

DEVELOPMENT MANAGEMENT COMMITTEE – 14 AUGUST 2019

Application Number	3/19/0408/FUL
Proposal	Erection of 23 dwellings (9 affordable dwellings) including associated highway works, landscaping, utilities, drainage infrastructure and car parking
Location	Land at Stortford Road (R/O 12-18 Town Farm Crescent)
Parish	Standon
Ward	Thundridge and Standon

Date of Registration of Application	22 Feb 2019
Target Determination Date	22 August 2019
Reason for Committee Report	Major Application
Case Officer	David Snell

RECOMMENDATION

That planning permission be **GRANTED** subject to a legal agreement and the conditions set out at the end of this report.

1.0 Summary of Proposal and Main Issues

- 1.1 The application proposes the construction of 23 dwellings with associated highway works, landscaping, utilities, drainage, infrastructure and car parking.
- 1.2 The application submission follows from the decision to approval of an outline application reference 3/16/2311/OUT for a development of 15 dwellings in November 2018.
- 1.3 The main issues for consideration are
 - Principle;
 - The quality of the layout and design;
 - Housing mix, density and affordable housing provision;
 - Flood risk and sustainable drainage;

- Impact on the natural environment;
- Heritage impact;
- Infrastructure and planning obligations
- Overall sustainability

1.4 Members will need to consider the overall planning balance and whether the proposal will result in a sustainable form of development having regard to the above considerations.

2.0 Site Description

2.1 The site is located to the east of the village of Standen adjacent to the defined settlement boundary. To the west of the site is the residential development of Town Farm Crescent, to the north and east are open agricultural fields and to the south is the boundary with the A120 (Stortford Road). The southern boundary with the road features a number of mature landscape features and a field access into the site. There is also a layby which has been expanded along the highway where vehicles owned by householders who live opposite the site park on an informal basis.

2.2 Standon and Puckeridge is a designated Group 1 Village within the adopted District Plan 2018. The boundary of the Standon Conservation Area includes a strip of land within the site along the frontage on Stortford Road (A120).

3.0 Planning History

3.1 The following planning history is of relevance to this proposal:

Application Number	Proposal	Decision	Date
3/16/2311/OUT	Outline planning for the erection of 15 dwellings with all matters reserved except access	Approved	8.11.2018

4.0 Main Policy Issues

4.1 These relate to the relevant policies in the National Planning Policy Framework (NPPF), the adopted East Herts District Plan 2018 (DP), and the Standon and Puckeridge Neighbourhood Plan (NP). The Neighbourhood Plan has recently passed through referendum stage and it should therefore be attributed full weight.

Main Issue	NPPF	LP policy	DP policy	NP policy
Principle, including housing growth	Section 5		INT1 DPS1 DPS2 DPS3	SP1 SP7
Design and layout	Section 12		DES1, DES2, DES3, DES4, DES5, C1, CC2	SP13 SP14
Housing and affordable housing	Section 5		HOU1, HOU2, HOU3 HOU7	SP10 SP11 SP12
Highways and parking	Section 9		TRA1 TRA2 TRA3	SP17
Healthy and safe communities	Section 8		DES5 CFLR1 CFLR7 CFLR9 CFLR10	

Flood risk management, including climate change, water efficiency and quality	Section 14		WAT1 WAT2 WAT3 WAT4 WAT5 WAT6 CC1 CC2	SP2 SP21
Contamination and pollution			EQ1 EQ2 EQ3 EQ4	
Natural environment	Section 15		DES2 NE1 NE2 NE3 NE4	SP6
Heritage impact	Section 16		HA1 HA3	SP4
Infrastructure delivery and planning obligations	Section 2 Section 4		DEL1 DEL2	
Overall sustainability	Section 2		Chapter 1 INT1	

Other relevant issues are referred to in the 'Consideration of Relevant Issues' section below.

