

# Development Management Committee

## Members of the Development Management Committee:

Conservatives	Liberal Democrat
Mr V Thomson (Chairman)	Mr T Laidlaw
Mrs L Neal (Vice Chairman)	<b>Item 1 will be considered after item 7.</b>
Mr D Bills	<b>Items 2 and 3 have been deferred by the Applicant</b>
Mr G Minshull	

### PUBLIC ATTENDANCE

This meeting will be live streamed for public viewing via a link, which will be available on the Council's website.

### PUBLIC SPEAKING

You may register to speak by emailing us at [democracy@s-norfolk.gov.uk](mailto:democracy@s-norfolk.gov.uk), no later than 3.00pm on Friday, 13 November 2020.

## Agenda

### Date

Wednesday 18 November 2020

### Time

10.00 am

### Place

**To be hosted remotely at**

South Norfolk House  
Cygnet Court  
Long Stratton, Norwich  
NR15 2XE

### Contact

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Cygnet Court  
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Website: [www.south-norfolk.gov.uk](http://www.south-norfolk.gov.uk)

**PLEASE NOTE** that any submissions (including photos, correspondence, documents and any other lobbying material) should be received by the Council by noon the day before this meeting. We cannot guarantee that any information received after this time will be brought to the Committee's attention.

Please note that where you submit your views in writing to your District Councillor, this is described as "lobbying" and the District Councillor will be obliged to pass these on to the planning officer, where they will be published on the website. Please also note that if you intend to speak on an application, your name will be recorded in the minutes of the meeting and kept on public record indefinitely.

If you have any special requirements in order to attend this meeting,  
please let us know in advance

**Large print version can be made available**

## **SOUTH NORFOLK COUNCIL – DEVELOPMENT MANAGEMENT COMMITTEE**

### **GENERAL INFORMATION ABOUT DEVELOPMENT MANAGEMENT**

The Development Management process is primarily concerned with issues of land use and has been set up to protect the public and the environment from the unacceptable planning activities of private individuals and development companies.

The Council has a duty to prepare a Local Plan to provide a statutory framework for planning decisions. The Development Plan for South Norfolk currently consists of a suite of documents. The primary document which sets out the overarching planning strategy for the District and the local planning policies is the Joint Core Strategy for Broadland, Norwich and South Norfolk adopted by South Norfolk Council in March 2011, with amendments adopted in 2014. It is the starting point in the determination of planning applications and as it has been endorsed by an independent Planning Inspector, the policies within the plan can be given full weight when determining planning applications. A further material planning consideration is the National Planning Policy Framework (NPPF) which was issued in 2018 and its accompanying Planning Practice guidance (NPPG).

South Norfolk Council adopted its Local Plan in October 2015. This consists of the Site-Specific Allocations and Policies Document, the Wymondham Area Action Plan, the Development Management Policies Document. The Long Stratton Area Action Plan was also adopted in 2016. These documents allocate specific areas of land for development, define settlement boundaries and provide criterion-based policies giving a framework for assessing planning applications. The Cringleford Neighbourhood Development Plan was also made in 2014, Mulbarton Neighbourhood Development Plan made in 2016 and Easton Neighbourhood Plan made in 2017, and full weight can now be given to policies within these plans when determining planning applications in the respective parishes.

The factors to be used in determining applications will relate to the effect on the “public at large” and will not be those that refer to private interests. Personal circumstances of applicants “will rarely” be an influencing factor, and then only when the planning issues are finely balanced.

#### **THEREFORE, we will:**

- **Acknowledge the strength of our policies, and**
- **Be consistent in the application of our policy**

**Decisions which are finely balanced and contradict policy will be recorded in detail to explain and justify the decision and the strength of the material planning reasons for doing so.**

#### **OCCASIONALLY, THERE ARE CONFLICTS WITH THE VIEWS OF THE PARISH OR TOWN COUNCIL. WHY IS THIS?**

We ask local parish and town councils to recognise that their comments are taken into account. Where we disagree with those comments it will be because:

- Districts look to ‘wider’ policies, and national, regional and county planning strategy.
- Other consultation responses may have affected our recommendation.
- There is an honest difference of opinion.

## A G E N D A

1. **To report apologies for absence and identify substitute voting members (if any);**
2. **To deal with any items of business the Chairman decides should be considered as matters of urgency pursuant to Section 100B (4) (b) of the Local Government Act, 1972;** [Urgent business may only be taken if, "by reason of special circumstances" (which will be recorded in the minutes), the Chairman of the meeting is of the opinion that the item should be considered as a matter of urgency.]
3. **To receive Declarations of Interest from Members;**  
(Please see flowchart and guidance attached, page 6)
4. **Minutes of the Meeting of the Development Management Committee held on Wednesday, 21 October 2020;** (attached – page 8)
5. **Planning Applications and Other Development Control Matters;** (attached – page 16)  
To consider the items as listed below:

Item No.	Planning Ref No.	Parish	Site Address	Page No.
1	2018/2785/D	CRINGLEFORD	Area BS3 South of Newmarket Road Cringleford Norfolk	16
2	2019/2252/O <b>DEFERRED</b>	ASHWELLTHORPE AND FUNDENHALL	Land To Rear of Wood Farm The Street Ashwellthorpe Norfolk	34
3	2019/2253/O <b>DEFERRED</b>	ASHWELLTHORPE AND FUNDENHALL	Land To Rear of Wood Farm The Street Ashwellthorpe Norfolk	35
4	2020/0333/F	BROOKE	Brooke House Brooke Gardens Brooke Norfolk NR15 1JH	55
5	2020/1495/H	CRINGLEFORD	1 Newmarket Road Cringleford Norfolk NR4 6UE	74
6	2020/1680/F	PULHAM MARKET	Agricultural Building South of Guildhall Lane Pulham Market Norfolk	84
7	2020/1890/RVC	BROOKE	The Bungalow Howe Lane Brooke NR15 1HH	89

6. **Sites Sub-Committee;**  
Please note that the Sub-Committee will only meet if a site visit is agreed by the Committee with the date and membership to be confirmed.
7. **Planning Appeals (for information);** (attached – page 93)
8. **Date of next scheduled meeting – Wednesday, 3 December 2020**

## GUIDELINES FOR DETERMINING THE NEED TO VISIT AN APPLICATION SITE

The following guidelines are to assist Members to assess whether a Site Panel visit is required. Site visits may be appropriate where:

- (i) The particular details of a proposal are complex and/or the intended site layout or relationships between site boundaries/existing buildings are difficult to envisage other than by site assessment;
- (ii) The impacts of new proposals on neighbour amenity e.g. shadowing, loss of light, physical impact of structure, visual amenity, adjacent land uses, wider landscape impacts can only be fully appreciated by site assessment/access to adjacent land uses/property;
- (iii) The material planning considerations raised are finely balanced and Member assessment and judgement can only be concluded by assessing the issues directly on site;
- (iv) It is expedient in the interests of local decision making to demonstrate that all aspects of a proposal have been considered on site.

Members should appreciate that site visits will not be appropriate in those cases where matters of fundamental planning policy are involved and there are no significant other material considerations to take into account. Equally, where an observer might feel that a site visit would be called for under any of the above criteria, members may decide it is unnecessary, e.g. because of their existing familiarity with the site or its environs or because, in their opinion, judgement can be adequately made on the basis of the written, visual and oral material before the Committee.

