent to the site or in the immediate vicinity. In addition, there is no reference to local character and distinctiveness in house design as per WLP8.29. Information on building materials is minimal and determined on market availability as opposed to design considerations. Policy WLP8.31 has not been referenced. Building design that is supportive of the needs of older people is of particular importance. The HNA for Bungay shows a significantly higher demographic of older people currently living in the town and this figure is set to grow in the future.
- We are concerned that there is no indication of what proportion of the development is Affordable Housing. Where 30% of all developments over 11 dwellings need to provide for AH we note that 50% must be rented and the other 50% needs to be of mixed tenure.
- A particular concern is that despite the inclusion of affordable housing, management fees applied for maintenance of green space, surface water management, and unadopted roads may generate a fee structure that is unaffordable for many residents. As a matter of urgency this must be clarified.
- There is insufficient information relating to housing mix although it is noted that WLP is only permitting new developments where at least 35% on a site are 1 – 2-bedroom properties. The Bungay NDP Steering Group commissioned Housing Needs Assessment set out a more detailed analysis for the town and in this AECOM report published in March 2019 precise data was made available. This was shared with ESC. Had MM41 (vi) requiring submission of a masterplan informed by **ongoing** engagement with the community this data would have informed the application.
- Commercial and business development is restricted to a minimal number of small B1 offices to comply with the provisions of the site development – the bulk of the 3Ha commercial development is shifted to land now currently for sale to the south of the current development.

No consideration has been given to the scheduling of the commercial development as specified in the original agreement, or how future commercial space will either be accessed or linked to the residential areas.

#### 4. Landscape Archaeology and Heritage

- We note that no ecological, archaeological and landscape character assessments have been submitted with the present application. These documents should be provided by the developer in the current application taking full account of current criteria set out in the revised National Planning Policy Framework, and the modified Waveney local Plan 2018, and specifically in relation to Policy 5.2.

#### 5. Other matters

- The Steering Group of Bungay Neighbourhood Development Plan wish to emphasise that they fully support housing and commercial development on site 5.2 to ensure the long term sustainability of the local economy, but wish to ensure that all proposed development is consistent with National and Local Plan policy in addition to social economic and environmental objectives under the emerging neighbourhood development plan. We are unaware of any consultation process relating to the current development proposal in accordance with the provisions in Local Plan policy 5.2.
- The current application fails to fulfil many of the legal or statutory requirements and much of the supporting evidence for a development of this scale is absent; the most important of these is the absence of a drainage strategy and any discussion on the design construction and operation of the proposed off-site drainage attenuation located to the east of St Johns Hill (separate planning application DC/18/5082/FUL). The absence of the above exposes the site and the downstream receiving waters (Tin River) to potential flood risk. The developer must provide a drainage strategy and design consistent with NPPF and Local Plan policy.
- We conclude the present development proposal is poorly thought through and the design only marginally compliant with minimum standards. In its present form it is unacceptable and greatly inferior to the preceding application for this site (DC/14/4193/OUT)

#### Statutory consultees

Consultee	Date consulted	Date reply received
SCC Flooding Authority	7 February 2019	27 February 2019
Summary of comments: Holding objection because a full drainage strategy with supporting calculations has not been submitted.		

Consultee	Date consulted	Date reply received
Anglian Water	1 November 2018	No response
Summary of comments: No comments received.		

Consultee	Date consulted	Date reply received
Essex And Suffolk Water PLC	1 November 2018	12 November 2018
Summary of comments: No objection subject to a water connection for the new dwellings being made onto their Company network for revenue purposes.		

Consultee	Date consulted	Date reply received
Suffolk County - Rights of Way	1 November 2018	No response
Summary of comments: No comments received.		

Consultee	Date consulted	Date reply received
Suffolk County - Highways Department	1 November 2018	16 November 2018
Summary of comments: Objection - A number of matters raised.		

Consultee	Date consulted	Date reply received
Environment Agency - Drainage	1 November 2018	5 November 2018
Summary of comments: No comment made.		

Consultee	Date consulted	Date reply received
Suffolk County Archaeological Unit	1 November 2018	12 November 2018
Summary of comments: No objection - Standard conditions suggested.		

Consultee	Date consulted	Date reply received
SCC Flooding Authority	14 November 2018	22 November 2018
Summary of comments: Holding objection as no details regarding surface water drainage have been provided.		

Consultee	Date consulted	Date reply received
SCC Flooding Authority	9 December 2019	23 December 2019
Summary of comments: <u>No objection</u> subject to conditions requiring implementation of Drainage strategy, maintenance and management strategy, details of all Sustainable Drainage System components and a Construction Surface Water Management Plan (CSWMP).		

Consultee	Date consulted	Date reply received
Suffolk County - Highways Department	2 October 2019	9 January 2020
Summary of comments: No objection subject to conditions		

### Non statutory consultees

Consultee	Date consulted	Date reply received
WDC Environmental Health - Contaminated Land	1 November 2018	3 December 2018
Summary of comments: Objection failure to address issues in acoustic report.		

