

LOCATION

Land North And East Of  
Hill Farm Road  
Halesworth  
Suffolk

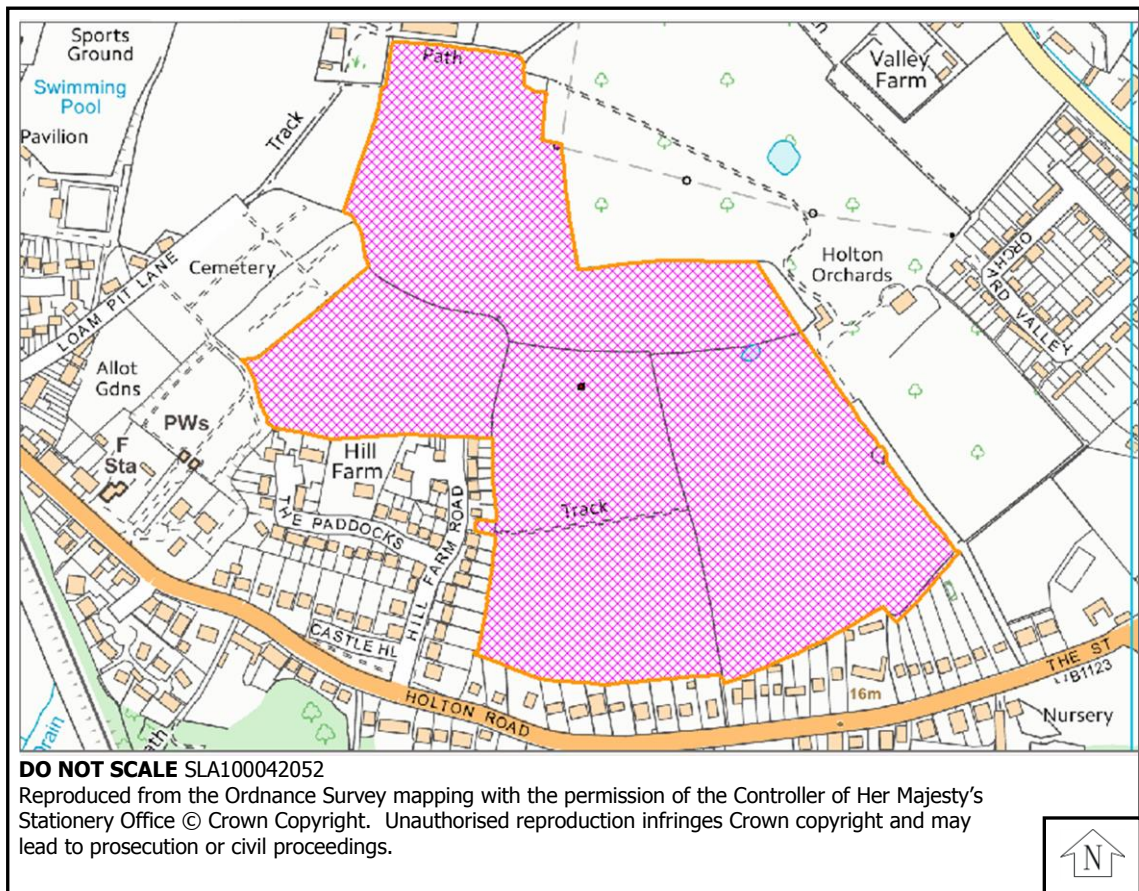
EXPIRY DATE 25 June 2018

APPLICATION TYPE Approval of Reserved Matters

APPLICANT Hopkins Homes Limited

PARISH Halesworth

PROPOSAL Approval of Reserved Matters of DC/16/5410/OUT - Outline Application (with all matters other than means of access reserved) for residential development of up to 160 dwellings with the provision of a new meadow, additional site wide open space and landscaping, land to enable an extension to the existing cemetery and vehicular accesses off Hill Farm Road - Submission of details of appearance, landscaping, layout and scale of 158 dwellings previously permitted under Outline Planning Permission DC/16/5410/OUT



## **1 SUMMARY**

- 1.1 This is a reserved matters application for residential development on land to the north and east of Hill Farm Road. The site falls within the Strategic Gap between Halesworth and Holton, but the outline application transferred the remaining area of the Strategic Gap into public ownership. The applications are reported to planning committee as a major planning application although the principle of development is established via the previous grant of outline planning permission.