## 2. PUBLIC SPEAKING: PLANNING APPLICATIONS

Applications will normally be considered in the order in which they appear on the agenda. Each application will be presented in the following way:

- Initial presentation by planning officers followed by representations from:
- The **town** or **parish council** - up to 5 minutes for member(s) or clerk;
- **Objector(s)** - any number of speakers, up to 5 minutes **in total**;
- The **applicant**, or **agent** or any **supporters** - any number of speakers up to 5 minutes **in total**;
- **Local member**
- Member consideration/decision.

**MICROPHONES:** The Chairman will invite you to speak. An officer will ensure that you are no longer on mute so that the Committee can hear you speak.

**WHAT CAN I SAY AT THE MEETING?** Please try to be brief and to the point. Limit your views to the planning application and relevant planning issues, for example: Planning policy, (conflict with policies in the Local Plan/Structure Plan, government guidance and planning case law), including previous decisions of the Council, design, appearance and layout, possible loss of light or overshadowing, noise disturbance and smell nuisance, impact on residential and visual amenity, highway safety and traffic issues, impact on trees/conservation area/listed buildings/environmental or nature conservation issues.

## PLANNING APPLICATIONS AND OTHER DEVELOPMENT CONTROL MATTERS

**Key to letters included within application reference number to identify application type – e.g. 07/96/3000/A – application for consent to display an advert**

A	Advert	G	Proposal by Government Department
AD	Certificate of Alternative Development	H	Householder – Full application relating to residential property
AGF	Agricultural Determination – approval of details	HZ	Hazardous Substance
C	Application to be determined by County Council	LB	Listed Building
CA	Conservation Area	LE	Certificate of Lawful Existing development
CU	Change of Use	LP	Certificate of Lawful Proposed development
D	Reserved Matters (Detail following outline consent)	O	Outline (details reserved for later)
EA	Environmental Impact Assessment – Screening Opinion	RVC	Removal/Variation of Condition
ES	Environmental Impact Assessment – Scoping Opinion	SU	Proposal by Statutory Undertaker
F	Full (details included)	TPO	Tree Preservation Order application

### Key to abbreviations used in Recommendations

CNDP	Cringleford Neighbourhood Development Plan
J.C.S	Joint Core Strategy
LSAAP	Long Stratton Area Action Plan – Pre-Submission
N.P.P.F	National Planning Policy Framework
P.D.	Permitted Development – buildings and works which do not normally require planning permission. (The effect of the condition is to require planning permission for the buildings and works specified)
S.N.L.P	South Norfolk Local Plan 2015
	Site Specific Allocations and Policies Document
	Development Management Policies Document
WAAP	Wymondham Area Action Plan



## DECLARATIONS OF INTEREST AT MEETINGS

When declaring an interest at a meeting Members are asked to indicate whether their interest in the matter is pecuniary, or if the matter relates to, or affects a pecuniary interest they have, or if it is another type of interest. Members are required to identify the nature of the interest and the agenda item to which it relates. In the case of other interests, the member may speak and vote. If it is a pecuniary interest, the member must withdraw from the meeting when it is discussed. If it affects or relates to a pecuniary interest the member has, they have the right to make representations to the meeting as a member of the public but must then withdraw from the meeting. Members are also requested when appropriate to make any declarations under the Code of Practice on Planning and Judicial matters.

Have you declared the interest in the register of interests as a pecuniary interest? If Yes, you will need to withdraw from the room when it is discussed.

Does the interest directly:

1. affect yours, or your spouse / partner's financial position?
2. relate to the determining of any approval, consent, licence, permission or registration in relation to you or your spouse / partner?
3. Relate to a contract you, or your spouse / partner have with the Council
4. Affect land you or your spouse / partner own
5. Affect a company that you or your partner own, or have a shareholding in

If the answer is "yes" to any of the above, it is likely to be pecuniary.

Please refer to the guidance given on declaring pecuniary interests in the register of interest forms. If you have a pecuniary interest, you will need to inform the meeting and then withdraw from the room when it is discussed. If it has not been previously declared, you will also need to notify the Monitoring Officer within 28 days.

Does the interest indirectly affect or relate any pecuniary interest you have already declared, or an interest you have identified at 1-5 above?

If yes, you need to inform the meeting. When it is discussed, you will have the right to make representations to the meeting as a member of the public, but you should not partake in general discussion or vote.

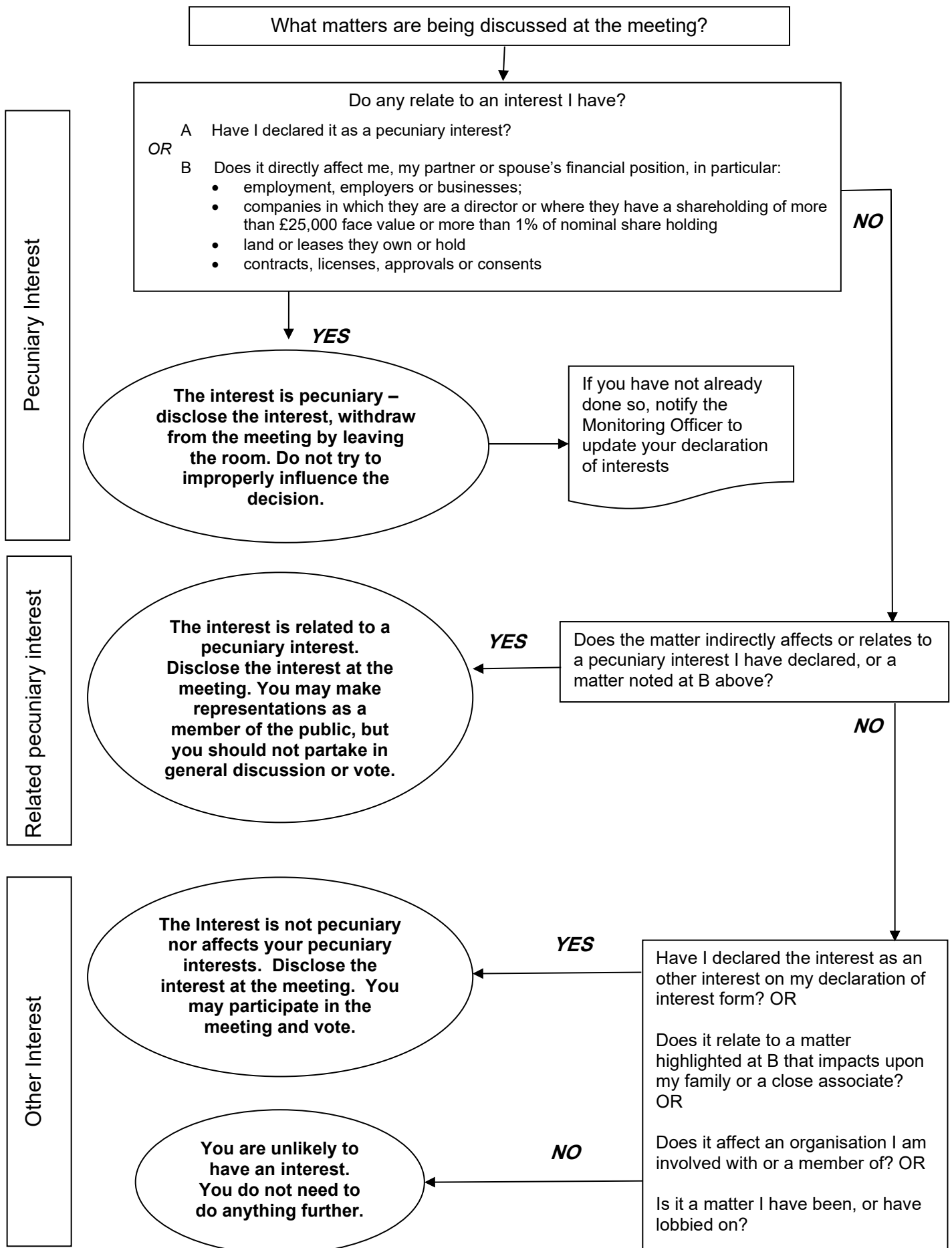
Is the interest not related to any of the above? If so, it is likely to be an other interest. You will need to declare the interest, but may participate in discussion and voting on the item.