Consultee	Date consulted	Date reply received
Environmental Protection (Internal)	N/A	22 November 2019
Summary of comments: No objection - The proposal of a 2.5 m acoustic fence on the boundary with the leisure centre is acceptable and in accordance with the specification in AJA's Noise report. Noise impacts of the proposed industrial uses to the west (currently with Outline PP) can be deferred until detailed stage of that development.		

Consultee	Date consulted	Date reply received
Waveney Norse - Property and Facilities	1 November 2018	No response

Summary of comments:  
No comments received.

Consultee	Date consulted	Date reply received
Suffolk Wildlife Trust	1 November 2018	13 November 2018

Summary of comments:  
Objection due to lack of ecologically sensitive lighting strategy and landscape Management Plan.

Consultee	Date consulted	Date reply received
Planning Policy (Internal)	1 November 2018	14 November 2018

Summary of comments:  
Comments incorporated into main report.

Consultee	Date consulted	Date reply received
Design and Conservation (Internal)	1 November 2018	No response

Summary of comments:  
No comments received.

Consultee	Date consulted	Date reply received
Mr Nick Newton	1 November 2018	2 April 2019

Summary of comments:  
Internal - Comments incorporated into report.

Consultee	Date consulted	Date reply received
Economic Regeneration (Internal)	1 November 2018	No response

Summary of comments:  
No comments received.

Consultee	Date consulted	Date reply received
County Planning Officer	1 November 2018	No response

Summary of comments:  
No comments received.

Consultee	Date consulted	Date reply received
Suffolk County Council Travel Planner	1 November 2018	19 November 2018
Summary of comments: No comment - Implementation of travel plan was not secured at outline stage.		

Consultee	Date consulted	Date reply received
Building for Life	1 November 2018	No response
Summary of comments: No comments received.		

Consultee	Date consulted	Date reply received
Suffolk County Council Section 106 Officer	7 November 2018	7 November 2018
Summary of comments: Informing that CIL bids will be made with relation to Education, libraries and waste.		

Consultee	Date consulted	Date reply received
Police - Alan Keely Crime Reduction Beccles Police Station	2 November 2018	6 November 2018
Summary of comments: No objection received advice given providing some suggestions which may further reduce the opportunity for crime to occur. Advised to consider secured by design status.		

Consultee	Date consulted	Date reply received
Police - Alan Keely Crime Reduction Beccles Police Station	2 October 2019	No response
Summary of comments: No comments received.		

Consultee	Date consulted	Date reply received
Landscape Team (Internal)	2 October 2019	5 November 2019
Summary of comments: Internal - Comments included within report.		

## 5. Publicity

The application has been the subject of the following press advertisement:

<b>Category</b>	<b>Published</b>	<b>Expiry</b>	<b>Publication</b>
Public Right of Way Affected	9 November 2018	30 November 2018	Beccles and Bungay Journal

<b>Category</b>	<b>Published</b>	<b>Expiry</b>	<b>Publication</b>
Public Right of Way Affected	9 November 2018	30 November 2018	Lowestoft Journal

## 6. Site notices

General Site Notice	Reason for site notice: In the Vicinity of Public Right of Way Major Application Date posted: 6 November 2018 Expiry date: 27 November 2018
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## 7. Planning policy

7.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that where in making any determination under the planning Acts, if regard is to be had to the development plan, then determination shall be made in accordance with the plan unless material considerations indicate otherwise.

7.2. National Planning Policy Framework (NPPF) (2019)

7.3. National Planning Policy Guidance (NPPG)

7.4. The East Suffolk Council - Waveney Local Plan was adopted on 20 March 2019 and the following policies are considered relevant:

- WLP8.1 – “Housing Mix “
- WLP8.21 – “Sustainable Transport”
- WLP8.24 – “Flood Risk”
- WLP8.28 – “Sustainable Construction”
- WLP8.29 – “Design”
- WLP8.30 – “Design of Open Spaces”
- WLP8.31 – “Lifetime Design”
- WLP8.32 – “Housing Density and Design”
- WLP8.34 – “Biodiversity and Geodiversity“
- WLP8.35 – “Landscape Character”

## 8. Planning considerations

### Background/Planning History

8.1. Outline Planning permission was granted in March 2016 Ref: DC/14/4193/OUT for the development of:

*"Outline Application with all matters reserved apart from access for up to 150 new dwellings (including affordable housing), associated infrastructure, open space and up to 3ha of employment land (comprising uses within use class B1 (including starter units) and use class B2)"*

- 8.2. Attached to this outline planning permission is a section 106 agreement which has various trigger points in order to deliver essential infrastructure; such as the provision of the site access for the adjacent employment site; provision of affordable housing and access to and construction of the B1 units up to footings level.
- 8.3. With all matters being reserved at outline stage and no design parameters in place officers have had to carry out extended discussion with the applicant and their agent to develop an acceptable scheme that can be presented favourably to members.
- 8.4. This site forms part of a wider allocation covered by Policy WLP5.2 within the Waveney Local Plan area of East Suffolk Council, which was adopted in March 2019. This allocation seeks to provide approximately 400 dwellings, 3 hectares of employment land, a pre-school setting and open space over an area of 21 hectares.
- 8.5. The outline permission was granted on 4<sup>th</sup> March 2016 and required, by condition, that:
  - a) *Application for approval of any reserved matters must be made within three years of the date of this outline permission and then*
  - b) *The development hereby permitted must be begun within either three years from the date of this outline permission or within two years from the final approval of the reserved matters, whichever is the later date.*
- 8.6. The reserved matters application was submitted in accordance with the time limit, and provides an opportunity to bring forward development on this site, in accordance with the outline permission. Should this reserved matters application be refused then the outline permission would expire.