5.0 Summary of Consultee Responses

- 5.1 HCC Highway Authority consider that an appropriate access may be formed at this location (replacing the existing farm access), including the required visibility splays. A Section 278 agreement will be required in order to facilitate the proposed access.
- 5.2 The internal layout has been subject to review by the Highway Authority and has been designed to adoptable standards. The Highway Authority has agreed in principle to the areas of adoption

as shown on drawing number ST-2797-04-E. The aforementioned drawing includes the required service strips either side of the carriageway. This scheme is in response to an element of public benefit given that the existing parking area is being re-purposed within the site. A Section 38 Agreement will be required in order to facilitate the adoption.

- 5.3 It is noted that the existing car parking spaces available within the lay-by on Stortford Road are being re-provided within the site and the arrangement as shown on drawing number ST-2797-04-E is acceptable. The Highway Authority has agreed to these spaces and the connecting access road being adopted in order to ensure that no public car parking spaces are lost.
- 5.4 In conclusion, the Highway Authority is content in principle with the measures outlined in the supporting documents and does not wish to restrict the grant of permission, subject to a range of conditions.
- 5.5 Lead Local Flood Authority have no objections subject to conditions
- 5.6 Environment Agency have no objection
- 5.7 Thames Water have no objection.
- 5.8 EHDC Conservation and Urban Design Advisor comments that following amendments to the layout of the development and changes to some of the house types, no objections are raised.
- 5.9 EHDC Environmental Health Advisor has no objection, subject to conditions.
- 5.10 HCC Historic Environment Unit have no objection, subject to conditions
- 5.11 Campaign to Protect Rural England raise objections on the grounds that the design is of a poor quality and is contrary to Policies DES2, DES3 and DES4 of the East Herts District Plan.

5.12 HCC Growth and Infrastructure Unit request planning obligations towards middle education, library services and youth services.

(Note: EHDC, East Herts District Council; HCC, Hertfordshire County Council)

6.0 Standon Parish Council Representations

6.1 The Parish Council object to the proposed development on the following grounds:

- The development proposal is outside the village boundary.
- The proposal does not fully address the increased risk of flooding in the village, a major issue explained in the Standon Parish Neighbourhood Plan.
- The proposed development may lead to the loss of heritage assets.
- The proposal does not make adequate provision for car parking.
- The access to the development, which is also the access to the field, creates an accident risk
- The proposal will lead to loss of Wildlife.
- The development proposal will lead to loss of amenity to dwellings in Town Farm Crescent
- The social benefit of the development in the form of affordable housing for example is not guaranteed by a condition

7.0 Summary of Other Representations

7.1 14 responses have been received objecting to the proposals on the following grounds:

- Noise and disturbance
- Loss of lay-by parking spaces
- Loss of views and light to neighbouring properties
- Overdevelopment of the site

8.0 Consideration of Issues

Principle

- 8.1 The site is located within the Rural Area Beyond the Green Belt wherein Policies GBR2 and VILL1 of the adopted East Herts District Plan 2018 and Policy SP7 of the Standon Parish Neighbourhood Plan are the relevant policies that apply. Policy GBR2 sets out acceptable development types within the rural area. Policy GBR2 (e) states that limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings) in sustainable locations, where appropriate to the character, appearance and setting of the site and/or surrounding area will be permitted, provided they are compatible with the character and appearance of the rural area.
- 8.2 District Plan Policy VILL1 and Neighbourhood Plan Policy SP7 provide that development will be permitted within Group 1 Villages. The settlement boundary defined on the Policies Map which ends on the western boundary of the site to the rear of properties on, Town Farm Crescent.
- 8.3 The extant permission for 15 dwellings was approved by the Development Management Committee in April 2017 on the basis of the NPPF presumption in favour of sustainable development during a period when the Council could not demonstrate a 5 year housing land supply. However, notwithstanding that the District can now demonstrate a 5 year housing land supply following the adoption of the District Plan this permission is a material consideration in assessing the current application which carries significant weight.
- 8.4 The proposal would conflict with Policies GBR2 and VILL1 of the District Plan and Policy SP7 of the Neighbourhood Plan, in that the site is located outside the settlement boundary. However, the Neighbourhood Plan acknowledges that the site has planning permission. Furthermore, the site is in a sustainable location on the edge of the Group 1 Village.

- 8.5 Therefore, the principle of the development is considered to be acceptable.