Have you made any statements or undertaken any actions that would indicate that you have a closed mind on a matter under discussion? If so, you may be predetermined on the issue; you will need to inform the meeting, and when it is discussed, you will have the right to make representations to the meeting as a member of the public, but must then withdraw from the meeting.

**FOR GUIDANCE REFER TO THE FLOWCHART OVERLEAF.**

**PLEASE REFER ANY QUERIES TO THE MONITORING OFFICER IN THE FIRST INSTANCE**

## DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF





## DEVELOPMENT MANAGEMENT COMMITTEE

**Minutes of a meeting of the Development Management Committee of South Norfolk District Council held remotely on Wednesday, 21 October 2020 at 10.00 am.**

**Committee Members Present:** **Councillors:** V Thomson (Chairman), D Bills, T Laidlaw, L Neal (Items 1-5) and G Minshull

**Officers in Attendance:** The Development Manager (T Lincoln), the Area Planning Manager (C Raine) and the Principal Planning Officers (G Beaumont and C Curtis)

### 525. DECLARATIONS OF INTEREST

The following members declared interests in the matters listed below. Unless indicated otherwise, they remained in the meeting.

Application	Parish	Councillor	Declaration
2020/0048/F	TACOLNESTON	All	Local Planning Code of Practice Lobbied by Agent for the Applicant
		L Neal	Local Planning Code of Practice Lobbied by the Applicant  Local Planning Code of Practice Lobbied by the Objector  Other Interest Relation to Cllr Barry Duffin
2020/1142/F	CRINGLEFORD	L Neal	Local Planning Code of Practice As a Cabinet Member, Cllr Neal left the meeting while this item was considered.

### 526. MINUTES

The minutes of the Development Management Committee meeting dated 23 September 2020 were confirmed as a correct record and signed by the Chairman.

### 527. PLANNING APPLICATIONS AND OTHER DEVELOPMENT CONTROL MATTERS

The Committee considered the report (circulated) of the Director of Place, which was presented by the officers. The Committee received updates to the report, which are appended to these minutes at Appendix A.

The following speakers addressed the meeting with regard to the application listed below.



APPLICATION	PARISH	SPEAKERS
<b>2019/1641/F</b> (item 1)	<b>SWAINSTHORPE</b>	G Frost - Parish Council R Parkinson - Objector J Garnham - Agent for the Applicant Cllr F Ellis - Local Member
<b>2020/0048/F</b> (Item 2)	<b>TACOLNESTON</b>	B Gulliver - Parish Council H Baker - Objector J Western - Agent for the Applicant Cllr B Spratt - County Councillor Cllr B Duffin - Local Member
<b>2020/1466/H</b> (Item 4)	<b>MULBARTON</b>	Cllr N Legg - Local Member
<b>2020/1550/H</b> (item 5)	<b>MULBARTON</b>	B Smith - Applicant Cllr N Legg - Local Member

The Committee made the decisions indicated in Appendix B of the minutes, conditions of approval or reasons for refusal of planning permission as determined by the Committee being in summary form only and subject to the final determination of the Director of Place.

## **528. PLANNING APPEALS**

The Committee noted the planning appeals.

(The meeting closed at 1.05pm)

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Chairman

## Updates for DEVELOPMENT MANAGEMENT COMMITTEE –DATE

Item	Updates	Page No
Item 1 2019/1641	<p>Further objection received from Swainsthorpe Parish Council expressing concern at the lack of explanation from the Highway Authority on how it has arrived at its view on the acceptability of converting the barns into the three dwellings.</p> <p>In response, the Highway Authority provided the following:-</p> <p><i>“On balance we feel that we can no longer maintain our objection as the impact is lessened due to the fact the number of dwellings has now been reduced. It is of course accepted that the reduction in units does not overcome all of the issues previously raised, and whilst it is still not ideal, this is a more acceptable than the previously submitted scheme. In short, it is felt that based upon the reduced scale of development, the existing permitted use of the access and the fact that the application is looking to convert existing buildings (which have the ability to generate traffic) then we do not feel we could substantiate an objection to the proposals at appeal.”</i></p> <p><u>Officer comment:</u> Criterion (2) of Policy DM3.11 of the Development Management Policies Document generally permits the intensified use of a direct access onto a Corridor of Movement (such as the A140) providing (a) it would not prejudice the safe and free flow of traffic; (b) it would not be practical to gain access from the site via a secondary road; and, (c) it would not facilitate the use of the Corridor of Movement for short local journeys.</p> <p>The submitted drawings show that the access will serve the four dwellings immediately to the south (as it does already) and the three dwelling proposed by this application with remaining agricultural buildings to the north and northeast being served by an existing access further to the north.</p> <p>It is clear that the Highway Authority’s recommendation is very much an on balance one. However, when taking account of the fact that the barn are capable of generating traffic movements in their own right and the reduced quantum of development to three dwellings, the Highway Authority evidently does not consider that it can uphold an objection on the grounds of highway safety, the satisfactory functioning of the highway network or the impact(s) on the A140.</p>	13
Item 2 2020/0048	Further objection received from a resident of Tacolneston who has objected previously (comments summarised below):-	25

	<ul style="list-style-type: none"> <li>• Note the previous refusal of planning permission for a dwelling at 122 Norwich Road and that the subsequent appeal was dismissed on the grounds of the harmful impact on listed buildings and the conservation area;</li> <li>• This needs to be viewed alongside the previous refusals for residential development at The Pelican PH, also refused on account of their impact on listed buildings in the conservation area;</li> <li>• I and other residents take encouragement from the consistent approach of officers. Approval of this application would irreparably damage the historic heritage that the village is so fortunate to possess.</li> <li>• Support the officer recommendation to refuse the application</li> </ul>	
Item 3 2020/1236	<b>No updates</b>	<b>49</b>
Item 4 2020/1466	<b>No updates</b>	<b>57</b>
Item 5 2020/1550	<b>No updates</b>	<b>61</b>
Item 6 2020/1142	By way of clarification, the substation is being delivered at the earliest opportunity having successfully received funding for the provision of infrastructure for the St Giles housing development and will assist with the timely delivery of the adjacent large-scale mixed use development.	<b>65</b>

PLANNING APPLICATIONS AND OTHER DEVELOPMENT CONTROL MATTERS

**NOTE:**

Conditions of approval or reasons for refusal of planning permission as determined by the Committee are in summary form only and subject to the Director of Place's final determination.