#### Principle of Development

- 8.7. The principle of development of this site was approved within the outline application. Although some aspects of principle are referred to within some of the representations made with respect to this application, many of the policy requirements of Policy WLP5.2 - "Land West of St Johns Road, Bungay" cannot be considered within this application as this policy was adopted within the new local plan which after the grant of this earlier planning permission which is currently extant.
- 8.8. Design quality is given significant weight within the planning process, the main matters under consideration all relate to the design quality of the proposal. Section 12 of the NPPF states that:

*"the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable*

*development, creates better places in which to live and work and helps make development acceptable to communities"*

- 8.9. Policy WLP8.29 - "Design" of the local plan requires that development proposals will be expected to demonstrate high quality design which reflects local distinctiveness. Building for life 12 and the National Design Guide provide additional guidance in order to achieve well designed places.

#### Access

- 8.10. This was partly considered within the outline application as this permission covered the wider employment area also. Within the S106 agreement a specification for the employment land access was agreed which must be provided prior to the occupation of the 112th dwelling.
- 8.11. The access to the residential part of the site is already in place as it currently serves the existing swimming pool.
- 8.12. As vehicular access is in place, the access aspect of this application relates to the provision of infrastructure to encourage people to travel using non-car modes, as required by Policy WLP8.21 – "Sustainable Transport" and the NPPF objectives, and the suitability of the road layout to serve the wider allocation.
- 8.13. This application proposes to extend the existing footway/cycleway from St. Johns Road enabling people to access this site on foot and by cycle. North-westerly connections are also made into the existing residential development to the North along Ethel Mann Road and Thomas Bardwell Drive creating access through to Bungay High school for occupants of the development, and to the swimming pool from Kings Road as required by BU20 of the Waveney Cycle Strategy (Adopted July 2016). These routes also allow onward progression into the remaining area of allocation policy WLP5.2 when this area of the site comes forward in the future.
- 8.14. Also, when allocation WLP5.1 comes forward to the East of St. Johns Road enhanced access could be achieved in a North Easterly direction in accordance with BU24 of the Waveney Cycle Strategy.
- 8.15. Access is also required through this development site to access the future additional houses to the South West which forms the remainder of allocation WLP5.2 and the limited amount of traffic to the B1 units proposed within this application.
- 8.16. Objections have been received from the owners of the land to the South West on a number of highway related issues. Their primary objection is that they consider that sufficiently detailed information has not been submitted with this application. In their view this results in uncertainty for the development of their land and that this proposal therefore prejudices the ability to develop their land. It is suggested that it is difficult to determine from the information received whether the highway layout proposed complies with the requirements of Suffolk County Council (SCC) in order that the road layout can be adopted and whether it will provide adequate access through to the remainder of the allocation.

- 8.17. Although road widths have not been provided on the layout plan the plans are drawn to scale and measure at a width of 5.5 metres which is what would be expected for a 'major access route'. Exact details are required by conditions on the outline permission.
- 8.18. The status of the road outside plots 30-36 has been queried, originally shown as a shared surface this is now a minor access route. It is not expected that the roads within this part of the development would be used as access to the wider employment site or for buses. A public bus service would not be expected to enter the site as there are bus stops at the entrance to this site on St. Johns Road; any requirement for buses to access the rear of the high school within allocation WLP5.2 would be expected to gain access through the employment site entrance, which would bypass this part of the allocation.
- 8.19. It is acknowledged that a masterplan would have been useful, but this cannot be insisted upon under allocation policy WLP5.2, as this is only required for full or outline applications (whereas this is a reserved matters application on an extant outline permission).
- 8.20. It has been confirmed by SCC Highways Authority that they have no objection to the application on highway grounds and that they have properly considered the points raised by the adjacent landowner.
- 8.21. The proposed access arrangements are considered to be acceptable in accordance with the sustainable transport objectives of policy WLP8.21.