Design and layout

- 8.6 Policy DES4 of the District Plan and Policy SP14 of the Neighbourhood Plan (SNP) sets out the criteria for design requirements. The site is situated to the northwest of Standon and the proposed layout would reflect the approved indicative layout submitted with the approved outline application.
- 8.7 The proposed development would represent a denser scheme to that approved for 15 dwellings with an increase of 7 units to 22 units. The increase in density to 25 dwellings per hectare (dph) would accord with the NPPF in that it would make more effective use of the land. The proposal would be comparable to prevailing densities in Standon and the density of the adjoining Town Farm Crescent development which is also 25 dph. Therefore having regard to the characteristics of the site and its surroundings the density of development is considered to be acceptable.
- 8.8 The layout has been revised to provide a landscape belt and public amenity space along the eastern boundary of the site to provide a soft edge to the development. Internal hard and soft landscaping provides a soft gateway to the development and an appropriate setting for the buildings.
- 8.9 The proposed dwellings would be predominantly two storeys in height with one block three storey apartments located in the south eastern corner of the development.
- 8.10 The proposed dwellings are of traditional external design reflective of the predominant traditional architecture found in Standon. The house designs provide variety and their external appearance is of good quality.

- 8.11 The Conservation and Urban Design Team note that the proposals have been heavily revised, and are now greatly improved, and the revisions have addressed original concerns. The streetscape at the entrance to the site has been improved, the prominence of parking reduced and the outlook of many of the units improved.
- 8.12 Some residents have raised concern with regard to the relationship between the new residential properties and existing development. It is considered that the separation distances and intervening existing and proposed planting are such that an acceptable relationship is achieved.
- 8.13 Sustainable design and construct and water usage information has been requested and Members will be updated at the meeting.
- 8.14 Overall, and subject to the information requested above the layout and design of the proposed development is of good quality attracting positive weight.

Housing and affordable housing

- 8.15 The proposed development proposes 23 residential units in the following mix:

	Market housing	Affordable housing
1bed maisonette		4 (44.4%)
2 bed dwelling	4 (28.6%)	4 (44.4%)
3 bed dwelling	6 (42.8%)	1 (11%)
4 bed dwelling	4 (28.6%)	
Total	14 (60.9%)	9 (39.1%)

- 8.16 Whilst the housing mix is not in conformity with the Strategic Housing Mix Assessment (SHMA) this is a strategic mix target across the District and it would not be expected that a relatively small development would be in strict conformity. The housing mix is considered to be acceptable.

- 8.17 9 units (39.1%) affordable housing units are proposed in a mix of 6 (67%) affordable rent units and 3 (33%) shared ownership units. Due to the relatively small scale of the development and its form with 3 of the 9 affordable units being within the block of maisonettes, it is accepted that it would be difficult to pepper pot their distribution across the site. However, the block faces a different road frontage to the houses and although grouped they are considered to be satisfactorily integrated with the market housing.
- 8.18 In terms of adaptability and accessibility all of the units are designed to be Building Regulations M4(2) compliant.
- 8.19 The provision of good quality housing and affordable housing carries significant positive weight.

Highways and parking

- 8.20 The Highway Authority considers that the traffic generation is acceptable in this location and that access arrangements and internal road layout are satisfactory.
- 8.21 52 parking spaces and 12 garage spaces are proposed across the site providing 64 spaces overall compared to the District Plan maximum requirement of 52 spaces, however 8 spaces are provided close to the existing highway in replacement for existing on-street spaces to be lost. The parking arrangements are considered to be satisfactory.
- 8.22 Each unit is to be provided with cycle parking provision either within the garages or in garden sheds.
- 8.23 The proposal would have neutral impact on the highway network.

Flood Risk

- 8.24 The site is located in Flood Zone 1 and there is no risk from fluvial flooding.

- 8.25 The submitted drainage strategy is based on infiltration and infiltration tests have been carried out onsite to ensure the feasibility of the proposed strategy. The strategy includes infiltration trench, porous paving and an infiltration basin. The basin has been designed to accommodate the critical 1 in 100 year + 40% climate change event. Subject to conditions the Lead Local Flood Authority (LLFA) are satisfied that a satisfactory sustainable drainage scheme can be achieved subject to its detailed design and recommend.