## **2 SITE DESCRIPTION**

- 2.1 Hill Farm Road runs north from Holton Road serving a small housing estate. The applications site lies to the north and east of the existing housing area. The southern boundary is formed by the rear gardens of frontage properties on Holton Road. The eastern boundary is marked by an access track to Holton Orchards, and further north by agricultural land. The northern boundary adjoins Town Farm (the farmhouse is listed grade 2). The western boundary is formed by dwellings on Hill Farm Road and The Paddocks, then the cemetery and finally a track to Town Farm.
- 2.2 Hill House Farm, within the estate, is grade 2 listed.
- 2.3 The bulk of the applications site was agricultural land.
- 2.4 The total site area is approximately 16.5 hectares, although not all of this is proposed to be developed.
- 2.5 The total area of the Strategic Gap is 47.7 hectares

## **3 PROPOSAL**

- This application is reserved matters for DC/16/5410/OUT which has established the principle of development for 158 dwellings, including 55 social rented dwellings
  - Provision for an extension to the cemetery.
  - The remainder of the site is to be public open space.
- 3.1 There are two existing access points from Hill Farm Road, one between 18 and 20 Hill Farm Road where there is an existing road stub and one at the northern end of Hill Farm Road, between 32 Hill Farm Road and 2 Bensleys Drift. Both are shown as being used. Footpaths shown both within the open space and joining existing footpaths at the northern end of the site close to Town Farm and in the south east corner at the access to Orchards Farm are not exactly as per the indicative plan at outline stage, but the routes are preserved.
- 3.2 There is a substantial Sustainable Drainage feature close to the Holton Road, south site boundary. Roadside swales are proposed to feed into this feature.

- 4. CONSULTATIONS/COMMENTS** (all comments are summarised except for Town Council which is in full. The other responses are in full on [www.eastsuffolk.gov.uk](http://www.eastsuffolk.gov.uk))

#### **4.1 Neighbour consultation/representations**

Comment from 12 Hill Farm Road: It is a shame that the application has changed from the outline planning as originally there was a footpath marked between the existing properties and the new ones.

#### **4.2 Parish/Town Council Comments**

The Chair advised the members of public and the Council that the application to be considered was only for appearance, landscaping, layout and scale. The Council had previously recommended refusal of the original application DC/16/5410/OUT however WDC had since approved it. The Chair explained that the Town Council only had an advisory capacity and whilst it could attempt to influence it did not have any powers to stop the development.

The Chair opened the meeting to hear from local residents.

A resident had concerns with access and asked whether it was possible to have either a temporary site access to avoid the problems with construction traffic or a new permanent access to the site. Another resident had concerns with the drainage and potential flood risk which the developers had not addressed. It was also pointed out by the resident that the Council should not approve landscaping until the details of the surface water drainage had been received.

Cllr Greenberg had noted that Suffolk County Council, Flood and Water Management had recommended a holding objection because the developer had provided insufficient information.

There was still a range of issues still to be addressed and although it was accepted that the application was not for approval of drainage matters, the Council and residents felt that this vital issue should be dealt with before approval of the appearance of housing and landscapes.

Cllr Greenberg had reviewed the housing mix and styles and presented his appraisal to the Council, he had concerns over the mix of houses, with regard to the number and sizes of the four, three and one bed properties, he also drew attention to a possible discrimination by style and design, which he explained meant that it was immediately obvious which houses were affordable from the style, positioning and size. Furthermore, whilst there were a wide range of designs he was disappointed in some of the designs of the affordable housing. The Chair raised concerns over the management and responsibility of the open areas and recommended that this should be raised with WDC and the developers to determine a clear understanding of who is responsible for each area.

It was also noted by the Chair that there was an average of two parking spaces per dwelling and these were all placed at the front of the houses. There was no provision for visitor parking on the site at all and this would inevitably mean cars would be parked in the street and / or pavements.

After consideration and debate it was then RESOLVED that the Council recommended refusal for the following reasons:

1. Layout and Scale: Too many four bedroom open market houses, too few three bedroom affordable houses far too many one bedroom affordable units and the sizes

of the latter were considered too small.

2. Appearance: Unimaginative style and the method of separation of the affordable housing.

3. Layout: Inadequate consideration given to positioning of parking spaces and the lack of visitor parking provision on the site.