#### Layout, Scale and Appearance

- 8.22. Significant discussion has taken place between the LPA and the applicant with input from officers within the Major Projects and Design and Conservation teams. It is considered that the revised layout and appearance of the development is acceptable, and the properties are of an appropriate scale for the location.
- 8.23. The layout would provide a mixture of single and two storey properties varying in size from 1-bedroom flats to 4-bedroom detached dwellings; 35% of the properties on the site will be 1 and 2-bedroom properties as required by Policy WLP8.1 - "Housing Mix". The level of development has already been determined within the outline permission which equates to a level of approximately 25 dwellings per Hectare (DPH), which is broadly in line with the minimum 30 DPH stated within Policy WLP8.32 - "Housing Density and Design"
- 8.24. Development along the frontage with St. Johns Road is an important aspect of the site. The properties in this area will step up from single storey scale on the North Western boundary where they meet the existing development on St. Johns Road and Ethel Mann Road to provide a curved line of well-designed two storey properties with a generous landscaped area to the front. This is considered to set the scene for the quality of the development within the rest of the site.
- 8.25. As previously stated, the existing access to the Waveney swimming pool is utilised to provide access into this residential site. The road layout is such that it creates a hierarchy to the street layout with a main access road through the site which will eventually lead through to the remainder of allocation WLP5.2. Along the main access route are two areas of public open space, one of which is primarily for amenity value and is a horseshoe shape with properties surrounding it, the second of which is larger in size and will serve as a Local

Equipped Area for Play (LEAP); again this area would be situated with properties fronting onto it. These areas are considered to provide a sense of place and legibility to the layout. A third area of open space is in the area where the site joins Ethel Mann Road which will also address the existing properties in this location. A smaller play space provision is proposed for this location, this and the larger open space also provide access through them as a shared cycle/footway passes through these areas.

- 8.26. At strategic points within the layout prominent 'landmark' buildings are situated which will be of a slightly higher design quality with differing materials; those of which are situated on corner aspects are designed to have a frontage to both roads.
- 8.27. A good variety of materials are proposed comprising red brick (blend and multi), buff brick and the odd rendered property. Roofing materials comprise a mix of red and black clay pantiles with some properties with slate tiles. These are all vernacular materials that can be found within the market town of Bungay and throughout Suffolk. Features such as bay windows and chimney details have been introduced to some buildings to provide additional interest to the appearance of prominent properties adding a sense of local distinctiveness. Appropriate materials are proposed for means of enclosure such as metal railings and brick walls to prominent locations with wooden knee rails to open spaces and timber fences to divide garden areas.

#### Open Spaces

- 8.28. The Waveney Green infrastructure Strategy (2015) highlights that provision of open space for general use in Bungay is relatively poor with only the North and South West of the town having reasonable coverage. Overall, as highlighted in the Open Space Needs Assessment (2015), access to parks and gardens, amenity green space, and equipped play space in Bungay is limited with lesser access than the District Average.
- 8.29. Therefore, provision of suitably designed open space is an important aspect of this scheme. Policy WLP8.30 - "Design of Open Spaces" sets out the design considerations that are required to be met.
- 8.30. The areas of open space have been located so that they are integral to the development and provide good connectivity with footpaths and cycleways. They would be well overlooked from surrounding residential properties creating safe and attractive areas. They demonstrate a clear function supporting informal play areas accessible to people of all ages and abilities and are therefore considered to comply with the requirements of Policy WLP8.30.

#### Landscaping

- 8.31. A landscaping plan has been provided which provides an acceptable level of detail to gain an understanding of the proposals. This provides details and specification of the planting proposed and also considers the biodiversity benefits that suitable landscaping can offer.
- 8.32. Details of landscape management arrangements will be required by condition to ensure that the landscaped areas are maintained in the future. This will include features such as the acoustic barrier which is within an area of open space on the boundary with the swimming pool. Details of the appearance of this feature and how it will be screened are

elements of the proposal which can be provided within the requirements of condition 18 of the outline permission.

### Ecology

- 8.33. Policy WLP8.34 - Biodiversity and Geodiversity states that "development will be supported where it can be demonstrated that it maintains, restores or enhances the existing green infrastructure network and positively contributes towards biodiversity through the creation of new green infrastructure and improvement to linkages between habitats"
- 8.34. Within the outline application a Preliminary Ecology Assessment was carried out. This did not recommend any further surveys but within the discussion section it recommended that enhancements are included within the project design. The objective being to maximise the value of the completed development for wildlife and to maintain and enhance landscape connectivity. Some such actions are achieved by the significant retention of the hedges on the land of which qualify as a Biodiversity Action Plan priority habitat, equivalent to a habitat of principal importance. A number of the other enhancement measures were suggested, some of which have been incorporated into the scheme with the inclusion of wildflower lawn mix, bird boxes and bat boxes throughout the development.
- 8.35. The ecology report also recommends the inclusion of hedgehog friendly garden boundaries (through the provision of holes in the bases of fences) as part of the scheme. Whilst it is noted that the provision of these is referenced in the text on the soft landscaping drawings it would be clearer if the proposed locations of such holes were marked on plans. Further details of this and the inclusion of additional swift boxes across the development are to be required by condition.
- 8.36. Other enhancement recommendation such as the restoration of the pond on the Western edge and the provision of wildlife ponds and other wildlife rich habitats which were shown indicatively on the outline proposal unfortunately have not been forthcoming within this application. Albeit that the attenuation basin associated with drainage strategy is off site, this will offer biodiversity benefit through the provision of permanent open water and marginal vegetation in the location proposed.
- 8.37. Overall the ecological connectivity through the proposed development could be better with the proposed greenspaces in the north and south of the site relatively isolated both from each other and from the retained habitat features around the site boundaries. This is one of the drawbacks of not being able to secure street trees within the layout which would have helped provide wildlife corridors within the development which the outline proposal indicatively showed.
- 8.38. In terms of criteria 6 of building for life 12 "Working with the site and its context" this is an area of the scheme where ecological connectivity could have been improved. However, in the context of Policy WLP8.34 it is considered that it does maintain the existing green infrastructure network and retains Biodiversity Action Plan habitats with the retention of existing hedgerows and the attenuation basin which will have biodiversity benefits.