Natural environment

- 8.26 The application is accompanied by a Preliminary Ecological Appraisal. This identified the main ecological interest on the site to be concentrated in the boundary hedgerow and field margins. The arable land was considered to provide negligible value to wildlife. Although the hedgerow is to be retained there will be a loss of a 2 – 3 m strip of field margin containing ruderal and grassland species. The flora of this area is assessed to be of low ecological value and be composed of commonly occurring species.
- 8.27 Herts Ecology advise that notwithstanding that the floral survey was carried out at a sub optimal time of year, having considered the species list contained in the report and the location of the site, there is no reason to doubt the conclusions of the assessment. On this basis, they advise that there is no justifiable reason to object to the development on the grounds of ecology. However, this area is potential habitat for roman snails. These are protected under the Wildlife and Countryside Act 1981 (as amended) making it an offence to deliberately kill, or take them. If roman snails are in the field margin to be cleared, they will be affected and must be taken account of in considering the application. Herts Ecology advise that this can be adequately addressed by a condition.
- 8.28 The ecological impact of the proposal is regarded as neutral.

Heritage impact

- 8.29 A strip of land on the frontage of the site lies within the conservation area and the land opposite the frontage is also within the conservation area. The layout and design of the proposed development is of good quality and the impact on the Conservation Area is regarded as neutral.
- 8.30 The proposed development abuts Area of Archaeological Significance no. 282. This covers the historic core of Standon village, which has Late Saxon and medieval origins. The proposed development is just outside the historic core, as identified by the submitted Archaeological Desk-based Assessment, and it is likely that the archaeological potential of the location for Late Saxon, medieval and post-medieval remains is comparatively low. However, given the size of the site (circa 1 ha), its relatively favourable topographic position and the general potential of the landscape for prehistoric and Roman remains, there is potential for the proposed development to disturb archaeological remains. Cropmarks of ring-ditches (possible Bronze Age barrows) are present within the northern part of the same field. Further cropmarks perhaps indicative of prehistoric or Roman occupation are visible nearby to the east and to the south east.
- 8.31 Therefore, evidence exists that archaeological remains survive in the surrounding fields. The potential is, however, not so high that it is recommend that intrusive work is carried out prior to determination of the application and this can be addressed by a condition.

Infrastructure and planning obligations

- 8.32 HCC have requested the following financial obligations:
- Middle Education £30,821
towards the expansion of expansion of
The Ralph Sadleir Middle School from 3
forms of entry to 4 forms of entry;
 - Library Service £3,233
towards the enhancement of the
Children's Area at Bishops Stortford Library

- Youth Service £657
towards additional furniture within the
Information and Guidance Suite at Bishops
Stortford Young Peoples Centre.
- Sustainable transport – walking and cycling
Improvements in Standen £21,250

8.33 The following EHDC obligations are recommended (subject to the identification of projects and compliance with CIL Regulation;

Community/village halls	£5,273
Outdoor Sports Facilities	£19,761
Children and Young People	£2,918

9.0 Planning Balance and Conclusion

- 9.1 The proposal will provide for a development of 23 units on land that has outline planning permission for residential development. The provision of housing and affordable housing carries significant positive weight.
- 9.2 The site lies outside the village boundary but it adjoins it and it is regarded as a sustainable location for residential development on the scale proposed.
- 9.3 Overall, the design of the proposed development is considered to be of good quality and this is attributive positive weight.
- 9.4 The Highway Authority considers that the proposed access and internal highway arrangements are satisfactory and car parking provision complies with the adopted standard. The highway impact of the development is regarded as neutral.
- 9.5 The proposal would serve to preserve the character of the conservation area and the impact is therefore regarded as neutral.

- 9.6 The site is not one of significant ecological interest and subject to a condition providing for enhanced biodiversity the ecological impact is regarded as neutral.
- 9.7 It has been satisfactorily demonstrated that a sustainable drainage scheme can be provided and subject to a condition in regard to the detailed design of the system the impact of the development on surface water drainage is regarded as neutral.
- 9.8 Overall and subject to conditions, it is considered that the proposal meets the relevant District Plan policy requirements and it is regarded as a sustainable form of development.