4. Open spaces: This was not an objection but a request that the Council receives unambiguous information on the management and responsibilities of all the open spaces on the site.

In addition the Council and residents had other concerns which had already been noted against the original application but had not been resolved, both the council and residents consider these matters should be addressed before any further applications for reserved matters are considered:

5. Flood prevention and surface water drainage: The developers need to provide and demonstrate a detailed and effective solution and also to provide sufficient information to the satisfaction of Suffolk County Council's Flood and Water Management.

6. Access: Referring to the Town Council's previous comments contained in HTC Planning Committee's minutes of the 11th January, 2017 (attached) the Council has received no response, acknowledgement or answers to these questions raised and has therefore not changed its original resolution that the application is refused.

#### **4.3 SCC Spatial Planning and Sub Regional Partnerships Manager**

This planning permission has a S106A dated 27th February 2018 which contains planning obligations in favour of the County Council. The reserved matters application will need to be linked with the existing S106A. I have no further comments to make on this reserved matters application.

#### **4.4 WDC Head of Environmental Health - Contaminated Land (précised)**

Object to determining the layout at this time because the nature of the filled pit needs to be established (and to a lesser extent whether or not the adjacent farm has had an impact on plots adjacent to the western boundary) before the applicant can claim to have adequately characterised the site and proved that it is, or can be made, suitable for the proposed development. Without this determining the whether the layout can be delivered in not possible. What was the pit filled with? Is this material geo-technically and chemically suitable for the proposed development? Is the material producing ground gas?

#### **4.5 Essex And Suffolk Water PLC**

No objection to this development subject to compliance with our requirements, consent is given to the development on the condition that a water connection is made onto our Company network for the new dwelling for revenue purposes.

#### **4.6 Suffolk County Council - Highways Department**

No objection subject to conditions as detailed in the report.

It is unfortunate that the original plans were inaccurate and subsequently a footway on both sides of the southern access road now cannot be provided for a short length. However, it would be unreasonable for the Highway Authority to object to the proposal purely on this basis and the compromise of a single footway and crossing point is an acceptable compromise.

An agreed method of drainage that is suitable for adoption by the Highway Authority has yet to be agreed. Subsequently, approval of the proposal for planning purposes does not constitute approval for adoption of the roads, footways and associated drainage by the Highway Authority.

The majority of the necessary highways related conditions for the proposal were included within the outline permission (DC/16/5410/OUT). Subsequently, the Highway Authority recommends that any permission which that Planning Authority may give should include the condition that the areas for storage of Refuse/Recycling bins as shown shall be provided.

#### **4.7 Police – Designing Out Crime Officer**

Consider the scheme to be a well-designed layout having a good movement framework without too much permeability. Natural surveillance is generally good and there is clear definition of public, communal and private space. Most properties are orientated to provide active frontages and boundaries to the side and rear of properties are well thought out. The majority of parking is in curtilage which is the preferred option of Secured by Design.

Front Boundaries: It isn't clear from the drawings what treatment is being provided to the front boundaries. These boundaries should be around 1 metre in height and permit views through or over them. Railings are often the best option.

Lighting: There are no details of the proposed lighting scheme. Good quality and consistent level of lighting is an effective crime deterrent and should be designed in accordance with BS 4589 to provide a consistent and uniform level of lighting. All elevations where there is an entrance door should have dusk to dawn lighting.

Fencing: Horizontal slatted fencing are shown in some locations but should be vertical slats to avoid climbing. For main side and rear fencing a trellis's deter climbing.

Planting: Certain types and species of shrubs, when mature, have formed barriers where natural surveillance is compromised and creates areas where intruders or assailants can hide and can also allow attacks on vehicles to take place with little or no chance of being seen. Planting next to footpaths should be kept low with a maintenance plan to prevent planting becoming overgrown and with taller varieties next to walls.

Locks to Gates: Gates to the side of the dwelling that provide access to rear gardens or yards must be robustly constructed, be the same height as the fence (minimum height

1.8m) and be capable of being locked (operable by key from both sides of the gate). Such gates must be located on or as near to the front of the building line as possible.

Public Areas: Most of the public spaces are fronted by dwellings with active frontages. Planted boundaries to the open space can prevent vehicular access and if limited in height can provide good natural surveillance. If children's play areas are proposed, these should be well secured, and signage should clearly indicate the intended use relating to a specific age group. Children's play areas should be located sufficiently close to nearby residential properties to ensure observation but at an appropriate distance to ensure no nuisance from noise.