### Car Parking

- 8.39. The level of car parking proposed is in accordance with SCC minimum standards for residential development and maximum standards for the small provision of B1 units on the

site. This has been an area of lengthy discussion with the applicant as it is an area of the scheme that does not perform as well against the building for life criteria (Criteria 10 "Car-Parking"). Ideally a greater mix of parking solutions would have been provided to allow convenient parking for occupiers which has less impact on the streetscene.

- 8.40. There are instances within this layout where tandem spaces are evident where perhaps some well-designed on-street provision would have been better. This could have incorporated street tree planting to enhance the appearance of the development, however this was problematic due to issues relating to maintenance concerns from the Highways Authority. In the end street trees were not able to be included within the development.
- 8.41. Instances where tandem spaces were situated in front of garages (where the garage space counts as a parking space) have been amended as a key improvement.

### Drainage

- 8.42. A fundamental objection to this proposal from the Town Council was the lack of drainage proposals. This application includes the 'option 1' drainage basin in the position shown within the outline application. As has been detailed in the accompanying application Ref DC/18/5082/FUL a second drainage basin has also been proposed and considered to be acceptable (option 2).
- 8.43. The purpose of the Addendum Report submitted with this application is to confirm the detailed drainage proposals for the residential development in accordance with the information stated in Condition 9 of the outline planning permission.
- 8.44. The drainage strategy has been produced to demonstrate that a sustainable drainage system can be provided for the residential site. The proposals are shown on the detailed drainage proposals within Appendix I of the drainage strategy.
- 8.45. This, together with the on-site infiltration methods described within the drainage strategy, have been scrutinised by the local lead flood Authority (SCC) and found to be acceptable and would comply with the requirements of Policy WLP8.24 - "Flood Risk".

### Sustainable Construction

- 8.46. Policy WLP8.28 "Sustainable Construction" of the Local Plan requires that proposals for major residential development of 10 or more houses and commercial development schemes of 1,000sqm or more of floorspace should demonstrate through the submission of a sustainability statement that, where practical, they have been incorporated. This should include matters such as:
- Improved efficiency of heating, cooling, and lighting of buildings by maximising daylight and passive solar gain through the orientation and design of buildings.
  - Sustainable water management measures such as the use of sustainable drainage systems, green roofs and/or rainwater harvesting systems.
  - Locally sourced and recycled materials.
  - Renewable and low carbon energy generation into the design of new developments. Larger schemes should explore the scope for District heating.

- Minimising construction waste, including designing out waste during the design stage, selecting sustainable and efficient building materials and reusing materials where possible.
- Accessible and unobtrusive sustainable waste management facilities such as adequate provision of refuse, recycling and composting bin storage.
- A show home demonstrating environmentally sustainable options which can be purchased and installed in homes bought off-plan.

8.47. Whilst there is consideration of some of these matters within Section 7 of the Design and Access Statement, this is limited to increased insulation levels, low energy light fittings, reduced water consumption through dual flush cisterns, water saving taps and flow regulating access valves, water butts and grey water recycling. Renewable energy systems are discussed within the D&A but there is no firm commitment such installations

8.48. As this policy was not in place at the time that outline planning permission was granted it is not considered reasonable to impose a condition that requires a sustainable construction statement at this stage.

#### Lifetime Design

8.49. Policy WLP8.31 - Lifetime Design requires that where appropriate proposals for development should demonstrate that the design supports the needs of older people and those with dementia.

8.50. All new housing developments on sites of 10 or more dwellings must make provision for 40% of all dwellings to meet Requirement M4(2) of Part M of the Building Regulations for accessible and adaptable dwellings. Dwellings that meet Requirement M4(3) of Part M of the Building Regulations will be supported and can count towards the requirement above.

8.51. As this policy was not in place at the time that outline planning permission was granted it is not considered reasonable to impose a condition requiring this at this stage. Nineteen of the properties on the site are bungalows which will go some way to providing properties suitable for the elderly and less physically able.

## **9. Conclusion**

9.1. After lengthy negotiations between the LPA and the applicant it is considered that the significant amendments made to the proposals have addressed the concerns raised by officers in terms of the general layout and design of this residential scheme.