**Other Applications**

1.     **Appl. No**                 :     **2019/1641/F**  
        **Parish**                 :     **SWAINSTHORPE**
  
- Applicant's Name     :     Mr B Turner
- Site Address         :     Malthouse Farm, Norwich Road, Swainsthorpe, NR14 8PU
- Proposal             :     Conversion of existing barn complex to 3 dwellings.
  
- Decision             :     Members voted unanimously for **Approval**
  
- Approved with conditions
  
- 1 Full planning permission time limit
- 2 In accordance with submitted drawings
- 3 External materials
- 4 Landscaping scheme
- 5 Bat and bird boxes
- 6 Noise mitigation
- 7 Provision of parking area
- 8 Reporting of unexpected contamination
- 9 Water efficiency
- 10 Remove permitted development rights

2.     **Appl. No**                 :     **2020/0048/F**  
       **Parish**                 :     **TACOLNESTON**

Applicant's Name     :     Mr & Mrs S Manning  
Site Address           :     Land north of 122 Norwich Road, Tacolneston, Norfolk  
Proposal               :     Proposed new self-build dwelling

Decision               :     Members voted unanimously for **Refusal**

Refused

1 The position of the dwelling position does not relate well to the surrounding pattern of development layout. It will not make a positive contribution to local character or relate satisfactorily to its surroundings and does not comply with Policy 2 of the Joint Core Strategy or Policies DM1.4(d, i) and DM3.8 of the South Norfolk Local Plan Development Management Policies Document.

2 The traditional verdant setting of the group of dwellings at number 116 and 122 Norwich Road will not be preserved as a result of the reduction in the size of the curtilage at number 122 and the introduction of a new dwelling and its associated works. The public benefits submitted by the applicants are not of sufficient weight to outweigh the less than substantial harm to its significance. The application does not comply with section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act, paragraph 196 of the NPPF or Policy DM4.10 of the South Norfolk Local Plan Development Management Policies Document.

3 Although the visibility of the dwelling within the street scene is somewhat dependent on the height of the hedge to the front, there are likely to be partial views from the area between the side elevation of 126 Norwich Road and the southern edge of the driveway serving the site. While a gap will remain between 116, 122 and 126 Norwich Road, there will still be a degree of erosion as a result of the new dwelling and it remains the case that the position of the dwelling will not relate satisfactorily to its surroundings and will introduce a dwelling in a position that does not preserve or enhance the character of the conservation. This less than substantial harm is not outweighed by the perceived public benefits and the application does not comply with section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act, paragraph 196 of the NPPF or Policy DM4.10 of the South Norfolk Local Plan Development Management Policies Document.

4 The proposed development is not supported by any specific development management policy which allows for development outside of the development boundary and when having regard to the neutral impacts and limited benefits arising, it is not considered that it demonstrates the overriding benefits in terms of the economic, social and environment dimensions of sustainable development that are required to satisfy item 2(d) of Policy DM1.3 of the South Norfolk Local Plan Development Management Policies Document 2015.

3. **Appl. No** : **2020/1236/O**  
**Parish** : **SCOLE**
- Applicant's Name : Mr Vincent Mills  
 Site Address : Scole Engineering, Diss Road, Scole, IP21 4DN  
 Proposal : Change of Use from Commercial Use to Residential Use to Create 6 Dwellings including Demolition of Existing Garage Workshop Buildings. (Re-Submission).
- Decision : Members voted 4-1 for **Approval**
- Approved with conditions
- 1 Time Limit - Outline Permission
  - 2 OL requiring approval of Reserved Matter
  - 3 In accordance with submitted drawings
  - 4 Surface water
  - 5 Archaeological work to be agreed
  - 6 Contamination Assessment
  - 7 Contamination Remediation
  - 8 Contamination Monitoring
  - 9 Contamination During Construction
  - 10 Drainage Systems
  - 11 Foundation Methods
4. **Appl. No** : **2020/1466/H**  
**Parish** : **MULBARTON**
- Applicant's Name : Neil & Tamara Parfitt  
 Site Address : 48 Gowing Road Mulbarton NR14 8AT  
 Proposal : Erection of 2 storey side extension.
- Decision : Members voted unanimously for **Approval**
- Approved with conditions
- 1 Time Limit - Full Permission
  - 2 In accordance with submitted drawings
5. **Appl. No** : **2020/1550/H**  
**Parish** : **MULBARTON**
- Applicant's Name : Mr & Mrs D Smith  
 Site Address : 48 St Omer Close Mulbarton NR14 8JU  
 Proposal : Erection of single storey and two storey side extension, including dormer
- Decision : Members voted unanimously for **Approval**
- Approved with conditions
- 1 Time Limit - Full Permission
  - 2 In accordance with submitted drawings
  - 3 Obscure glazing