RECOMMENDATION

That planning permission be **GRANTED**, subject to the conditions/ reasons set out below and the satisfactory conclusion of a legal agreement to secure the following:

Legal Agreement

- Affordable housing as specified on the affordable housing plan and schedule;
- Arrangements for the future maintenance of the public realm and amenity areas
- EHDC (subject to the identification of projects and compliance with CIL Regulations);

Community/village halls	£5,273
Outdoor Sports Facilities	£19,761
Children and Young People	£2,918
- HCC

Middle education	£30,821
Library Services	£3,233
Youth Services	£657

Walking and cycling improvements	£21,250
Total	£83,883

(all index linked)

Conditions

1. Three year time limit (1T12)
2. Approved plans (2E10)
3. No development shall take place within the proposed development site until the applicant, or their agents, or their successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation, which has been submitted to the planning authority and approved in writing. This condition will only be considered to be discharged when the planning authority has received and approved an archaeological report of all the required archaeological works, and if appropriate, a commitment to publication has been made.

Reason: To ensure any archaeological significance is recorded.

4. Prior to the commencement of the development hereby permitted, a visibility splay measuring 2.4m x 43 metres shall be provided to north of the access and 2.4m x 57m to the south of the access (as illustrated on drawing number MBSK181023-03) where it meets the highway and such splays shall thereafter be maintained at all times free from any obstruction between 600mm and 2m above the level of the adjacent highway carriageway.

Reason: In the interests of highway safety.

5. Construction of the development hereby approved shall not commence until a Construction Traffic Management Plan (CMP) has been submitted to and approved in writing by the local planning authority in consultation with the highway authority. Thereafter the

construction of the development shall only be carried out in accordance with the approved Plan. The Construction Traffic Management Plan shall include details of:

- a) Construction vehicle numbers, type, routing;
- b) Traffic management requirements;
- c) Construction and storage compounds (including areas designated for car parking);
- d) Siting and details of wheel washing facilities;
- e) Cleaning of site entrances, site tracks and the adjacent public highway;
- f) Timing of construction activities to avoid school pick up/drop off times;
- g) Provision of sufficient on-site parking prior to commencement of construction activities;
- h) Post construction restoration/reinstatement of the working areas.

Reason: In order to protect highway safety and the amenity of other users of the public highway and rights of way.

6. Prior to the completion of the foundations, samples of external materials of construction shall be submitted to and approved in writing by the Local Planning Authority and the development shall thereafter be implemented in accordance with the approved materials.

Reason: In the interest of the appearance of the development and in accordance with Policies ENV4 and DES4 of the East Herts District Plan.

7. Before occupation of the development, the new access serving the development, including the visibility splays shall be completed in accordance with the drawing number ST-2797-04E and arrangements shall be made for surface water drainage to be intercepted and disposed of separately so that it does not discharge from or onto the highway. The gradient of the access shall not be

steeper than 1:20 for the 10 metres from the edge of the carriageway.

Reason: To ensure satisfactory access into the site and avoid carriage of extraneous material or surface water from or onto the highway.

8. The development permitted by this planning permission shall be carried out in accordance with the Flood Risk Assessment prepared by RAB reference: 1198B dated 22nd December 2015 and the following mitigation measures as detailed within the above mentioned report.
 1. Limiting the surface water run-off generated by the 1 in 100 year + climate change event critical storm so that it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site;
 2. Provide attenuation to ensure no increase in surface water run-off volumes for all rainfall events up to and including the 1 in 100 year + climate change event;
 3. Implement the drainage strategy based on infiltration as indicated on drawing reference ST-2797-05-D to include the above ground SuDS features.

Reason: To prevent flooding by ensuring the satisfactory storage of and disposal of surface water from the site.