9.2. Officers consider that the design of the proposal is acceptable in accordance with the NPPF and policy WLP8.29. The proposal provides a legible layout around key open spaces that are functional and well overlooked. The design of the dwellings themselves relate well to vernacular buildings that can be found within Bungay and the proposal places bespoke properties in key locations on the site. The proposal offers good connectivity between the site and existing residential areas for pedestrians and cyclists in the form of shared use paths through the development site.

9.3. A detailed drainage strategy has been provided which demonstrates a robust approach to surface water drainage of the site which was a primary matter raised within the Town

Council's objection to this proposal. The proposed surface water storage basin together with the on-site infiltration methods described within the drainage strategy are acceptable to the lead local flood authority (SCC) and comply with the requirements of the NPPF and Local Plan.

- 9.4. It is considered that the road layout, parking provision and footway/cycleways are designed to an acceptable standard that will enable adoption of the scheme as confirmed by Suffolk County Council as Highways Authority, which will allow development of land to the South West which forms part of this allocation.
- 9.5. Although it is acknowledged within this report that there are areas of the proposal and general layout of the site which could have been improved upon, subject to the requirements of the conditions suggested within this report and those outstanding on the outline approval, on balance the proposal is considered to represent a sustainable form of development and an acceptable detailed scheme pursuant to the outline permission. Officers recommend approval of the reserved matters application.

## **10. Recommendation**

- 10.1. That the reserved matters application be APPROVED subject to the following conditions:

1. The development hereby permitted shall be completed in all respects strictly in accordance with the listed plans and documents, for which permission is hereby granted or which are subsequently submitted to and approved by the Local Planning Authority and in compliance with any conditions imposed by the Local Planning Authority.

5201 Rev Q: Site layout plan - Received 08 January 2020

MP01 Rev G: Materials Plan - Received 19 November 2019

2365 -18A and 18B Rev 3: Soft landscaping proposals - Received 01 November 2019

Noise control measures and areas of the site requiring good acoustic design as highlighted in Adrian James Acoustic limited Noise Assessment - Technical Report Ref: 11826 Report 1 Rev A received on 06 November 2019

(Plans received on 29 October 2019)

PL222 Rev A: Plots 5 - 8 - 533 F Flat type

PL221 Rev A: 777H/646H terrace house type

PL206 Rev A - 1130 H House type

PL205 Rev A - Plot 143 - 1302H House Type

PL204 Rev A - 132H House type

PL201 Rev A - 1539 H House type

Perspectives S02 Rev A, S03 Rev A & S04 Rev A

(Plans received on 01 October 2019)

RS01 Rev A: Refuse Plan

PL202: House Type - 1241H - Gable

PL203: House Type - 1241H - Hipped

PL207: House Type - 1087H

PL208: House Type - 999H

PL209: House Type - 900B

PL210: House Type - 894B  
PL211: House Type - 953H Terrace  
PL212: House Type - 997H Semi  
PL213: House Type - 850H Terrace  
PL214: House Type - 850H Terrace  
PL215: House Type - 850H Semi  
PL216: House Type - 822B  
PL217: House Type - 710H  
PL218: House Type - 710H  
PL219: House Type - 710B  
PL220: House Type - 777/646H Semi  
PL223: House Type - 646H Terrace  
PL224: Business Unit  
PL225: House Type - 797H Terrace  
PL226: House Type - 797H Terrace  
PL227: House Type - 1122H  
G01: Garages  
G02: Garages  
G03: Garages

Reason: For the avoidance of doubt as to what has been considered and approved.

2. The strategy for the disposal of surface water and the Flood Risk Assessment (FRA) (dated December 2019, ref: 1353/JSH/FRAA-Option1/02-19 Rev A) shall be implemented as approved in writing by the local planning authority.

Reason: To ensure that the principles of sustainable drainage are incorporated into this proposal, to ensure that the proposed development can be adequately drained

3. The development shall not be occupied until details of the maintenance and management of the strategy for the disposal of surface water on the site have been submitted to and approved in writing by the local planning authority. The strategy shall be implemented and thereafter managed and maintained in accordance with the approved details.

Reason: To ensure clear arrangements are in place for ongoing operation and maintenance of the disposal of surface water drainage.

4. Prior to the 100th property being occupied, details of all Sustainable Drainage System components and piped networks will be submitted, in an approved form, to and approved in writing by the Local Planning Authority for inclusion on the Lead Local Flood Authority's Flood Risk Asset Register.