#### **4.8 SCC Flooding Authority**

A holding objection was recommended based on the initial submission. Revised information was submitted on 17 July 2018 and further comments made by the officer on 24 July 2018 that: some of the swales are quite steep. Water will build up at the locations where accesses across the swale due to the silt that will be carried to this point before building up and preventing infiltration. Water will build up and flow back out onto the road before the extent of upstream storage is utilised. Swale calculations are required to demonstrate they can accommodate the impermeable area draining into them for the appropriate event. The surface water basin is deep so not compliant with national or local guidance and needs details regarding the safety of this surface water feature. The swale detail shows a depth of 500mm Type B material. It doesn't detail any topsoil or variation in material around the perforated pipe – is this correct?

Further revisions were sent on 8<sup>th</sup> August 2018 and further comment is awaited at the time of writing.

#### **4.9 Suffolk County Council Archaeological Unit**

No objection subject to discharge of conditions applied at outline stage.

#### **4.10 Suffolk Wildlife Trust:**

Following an email from Enda Coughlan received 3rd August 2018 with the updated Landscape and Ecology Management Plan, Suffolk wildlife Trust have no objection to the application.

#### **4.11 Anglian Water:**

Have confirmed in the context of the outline application that capacity both in the network and treatment work existed and was sufficient for this proposal.

#### **4.12 NHS Great Yarmouth And Waveney Clinical Commissioning Group**

No reply received

#### 4.13 Suffolk Fire And Rescue Service

Replied previously to ask for hydrant details and have not commented further as the applicant has been unable to furnish further details without further discussions with the water supply company

#### 5. PUBLICITY

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

Category	Published	Expiry	Publication
Major Application, Public Right of Way Affected,	06.04.2018	26.04.2018	Beccles and Bungay Journal
Major Application, Public Right of Way Affected,	06.04.2018	26.04.2018	Lowestoft Journal

#### 6. SITE NOTICES

The following site notices have been displayed:

General Site Notice	Reason for site notice: Major Application, In the Vicinity of Public Right of Way, Date posted 19.04.2018 Expiry date 09.05.2018
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#### 7. RELATED APPLICATIONS

Reference No	Proposal	Decision	Date
DC/16/5410/OUT	Outline Application (with all matters other than means of access reserved) for residential development of up to 160 dwellings with the provision of a new meadow, additional site wide open space and landscaping, land to enable an extension to the existing cemetery and vehicular accesses off Hill Farm Road	Application Permitted	07.03.2018

#### 8. PLANNING POLICY

CS02 High Quality and Sustainable Design (Adopted Core Strategy, January 2009)  
DM02 Design Principles (Adopted Development Management Policies, January 2011)  
DM05 Carbon Emissions and Carbon Compliance (Adopted Development Management Policies, January 2011)  
DM16 Housing Density (Adopted Development Management Policies, January 2011)  
DM17 Housing Type and Mix (Adopted Development Management Policies, January 2011)  
DM18 Affordable Housing (Adopted Development Management Policies, January 2011)  
DM25 Existing and Proposed Open Space (Adopted Development Management Policies, January 2011)  
National Planning Policy Framework (2018)  
Technical Guidance to the National Planning Policy Framework (March 2012)

#### 9. PLANNING CONSIDERATIONS

9.1 This is a reserved matters application where site access and principle of development are already determined; the Key Issues at reserved matters are therefore:

- overall design of development
- highway design
- sustainable drainage design
- Contaminated Land
- Open and Play Space
- Ecology
- Landscaping
- Conservation
- Archaeology