## Applications submitted by South Norfolk Council

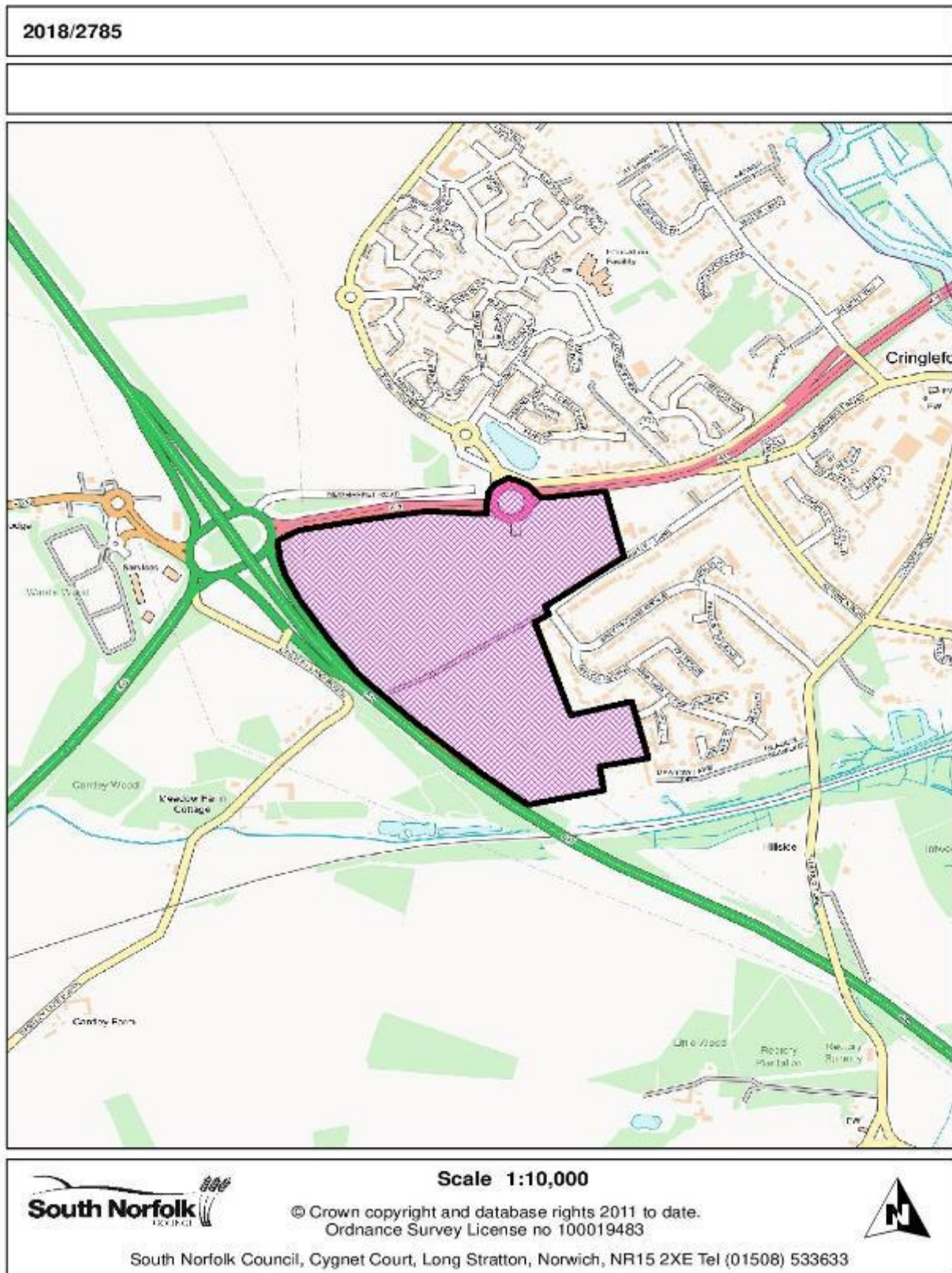
6.     **Appl. No**                 :   **2020/1142/F**  
       **Parish**                 :   **CRINGLEFORD**
- Applicant's Name   :   Big Sky Developments Ltd  
Site Address        :   Land east of A11 and north and south of Round House Way  
                                  Cringleford Norfolk  
Proposal            :   Erection of a substation and associated development.  
Decision            :   Members voted unanimously for **Approval**
- Approved with conditions
- 1 Full Planning permission time limit  
                                  2 In accordance with submitted drawings  
                                  3 Scheme of planting to northeast boundary  
                                  4 Full details of no-dig surfacing  
                                  5 Materials to accord with submitted details

PLANNING APPLICATIONS AND OTHER DEVELOPMENT CONTROL MATTERS

**Report of Director of Place**

**Major Applications**

Application 1





**1. Application No : 2018/2785/D**  
**Parish : CRINGLEFORD**

Applicant's Name: Big Sky Developments Ltd  
 Site Address: Area BS3 South of Newmarket Road Cringleford Norfolk  
 Proposal: Reserved Matters details of appearance, layout, scale and landscaping following outline permission 2017/2120, for RM-APP-3 comprising 62 dwellings together with associated landscaping and infrastructure. (The outline submission included an Environmental Statement)

Reason for reporting to committee

The applicant is Big Sky Development Ltd in which South Norfolk Council has an interest.

Recommendation summary : Authorise the Director of Place to approve subject to minor highway amendments

**1 Proposal and site context**

- 1.1 This application seeks reserved matters for the details of appearance, scale, landscaping and layout of the dwellings at land to the south of Newmarket Road, Cringleford. This reserved matters application is 1 of 9 applications submitted together for 350 dwellings, commercial up to 2,500 sq meters of use class A1, A2, A3, A4, A5 and D1 floorspace, together with highway works, landscaping, public realm, car parking and other associated works.
- 1.2 The application site consists of land on the edge of Cringleford. The approved site is two distinct parcels separated by Newmarket Road and benefits from outline planning permission for a large mixed-use development including up to 650 dwellings granted consent at appeal on 7 January 2016 (2013/1494) and a subsequent variation of conditions application (2017/2120).
- 1.3 The site subject to this application forms part of the land which lies directly adjacent to Roundhouse Way and extends south from the A11, with the A47 bypass to the west and existing residential development to the east. The whole site comprises of approximately 27 hectares of grade 3 agricultural land with undulating gradient falling in various directions. The southern parcel is outside of Cringleford Conservation Area and the closest listed buildings are a 19th century Round House, on the opposite side of the A11 to the application site and The Farmhouse located adjacent to the boundary to the southeast corner at the end of Meadow Farm Drive.
- 1.4 This application referred to as RM-App-3 and proposes 62 residential units comprising of part of the western part of the site between the A47 and the spine road accessed of the A11.

**2. Relevant planning history**

- |     |           |                                                                                                                                                                                                                           |              |
|-----|-----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------|
| 2.1 | 2013/0552 | Request for Scoping Opinion for proposed residential development for up to 700 residential units, green infrastructure land, up to 2500 square metres of Class A1-A5 and D1 floorspace and access from the A11 roundabout | EIA Required |
| 2.2 | 2013/1494 | Outline planning application with all matters reserved (save access) for the creation of up to 650 residential dwellings (use class C3),                                                                                  | Refused      |

		up to 2,500 sq mtrs of use class A1, A2, A3, A4, A5 and D1 floorspace, together with highways works, landscaping, public realm, car parking and other associated works.	
2.3	2017/0196	Variation of conditions 5, 6, 11, 28, 35, 36, 37 and 38 of permission 2013/1494 (Outline planning application with all matters reserved (save access) for the creation of up to 650 residential dwellings (use class C3), up to 2,500 sq mtrs of use class A1, A2, A3, A4, A5 and D1 floorspace, together with highways works, landscaping, public realm, car parking and other associated works.) - to facilitate greater flexibility in the delivery of the scheme	Approved
2.4	2017/2120	Variation of conditions 1, 3, 4, 7, 10, 13, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 29, 30, 33, 36, 38, and 39 following application 2017/0196 which relates to - (Outline planning application with all matters reserved (save access) for the creation of up to 650 residential dwellings (use class C3), up to 2,500 sq mtrs of use class A1, A2, A3, A4, A5 and D1 floorspace, together with highways works, landscaping, public realm, car parking and other associated works.) - to facilitate the development coming forward on a phased basis.	Approved
2.5	2018/2783	Reserved Matters details of appearance, layout, scale and landscaping following outline permission 2017/2120, for RM-APP-1 comprising 67 dwellings together with associated landscaping and infrastructure. (The outline submission included an Environmental Statement)	Approved
2.6	2018/2786	Reserved Matters details of appearance, layout, scale and landscaping following outline permission 2017/2120, for RM-APP-4 comprising 56 dwellings together with associated landscaping and infrastructure. (The outline submission included an Environmental Statement)	under consideration
2.7	2018/2787	Reserved Matters details of appearance, layout, scale and landscaping following outline permission 2017/2120, for RM-APP-5 comprising 23 dwellings together with associated landscaping and infrastructure. (The outline submission included an Environmental Statement)	under consideration