9. No development other than site clearance and preparation shall take place until the final design of the drainage scheme is submitted and approved in writing by the Local Planning Authority. The scheme shall be based on the Flood Risk Assessment prepared by RAB reference: 1198B dated 22nd December 2015 and drawing No. ST-2797-05-D. The scheme shall include:
 1. Detailed engineers drawings of the proposed SuDS features including their, location, size, volume depth and any inlet and outlet features including any connecting pipe runs and all corresponding calculations/modelling to ensure that the

- scheme caters for all rainfall events up to and including the 1 in 100 year + 40% allowance climate change event;
2. Details regarding areas of informal flooding (events exceeding the 1 in 30 year rainfall event), shown on a plan with estimated extents and depths;
 3. Details of final exceedance routes, including those for an event which exceeds the 1 in 100 year + climate change event.

The approved scheme shall be fully implemented and thereafter maintained, in accordance with the timing/phasing arrangements embodied within the scheme or within any other period as may be agreed, in writing, by the Local Planning Authority.

Reason: To prevent flooding by ensuring the satisfactory storage of and disposal of surface water from the site.

10. On completion of each phase of the drainage works, a complete set of as built drawings for the site drainage management shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To prevent flooding by ensuring the satisfactory storage of and disposal of surface water from the site.

11. Prior to first occupation of the development full details providing for the future management and management of streets within the development shall be submitted to and approved in writing by the Local Planning Authority. The streets shall thereafter be maintained in accordance with the approved detail until such time as an agreement has been entered into under Section 38 of the Highways Act 1980 or a Private Management and Maintenance Company has been established.

Reason: To ensure the upkeep and maintenance of streets to a suitable and safe standard.

12. In connection with all site demolition, site preparation and construction works, no plant or machinery shall be operated on the

premises before 0730hrs on Monday to Saturday, nor after 1830hrs on weekdays and 1300hrs on Saturdays, nor at any time on Sundays or bank holidays.

Reason: To safeguard the amenity of residents of nearby properties, in accordance with policies EQ2 of the East Herts District Plan.

13. Prior to the completion of foundations details of the design and construction of the dwellings and to demonstrate how the design, materials and operation of the development minimises overheating in summer and reduces the need for heating in the winter to reduce energy demand and reduces water demand shall be submitted to and approved by the Local Planning Authority. The development shall thereafter be implemented in accordance with the approved details.

Reason: To adapt to climate change, reduce carbon emissions and efficiently use water resources in accordance with Policies DES4, CC2 and WAT4 of the East Herts District Plan 2018.

14. Landscape design (4P12)
15. Landscape implementation (4P13)
16. Prior to first occupation of the development full details providing for the future management and maintenance of the public realm, including communal amenity space and landscaped areas and the areas occupied by above ground SuDS features shall be submitted to and approved in writing by the Local Planning Authority. The public realm shall thereafter be maintained in accordance with the approved detail.

Reason: To ensure satisfactory maintenance of the public realm in the interests of amenity.

Informatives

1. Other legislation (OL01)

2. Street naming and numbering (19SN)
3. The applicant is advised that any unsuspected contamination that becomes evident during the development of the site should be brought to the attention of the Local Planning Authority and appropriate mitigation measures agreed.
4. Protected species (amended Roman Snail)
5. Highways works (05FC02)

Summary of Reasons for Decision

East Herts Council has considered the applicant's proposal in a positive and proactive manner with regard to the policies of the Development Plan (Minerals Local Plan, Waste Core Strategy and Development Management Policies DPD 2012 and the East Herts District Plan, the National Planning Policy Framework and in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015. The balance of the considerations having regard to those policies is that permission should be granted.

Key Data

Residential density	25 units/Ha	
	Bed spaces	Number of units
Number of existing units demolished		
Number of new flat units	1	4
	2	
	3	
Number of new house units	1	
	2	8
	3	7
	4+	4
Total		23

Affordable Housing

Number of units	Percentage
9	39.1%

Residential Vehicle Parking Provision

Parking Standards (endorsed at District Plan Panel 19 March 2015)

Parking Zone	4	
Residential unit size (bed spaces)	Spaces per unit	Spaces required
1	1.50	6
2	2.00	16
3	2.50	18
4+	3.00	12
Total required		52
Accessibility reduction		
Resulting		

requirement		
Proposed provision		64