### Design of the Development

- 9.2 The affordable housing is distributed within site, in reasonably sized clusters that will aid management while diminishing the ghetto effect often associated with over concentrating these.
- 9.3 The Town Council have criticised the design of the affordable housing as being discernible in relation to the open market housing; however there are smaller open market types in semidetached and short terraced form within the open market element with simple overall shape and design, throughout the scheme, so this discernibility of affordable housing is not considered to occur. The smaller open spaces provide urban set piece features which aid “legibility” of layout and therefore ease of navigation around the site layout, as well as having excellent over-surveillance. The larger open space will initially be poorly surveilled, however future draft plan housing allocations are expected to improve this situation.
- 9.4 While the proposed affordable housing number and size was determined at outline stage the open market housing shown at that stage was indicative.
- Of the 103 Open Market Dwellings there are 36 x two-beds (35%), 48 x three-beds (47%), and 19 x four-beds (18%), with the percentages being of the open market total.
  - As previously confirmed by the section 106 agreement there are 55 Affordable Dwellings (All Rented):- 24 x one-beds (44%), 24 x two-beds (44%), 6 x three-beds (11%) and 1 x four-bed (2%)
- 9.5 The type and mix appears to contribute well to the aims of policy DM17 on type and mix and the Affordable Housing complies with the requirements of policy DM18 and the legal agreement concluded as part of the outline permission, which identified the number of affordable homes and their bedroom numbers, but did not define the open market housing at that stage.
- 9.6 Impact on existing neighbours is limited as a result of the use of bungalows around the west side of the southern part of the site. Along the south boundary of the northern part of the site there are two storey properties, those at the site entrance point off Hill Farm Road, follow the street shape and are gable end onto the existing properties.
- 9.7 Generally elsewhere on this boundary the rear gardens to the listed farmhouse and the play area and intervening planting to the site edge serve to remove any concerns of amenity loss as separation is good.



- 9.8 The relationship between 26 to 40 The Paddocks and plots 90 to 93 (affordable homes) proposed is closer but the relationship is mitigated by retained intervening mature trees.
- 9.9 The proposal is considered therefore to comply with policy DM02 of the Adopted Development Management policy

#### Highways and parking

- 9.10 The amended plans are satisfactory and enable the Highway Authority to recommend the additional condition asking for details of bin storage and presentation
- 9.11 The Town Council have raised concerns about parking, however it is noted that many of the properties exceed the parking standard with garages, carports created by archway and drive space. Overall therefore there is no parking shortfall and no objection from the County with regard to the minimum standards applied in the Adopted Suffolk Parking Guide.

#### Sustainable Drainage

- 9.12 The drainage features proposed also act to identify and define some of the routes and will on the north - south route create a sense of space, between the houses facing the street. While the drainage ditches near the highways are of a depth where no fencing measures are needed, the infiltration basin is deeper and will need some means of risk mitigation to be assessed by the developer and agreed by condition. While further detail was requested by the County Council as Lead Flood Authority in their role as Sustainable Drainage consultee, details have been provided and at the time of writing further feedback awaited from the County. Any such further information shall be reported via the Members Update Sheet.

#### Contaminated Land

- 9.13 Concern was expressed regarding the survey work undertaken in association with the outline application, this work however, exceeded that normally undertaken at that stage and conditions were applied to the outline that are effective in ensuring decontamination where any is found as a result of further pre-commencement investigation.
- 9.14 For this reason given the earlier conditional permission contamination cannot be re-examined here, as dealt with in the earlier permission by conditions accepted on a pre-commencement basis by the applicant.

#### Open and Play Space

- 9.15 Policy DM25 of the Development Management Policies DPD requires an appropriate level of open space is provided to serve the development. The Waveney Open Space Needs Assessment (2015) indicates that the site is not within the catchment area of an existing Local Equipped Area for Play (LEAP) and only partially within the catchment area of a Neighbourhood Equipped Area for Play (NEAP). The Section 106 for the outline application required provision of open space on the site to include a Neighbourhood Equipped Area

for Play in line with Fields in Trust standards. The open space shown within the retained green buffer to the north of the site will meet the standard.

- 9.16 The north western portion of the site is set aside for a cemetery extension. Two-storey terraced houses are proposed to border the cemetery extension. Given the mature planting to the south east side of the existing cemetery, long views that might leave this as a prominent urban edge do not occur. As the rear of the affordable housing will face the cemetery extension some concern was put forward that this space should enjoy some privacy for quiet contemplation. It is considered that this is not a classic planning amenity concern that can carry weight and that in due course when development of the cemetery is required, enhanced planting to this boundary area and the whole cemetery extension will occur as part of the general management of this area by the cemetery operator.

#### Ecology

- 9.17 Condition 19 of the outline permission asked for a detailed Landscape and Ecological Management Plan (LEMP) to be submitted with the first reserved matters application. This has been received and the wildlife trust has commented to say they are satisfied with the document.