2.8	2018/2788	Reserved Matters details of appearance, layout, scale and landscaping following outline permission 2017/2120, for RM-APP-6 comprising 21 dwellings together with associated landscaping and infrastructure. (The outline submission included an Environmental Statement)	under consideration
2.9	2018/2789	Reserved Matters details of appearance, layout, scale and landscaping following outline permission 2017/2120, for RM-APP-7 comprising 42 dwellings and approximately 500 sq metres of commercial floorspace, together with associated landscaping and infrastructure. (The outline submission included an Environmental Statement)	under consideration
2.10	2018/2790	Reserved Matters details of appearance, layout, scale and landscaping following outline permission 2017/2120, for RM-APP-8 comprising 765 sq metres of commercial floorspace (Use classes A1,A2,A3,A4,A5,D1) together with associated landscaping and infrastructure. (The outline submission included an Environmental Statement)	under consideration
2.11	2018/2784	Reserved Matters details of appearance, layout, scale and landscaping following outline permission 2017/2120, for RM-APP-2 comprising 79 dwellings together with associated landscaping and infrastructure. (The outline submission included an Environmental Statement).	Approved
2.12	2018/2791	Reserved Matters details of appearance, layout, scale and landscaping following outline permission 2017/2120, for RM-APP-9 comprising of the formal and informal landscaping areas, including areas for formal sport pitches and a sports pavilion, and associated infrastructure. (The outline submission included an Environmental Statement)	Approved
2.13	2019/2067	Proposed signage advertising the adjacent housing development (St Giles Park)	Approved
2.14	2019/2343	Erection of gas governor enclosure and associated works	Approved
2.15	2020/1142	Erection of a substation and associated development	Under consideration

#### Appeal History

2.16	14/00025/AGREFU	Outline planning application with all matters reserved (save access) for the creation of up to 650 residential dwellings (use class C3),	Appeal Allowed
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up to 2,500 sq mtrs of use class A1, A2, A3, A4, A5 and D1 floorspace, together with highways works, landscaping, public realm, car parking and other associated works.

There have been a significant number of discharge of conditions applications which have been submitted relating to the individual phases, due to the number they have not been specifically referenced above.

### 3 Planning Policies

#### 3.1 National Planning Policy Framework (NPPF)

NPPF 02 : Achieving sustainable development

NPPF 04 : Decision-making

NPPF 05 : Delivering a sufficient supply of homes

NPPF 09: Promoting sustainable transport

NPPF 12 : Achieving well-designed places

NPPF 13 : Protecting Green Belt land

NPPF 14 : Meeting the challenge of climate change, flooding and coastal change

NPPF 15 : Conserving and enhancing the natural environment

NPPF 16 : Conserving and enhancing the historic environment

#### 3.2 Joint Core Strategy (JCS)

Policy 1 : Addressing climate change and protecting environmental assets

Policy 2 : Promoting good design

Policy 3: Energy and water

Policy 4 : Housing delivery

Policy 5 : The Economy

Policy 6 : Access and Transportation

Policy 9 : Strategy for growth in the Norwich Policy Area

Policy 10 : Locations for major new or expanded communities in the Norwich Policy Area

Policy 12 : The remainder of the Norwich Urban area, including the fringe parishes

Policy 20 : Implementation

#### 3.3 South Norfolk Local Plan Development Management Policies

DM1.1 : Ensuring Development Management contributes to achieving sustainable development in South Norfolk

DM1.3 : The sustainable location of new development

DM1.4 : Environmental Quality and local distinctiveness

DM3.1 : Meeting Housing requirements and needs

DM3.8 : Design Principles applying to all development

DM3.10 : Promotion of sustainable transport

DM3.12 : Provision of vehicle parking

DM3.13 : Amenity, noise, quality of life

DM4.2 : Sustainable drainage and water management

DM4.3 : Facilities for the collection of recycling and waste

DM4.4 : Natural Environmental assets - designated and locally important open space

DM4.8 : Protection of Trees and Hedgerows

DM4.9 : Incorporating landscape into design

DM4.10 : Heritage Assets

#### 3.4 Cringleford Neighbourhood Plan

GEN1 : Co-ordinated approach for delivering overall growth

GEN3 : Protection of significant buildings

GEN4 : Provision of infrastructure

ENV3 : Protection of hedgerows

ENV5 : Provision of sustainable drainage

ENV6 : Provision of open space and community woodlands  
 HOU1 : Housing Allocation  
 HOU2 : Design Standards  
 HOU3 : Building Densities  
 HOU4 : Mix of property types  
 HOU6 : Renewable Energy Sources  
 HOU7 : Space standards  
 HOU8 : Provision of garaging  
 HOU9 : Provision of affordable housing  
 SCC3 : Provision of walking/cycling routes  
 SCC5 : Provision of playing field and play areas  
 SCC6 : Provision of broadband connections  
 SCC7 : Provision of library facilities  
 TRA1 : Major estate roads  
 TRA2 : Thickthorn interchange improvements  
 TRA3 : Provision of walking / cycling routes  
 TRA4 : Minimising use of private cars

- 3.5 Supplementary Planning Documents (SPD)  
 South Norfolk Place Making Guide 2012

**Statutory duties relating to Listed Buildings, setting of Listed Buildings and Conservation Areas:**

S16(2) and S66(1) Planning (Listed Buildings and Conservation Areas) Act 1990 provides that in considering whether to grant planning permission or listed building consent for development which affects a listed building or its setting, the local planning authority, or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

4. Consultations

4.1 Cringleford Parish Council

- No comments received

Hethersett Parish Council

- No comments received

4.2 District Councillors

Cllr William Kemp

- To be reported if appropriate

Cllr Daniel Elmer

- To be reported if appropriate

4.3 Senior Heritage & Design Officer

- The layout generally follows principles already set out in the design code and previously approved reserved matters. House types are contemporary but have picked up on previous comments and are generally well balanced and proportioned. The contemporary appearance based on traditional architectural forms together with the variety of materials across the site will lend the development a distinctive appearance.

- Minor amendments requested

#### 4.4 NCC Ecologist

##### Original Proposal

- Additional information and surveys to be provided

##### Amended Proposal

- No objection subject to conditions in respect of lighting design strategy for biodiversity and enhancement

#### 4.5 NCC Highways

##### Original Proposal

- Amendments to the proposal required

##### Amended Proposal

- No objections in principle subject to further minor amendments

#### 4.6 SNC Housing Enabling & Strategy Manager

- Within this application for 62 dwellings are 39 affordable homes, comprising: 11 one bedroom houses; 1 one bedroom bungalow; 14 two bedroom houses; 1 two bedroom bungalow; 10 three bedroom houses; and 2 four bedroom houses
- This is an acceptable mix as part of the agreed overall package of affordable homes across the whole site.
- The mix of property types within this phase is good, being able to meet a range of housing needs. I am content to agree the tenure mix in this phase separately as part of the overall package, providing an 80%/20% tenure split across the whole site in accordance with the Outline planning permission.
- The designs of all the house types are acceptable.
- On this basis, I have no objection to the application.

#### 4.7 SNC Environmental Waste Strategy

- No comments received

#### 4.8 SNC Landscape Architect

##### Original Proposal

- Clarification and amendments requested

##### Amended Proposal

- The revised scheme addresses the points of detail that I raised. No further comments to add.