Reason: To ensure that the Sustainable Drainage System has been implemented as permitted and that all flood risk assets and their owners are recorded onto the LLFA's statutory flood risk asset register as per s21 of the Flood and Water Management Act 2010 in order to enable the proper management of flood risk with the county of Suffolk

<https://www.suffolk.gov.uk/roads-and-transport/flooding-and-drainage/flood-risk-asset-register/>

5. No development shall commence until details of a Construction Surface Water Management Plan (CSWMP) detailing how surface water and storm water will be managed on the site during construction (including demolition and site clearance operations) is submitted to and agreed in writing by the local planning authority. The CSWMP shall be implemented and thereafter managed and maintained in accordance with the approved plan for the duration of construction. The approved CSWMP and shall include:

a. Method statements, scaled and dimensioned plans and drawings detailing surface water management proposals to include: -

- i. Temporary drainage systems
- ii. Measures for managing pollution / water quality and protecting controlled waters and watercourses
- iii. Measures for managing any on or offsite flood risk associated with construction

Reason: To ensure the development does not cause increased flood risk, or pollution of watercourses or groundwater

6. The following pedestrian and cycle access and highway improvements shall be completed and made available for use in accordance with the relevant permitted drawings prior to occupation of the first dwelling:

Shared cycle way and footway connection from St. Johns Road into the site and the extension of the footway on the Northern side of swimming pool shown on drawing number. 7061-SL01 Revision Q

Reason: To ensure that the accesses and walking/cycling routes are designed and constructed to an appropriate specification and brought into use before the development is occupied in the interests of highway safety and sustainability.

7. Before the development hereby permitted is occupied full details of the electric vehicle charging points to be installed in the development shall have been submitted to the Local Planning Authority and approved in writing.

Reason: To ensure that the development makes adequate provision for electric vehicle charging points to encourage the use of electric vehicles in accordance with the Suffolk Guidance for Parking and paragraph 110 of the National Planning Policy Framework.

8. No part of the development shall be commenced until details of the proposed shared use cycle track (with regard to where it passes through private driveways and crosses or enters roads) have been submitted to and approved in writing by the Local Planning Authority. The approved layout shall be laid out and constructed in its entirety prior to occupation of the dwellings that the cycle track serves.

Reason: To ensure that the cycle track is designed and constructed to an appropriate specification and made available for use at an appropriate time in the interests of highway safety.

9. Details in respect of the following shall be submitted to and approved in writing by the Council as Local Planning Authority before the work is begun. The work shall be carried out in accordance with such approved details:

- Acoustic barrier
- Boundary details of the railings, fences and brick walling (e.g. appearance, brick type and bond)
- Make and manufacturers details of mock slate tile
- Full details of hard surfacing throughout the site

Reason: In the interest of the visual appearance of the development

10. Prior to the occupation of any part of the development or in accordance with a programme agreed with the Local Planning Authority a detailed landscape maintenance and management plan covering the management of the open spaces/play equipment and the acoustic barrier which forms part of one of the open spaces on the boundary of the swimming pool building shall be submitted to and approved in writing by the Local Planning Authority. The landscape maintenance and management plan shall be implemented in full accordance with the agreed details.

Reason: To ensure the provision of effective amenity enhancement afforded by appropriate landscape design.

11. A landscape and ecological management plan (LEMP) shall be submitted to, and be approved in writing by, the local planning authority prior to the commencement of the development. The content of the LEMP shall include the following.

- a) Description and evaluation of features to be managed.
- b) Ecological trends and constraints on site that might influence management.
- c) Aims and objectives of management.
- d) Appropriate management options for achieving aims and objectives.
- e) Prescriptions for management actions.
- f) Preparation of a work schedule (including an annual work plan capable of being rolled forward over a five-year period).
- g) Details of the body or organisation responsible for implementation of the plan.
- h) Ongoing monitoring and remedial measures.

The LEMP shall also include details of the legal and funding mechanism(s) by which the long-term implementation of the plan will be secured by the developer with the management body(ies) responsible for its delivery. The plan shall also set out (where the results from monitoring show that conservation aims and objectives of the LEMP are not being met) how contingencies and/or remedial action will be identified, agreed and implemented so that the development still delivers the fully functioning biodiversity objectives of the originally approved scheme. The approved plan will be implemented in accordance with the approved details.

Reason: To ensure that the long-term ecological value of the site is maintained and enhanced.

12. No development shall take place until an Ecological Enhancement Strategy, addressing how ecological enhancements will be achieved on site, has been submitted to and approved in writing by the local planning authority.

Reason: To ensure that the development delivers ecological enhancements

### **Informatives:**

1. East Suffolk Council is a Community Infrastructure Levy (CIL) Charging Authority.

The proposed development referred to in this planning permission may be chargeable development liable to pay Community Infrastructure Levy (CIL) under Part 11 of the Planning Act 2008 and the CIL Regulations 2010 (as amended).

If your development is for the erection of a new building, annex or extension or the change of use of a building over 100sqm in internal area or the creation of a new dwelling, holiday let of any size or convenience retail, your development may be liable to pay CIL and you must submit a CIL Form 2 (Assumption of Liability) and CIL Form 1 (CIL Questions) form as soon as possible to [CIL@eastsuffolk.gov.uk](mailto:CIL@eastsuffolk.gov.uk)

A CIL commencement Notice (CIL Form 6) must be submitted at least 24 hours prior to the commencement date. The consequences of not submitting CIL Forms can result in the loss of payment by instalments, surcharges and other CIL enforcement action.