#### Landscape

- 9.18 At outline stage of the application the impact of the development on the Blyth valley was stated as capable of being mitigated by a suitable planting screen to the south of the site. The proposed landscape planting and play space provision is considered satisfactory. There is concern expressed that some species of plants are unsuitable for the prevailing growing conditions in Suffolk. Specifically *Leucothoe walteri* Rainbow and *Pieris* species will need moist acidic growing conditions, neither of which is likely to be available on this site. *Hamamelis* species will also struggle, and *Magnolias* can be very susceptible to cold east winds in the Spring and this site cannot offer the degree of protection they will need. Further revisions to the LEMP received await feedback

#### Conservation

- 9.19 There are two listed buildings in proximity to the site. Town Farmhouse and Hill Farmhouse. The Local Planning Authority has considered the impact to both of these heritage assets and concluded that the impact on the setting of Town Farmhouse would be extremely limited, due to the retained green corridor.
- 9.20 The other site: Hill Farmhouse, is surrounded on three sides by the existing housing estate and has therefore largely lost any sense of connection to the fields and agricultural buildings that would have once provided context. This matter was to some extent evident at outline although precise layout details would have only been indicative at the time, so the question here is whether the detailed proposal creates further and greater impact on the setting of the listed building. The retention of the tree and hedge line with its trees protected by preservation orders, does mean that the north prospect of the farmhouse is enclosed so the impact of two storey buildings north of this feature is considered of little impact whereby minimal harms are outweighed by housing and affordable housing delivery in accordance with the test set by paragraph 196 of the 2018 NPPF.

### Designing out crime:

- 9.21 Some of the Designing out Crime Officers comments are able to be addressed by condition at a later date within the build and could reasonably be left to completion of building shell. It is noted that the overall proposed layout is not objected to. There was one objection from the public that some of the pedestrian links shown on the masterplan that accompanied the outline application are not now shown, these however would not have satisfied the concerns of good natural surveillance.

### Archaeology

- 9.22 Conditions 24 and 25 of the outline permission required details of a scheme of investigation to be agreed before commencement and results recorded and reported before occupation. These conditions remain effective. The consultee comment for this application reflects that position.

## **10. CONCLUSION**

- 10.1 This is a well designed proposal with a comprehensive sustainable drainage design and can be recommended for approval with conditions and with the outline conditions still effective where not otherwise discharged.

## **RECOMMENDATION**

1. The development hereby permitted shall be begun within a period of three years beginning with the date of this permission.

Reason: In accordance with Section 91 of the Town and Country Planning Act 1990 as amended.

2. The development hereby permitted shall not be brought into use until it has been completed in all respects strictly in accordance with:  
Site Location Plan 001 received 28.2.18, External Works Layout 002 B, Planning Layout 003 B, Whole site layout 004 B, Material Layout 005 B received 23.7.18, drawings 101 to 170 inclusive and 201 to 235 inclusive all received 28.2.18, garage drawings 301, 303 and 304 received 28.2.18 and garage drawings 302 revision A and 305 received 23.7.18 and substation, pumping station and external work details 401 to 403 all received 23.7.18

C/01 and C/02 Adoptable general arrangements revision D received 8.8.18; C/03 exceedance flow plan revision A, C/05 and C/06 Basin sections received 17.7.18; C/10 and C/11 Adoptable highway setting out, C/15 and C/16 Adoptable junction setting out received 22.3.18; C/20 to C/28 inclusive vertical section drawings received 16.3.18; C/100 and C/101 Adoptable highway construction revision C received 17.7.18; C/105 and C/106 Adoptable drainage construction received 16.3.18 and 22.3.18;

for which permission is hereby granted or which are subsequently submitted to and approved in writing by the Local Planning Authority and in compliance with any conditions imposed by the Local Planning Authority.

Reason: To secure a properly planned development.

3. The areas to be provided for storage of Refuse/Recycling bins as shown on drawing number HAL3 003 Rev A shall be provided in its entirety before the development is brought into use and shall be retained thereafter for no other purpose.

Reason: To ensure that refuse recycling bins are not stored on the highway causing obstruction and dangers for other users.

**BACKGROUND INFORMATION:**

See application ref: DC/18/1281/ARM at  
[www.eastsuffolk.gov.uk/public-access](http://www.eastsuffolk.gov.uk/public-access)

**CONTACT**

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