#### 4.9 NCC Planning Obligations Co Ordinator

- No comments

#### 4.10 Play and Amenities Technical advisor

- No comments received

## 4.11 Police Architectural Liaison Officer

## Original Proposal

- Recommend that this development fully embraces the security standard and practice recommended in Secured by Design homes 2016 guidance.
- Attack resistant standards of accessible residential doors and windows; and garages
- 1.8m timber boundary fencing is recommended to protect rear and side gardens
- Street lighting or security light protection for external doors and parking areas
- Note that some parking bays which are not overlooked and are distant from owned residences
- Public open space and associated play space facilities i.e. Linear Park should for protection of users include: Vehicle mitigation features to prevent access; Visually open landscaping; Furniture securely fixed; Active room surveillance; Reporting procedures for misuse/criminal use; Removal of visitor parking bays beside Linear Park

## Amended Proposal

- No further comments to make

## 4.12 NHS England

- No comments received

## 4.13 NHSCCG

- No comments received

## 4.14 Cringleford Surgery

- No comments received

## 4.15 Norfolk And Waveney Local Medical Council

- No comments received

## 4.16 NCC Lead Local Flood Authority

## Original Proposal

- Object additional information required

## Amended Proposal

- No objections

## 4.17 Historic Environment Service

- No objections to the reserved matters
- Note that further archaeological field work is to be carried out as a requirement of condition 49 of the outline consent

## 4.18 Norfolk Wildlife Trust

## Original Proposal

Comments made on all the 9 reserved matter applications:

We note that all of the above applications are accompanied by a joint Preliminary Ecological Assessment (PEA). Whilst the PEA makes an appraisal of the existing site features and outlines some of the measures required to avoid or mitigate ecological

impacts, it is not complete, as there is a need for further protected species surveys and information on the measures needed ensure impacts on the County Wildlife Site (CWS) network are avoided. These concerns have also been raised by the County Council's Natural Environment Team in their recent response.

On the basis of the information submitted, we have the following detailed comments to make:

- Need for further surveys - Great crested newts and bats - support the need for these and recommend that they are submitted before a decision is made
- Hedgerows - ENV 3 CNDP requires the retention of hedgerows on the site but the accompanying landscaping plans appear to indicate the hedgerow in the northern section of the site will be served - recommend that further details are provided to ensure that they will enhance as a result of the development
- Impacts on County Wildlife Sites - the proposal is adjacent to Meadow Farm CWS and near others. We note the commitment made via the s106 agreement for the outline permission to support management of CWS in the Yare Valley and request that the revised ecology report is updated to reflect this. Additionally, the PEA states in section 4.3.1 that 'subject to measure to protect ground water and prevent surface water run-off at Meadow Farm CWS the impact is assessed as being Neutral'. It is not stated, however, what these measures are and therefore, we request further information
- Habitat Management Plan - support the recommendation by the County Council that the landscaping and habitat enhancement measures for this proposal should be co-ordinated through a joint Habitat Management Plan, to be provided at this stage

Amended Proposal

- No comments received

#### 4.19 Public Rights of Way

Original Proposal

Comments made in respect of all 9 reserved matters applications as there is one Public Right of Way - Cringleford Public Footpath 1 affected by the development as a whole  
Mains concerns are

- Northern part of Fp1 linking to the A11
- Obstruction by plots, raised lawn, tree planting, access road
- Not being aligned but diverted
- The does not appear to be a pedestrian access in the north east corner of the site

Amended Proposal

No comments received

#### 4.20 The Ramblers

- No comments received

#### 4.21 Highways England

- No objection



## 4.22 Environment Agency

- No comments

## 4.23 Natural England

- No comments

## 4.24 NCC Minerals and Waste Planning Officer

- No comments

## 4.25 National Planning Casework Unit

- No comments received

## 4.26 Anglian Water Services Ltd

- No objections to the reserved matters

## 4.27 SNC Community Services - Environmental Quality Team

- No comments to make regarding the reserved matters.  
Full details in respect of conditions 39 to 44 of the outline consent 2017/2120 will be submitted under separate discharge of conditions application

## 4.28 Other Representations

Comments made in respect of all the reserved matters applications  
92 letters of objection and a petition to 'stop the St Giles development from creating access from the proposed estate to Cantley Lane' with 72 signatures

Comments made in respect of all the reserved matters applications

- Find it extraordinary that an access option will be provided to Cantley lane
- To submit a secondary access onto Cantley Lane at this late stage since the design was updated, knowingly goes against what residents have been objecting to since 2013
- Purchased our property in 2018 based on the detailed examination of the existing and approved plans and only in the knowledge that there was to be no access to Cantley lane
- Narrow Road with a considerable amount of parking, especially near the Cringleford surgery and veterinary practice where, patients parking overflows onto Cantley lane and causes congestion
- Cantley Lane is narrow, inadequately lit, has inadequate pavements, kerbing, verges and with its sub-standard drainage is liable to flash-flood in heavy storms
- Cantley lane is a quiet residential Lane used by school children, elderly residents and cyclists; and is popular with horse riders and dog walkers
- Unacceptable risk to pedestrians
- Issues with parking
- Increased parking problems as hospital staff leave their cars there to get the local bus to the hospital
- Concerns with the increased traffic flow along Cantley lane
- Commercial vehicles will use Cantley Lane
- Noted that there will be a secondary access via the development onto Cantley Lane creating a 'cut through' and 'rat-run' from the A11 to Keswick Road to access Eaton, Horsford, Keswick and surrounding villages

- Road safety concerns for children from the land and Brettingham Avenue crossing Cantley Lane to make their journey to school
- Both Cantley lane and Keswick Road have sub-standard carriageway construction and likely to deteriorate quickly with increased traffic
- No evidence has been provided with documentation that there has been any consideration of the increased traffic along Keswick Road
- Problems over traffic needs to be considered in the context of the development as a whole, to avoid seeing as a whole would be a failure of responsibility at Council level
- Impact on amenity, noise, air quality and quality of life from additional vehicles
- Increased traffic driving down Cantley Lane headed to Cringleford and Eaton will be a blight on the already overcrowded intersection and Historic assets in that area
- In 2017 the local community successfully campaigned to halt the proposed North South Cantley Lane Tunnel and are determined to ensure that this access should not go ahead, as there is no benefit to the local community as a whole
- Such provisions were not allowed for access from the Roundhouse Estate onto Colney Lane and therefore the same should apply
- No mention of upgrades to Cantley lane to cope with the additional traffic
- Object to the statement 'is not considered to cause any adverse impact on highway safety'
- Highways England propose to connect the south Cantley Lane to the Cantley Lane and also the roundhouse roundabout - all of this will lead to an unacceptable increase in traffic flow
- Traffic coming from the centre of Norwich and Eaton
- Increasing number of vehicles already do not adhere to the speed limits on Cantley Lane
- In parts Cantley lane only has a pedestrian footpath/pavement on one side of the lane; where there is pavement it is very narrow
- People using wheelchairs or mobility scooters are not able to go from the top of Cantley lane to the vets, surgery or the footpath that leads to Newmarket Road crossing for the primary school without having to cross and cross back unless they use the road
- Conditions of the PIN's approval have not been taken into account for the reserved matters application for example there is no reserved matters for condition 27 (off-site highway works to Cantley Lane), object that the proposals should include a secondary access onto Cantley Lane not having taken due care to the conditions of the appeal
- Mr Nick Tupper's assertion that Cantley Lane currently has a 'good' accident record beggars' belief
- I have seen serious accidents living opposite a bend and a junction on Brettingham Avenue, on most days someone has to mount the pavement to pass
- New development with its retail/business element will also draw motorists from Cringleford and Keswick onto Cantley Lane. A similar and undesirable situation exists on Roundhouse with Tesco's
- Concerned that after a major public consultation undertaken by Highways England that they offer no objection or comment on the proposed link
- Need to lower the speed limit to 20 mph
- Cantley lane was given the status of 'Key Cycle Path' and 'Proposed Key Walking Route' approved by the Secretary of State
- Traffic figures indicating that the effect on the traffic in Cantley lane as not significant is misleading and unrepresentative
- The traffic figures have been wrongly calculated and do not reflect the significant increase that Cantley Lane and surrounding roads will be subject to if the new access is allowed
- Local area saturated with housing development