CIL forms can be downloaded direct from the planning portal:

[https://www.planningportal.co.uk/info/200136/policy\\_and\\_legislation/70/community\\_infrastructure\\_levy/5](https://www.planningportal.co.uk/info/200136/policy_and_legislation/70/community_infrastructure_levy/5)

Guidance is viewable at: <https://www.gov.uk/guidance/community-infrastructure-levy>

2. The applicant is advised that the proposed development may require the naming of new street(s) and numbering of properties/businesses within those streets and/or the numbering of new properties/businesses within an existing street. This is only required with the creation of a new dwelling or business premises. For details of the address charges please see our website [www.eastsuffolk.gov.uk/planning/street-naming-and-numbering](http://www.eastsuffolk.gov.uk/planning/street-naming-and-numbering) or email [llpg@eastsuffolk.gov.uk](mailto:llpg@eastsuffolk.gov.uk)
3. The Local Planning Authority has assessed the proposal against all material considerations including planning policies and any comments that may have been received. The planning application has been approved in accordance with the objectives of the National Planning Policy Framework and local plan to promote the delivery of sustainable development and to approach decision taking in a positive way.
4. The applicant should note that there are several conditions on the outline permission ref DC/14/4193/OUT, which are required to be discharged either prior to the development

commencing or before those matters are carried out (as specified on each condition). These include the following:

Conditions 4 -7: Contaminated land

Condition 11: Air quality

Condition 12 - 13: Archaeology

Condition 14: External lighting

Condition 18: Landscaping

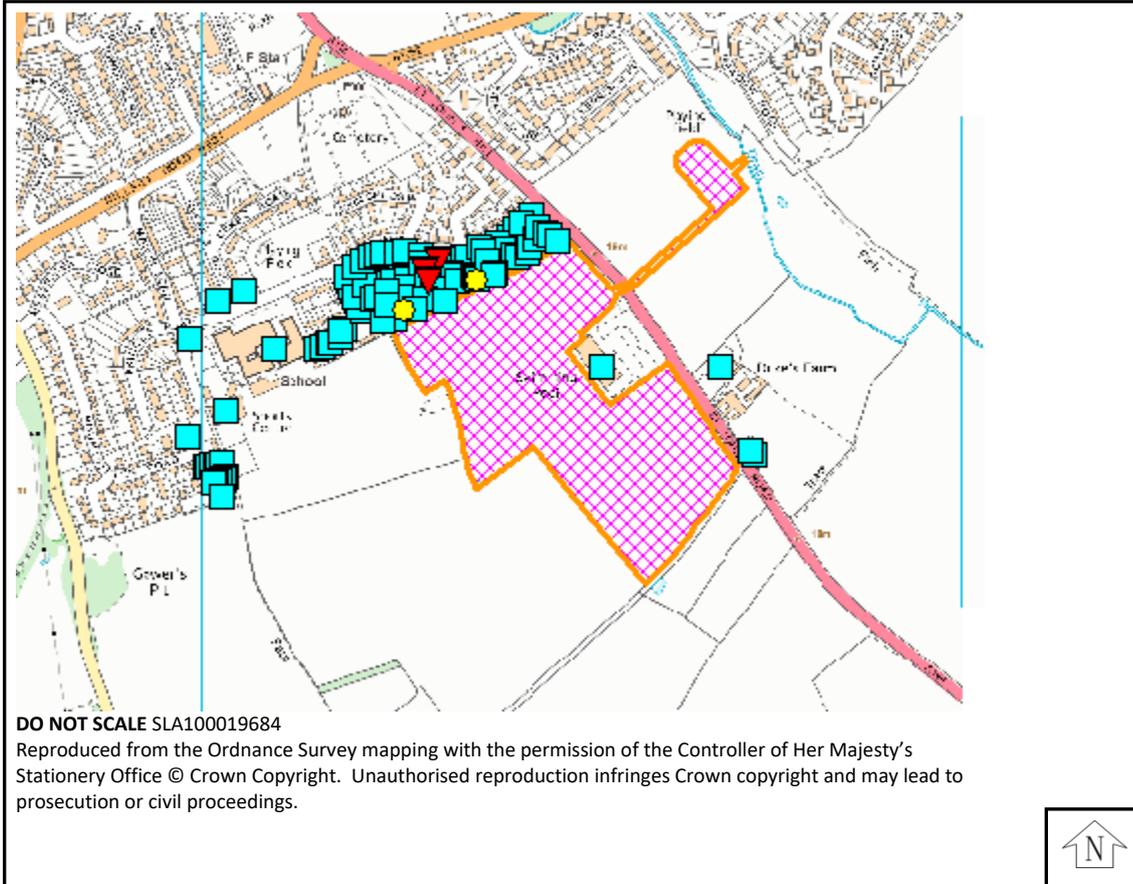
Condition 22: Details of estate roads and footpaths

Condition 25: Details of areas for cycle storage

### **Background information**

See application reference DC/18/4429/ARM at <https://publicaccess.eastsuffolk.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=PH5QJOQXMEK00>

# Map



## Key

-  Notified, no comments received
-  Objection
-  Representation
-  Support