- Detrimental impact on character of the village
- Trees and hedgerow need to be retained
- Apartment blocks are out of character with Cringleford - no other apartment blocks in Cringleford
- Contrary to DM3.8, DM3.10, DM3.11, DM3.13 and DM4.10
- Proposal will not improve the character and quality of the area
- Impact on the surrounding environment which the proposal will have
- Conflict of interests as Big Sky is owned by South Norfolk Council, the planning proposal needs to be scrutinised by an independent agency outside of SNC as neither party can independently and transparently engage in a planning process
- Totally unacceptable that this whole process is effectively 'in-house'
- The development company is associated with SNDC, so approval seems assured whatever the objections
- Is not the developer effectively seeking approval from itself?
- The leaflet about the public event at the Willow centre on 22 January does not indicate that comments have closed before the event takes place and this is misleading
- Event should have been held somewhere nearer the site; a second event is called for on the south side of A11 - not everyone has a car to attend local events
- Consultations sent out over Christmas when people were away
- Plan with the proposal appears incorrect in regard to the borders of our and our neighbours
- Shows our trees within the site
- Loss of value of property
- In the recent past there has been flooding on Cantley lane which has impacted on Brettingham Avenue and this was attributed to the proposed development site being 'ploughed in the wrong direction' - concreting over the whole site will exacerbate this problem
- Main drain from Roundhouse runs down Brettingham Avenue - who has calculated the total volume of water now being focused in this area?
- Concern re flooding from the new development
- Catastrophic flooding on 23rd June 2016, NCC Water Management's report concluded that most of the flood water came from the fields immediately behind the doctor's surgery
- What are the arrangements for overspill from the East Pond and other parts of the new development?
- A flood and water drainage situation should be understood, measured, documented and monitored into the future with accountability
- Existing trees and hedgerows should be retained and enhanced including the Veteran tree close to where the new road crosses Cantley lane
- Capacity issues at Cantley Lane surgery and local school
- Loss of post office
- Neighbourhood plan has been completely ignored
- This development will be subject to a judicial review if it goes ahead as currently proposed
- Is there a coach turning area planned for the playing fields? Coach traffic will increase noise and pollution and lower quality of life for residents
- Impacts on wildlife including bats, owls, birds and invertebrates
- New footbridge over the A11 required

#### Amended proposal

- It is essential that all trees and hedgerows marked to be retained are given full and adequate protection during and after the development

- Concerned about the changes to the road and verges outside my house. See no reason for the road widening opposite 51 and 49 Cantley Lane as it is not a through road and adjoins the continuation of Cantley Lane designated as a footpath.
- The widening will adversely impact on the adjacent hedgerow

## 5 Assessment

### **Key considerations**

- 5.1 The key considerations are the layout, design/appearance/scale and landscaping.

### **Principle**

- 5.2 The principle of the development on the site has been accepted by the grant of the outline consent. The site is included within the development boundary and is a Housing Site Allocation area as set out in the Cringleford Neighbourhood Development Plan. As such the principle is established for residential development. It is therefore only the details reserved at that outline that are now for consideration. With this in mind the following assessment focuses on the site-specific planning issues and how the scheme complies with the requirements of the outline consent.

### **Layout and Design**

- 5.3 Both JCS Policy 2 and Section 12 of the NPPF require high quality design with importance being attached to the design of the built environment, which is seen as a key aspect of sustainable development.
- 5.4 Firstly, a Design Code has been agreed for the site covered by the outline consent. It is essential that the scheme complies with this document. The application is supported by a Planning Compliance Document to support how the scheme meets the requirements of the Design Code. It includes a Design Code checklist and provides in depth detail to illustrate how the design concept and each principle of the code have been applied to the detailed design of the scheme to achieve a high quality residentially led development. Having considered this document and the scheme as amended, officers are satisfied that the scheme does comply. Equally, following the revised submission it is considered to be compliant with the South Norfolk Place Making Guide.
- 5.5 The Development structure follows perimeter block principles as set out in the design code, bordering the Linear Park/Copse to the east, the strategic landscaped zone to the north, the St Giles Park recreational open space to the west and reserved matters 4 to the south. The layout provides adequate pedestrian and cycling connections through this part of the development. There is good and legible access for all properties to the village green at the entrance to the estate which is the main focal point and gateway for the estate and will also provide the local service centre and access to public transport. There is a mix of tenures and house types across this part of the site. The aim is to create a character that is based on the scale and form of traditional housing, but in a more contemporary style, which will lend the area a more distinctive character. The use of traditional materials ensures that the contemporary style ties in with traditional building character and attention has been given to detailing such as variety in fenestration and contrasting brickwork to create architectural interest.
- 5.6 The organisation of the road hierarchy is in line with the design code. The primary street will have good width and footpaths. Secondary road is shorter in length which will assist in reducing vehicle speeds, and private drives will create more intimate spaces which will allow them to function more as social spaces. There is a mix of parking provision. Parking is generally on plot and to the side for the majority of semi-detached and detached dwellings. Frontage parking is limited to relatively small areas.

- 5.7 There is clear definition between public and private space, with public space including car parking being well overlooked, and back gardens generally backing onto back gardens, or where they do back onto public space, having a good level of surveillance.
- 5.8 In view of the above, it is considered that the proposed layout and design of the house types would result in a sufficiently high-quality development. Overall, the scheme results in a development with its own distinctive character with a strong green network that relates positively to its surroundings and Cringleford.
- 5.9 The densities of the proposed development are based on the wider local context and overall reflect the density framework plan part of the design code. The proposal does not exceed the maximum density of 25 dph gross across the housing allocation area as required by condition 7 of the outline consent. It should also be noted that the HOU 3 of the Cringleford Neighbourhood Plan requires an average approximate density of 25 dwellings per hectare (gross) across the Housing Site Allocation Area (HSAA).
- 5.10 The scheme is considered acceptable in terms of its design, scale, layout and relationship to the surrounding area. On this basis, it is considered that the scheme would accord with Policy 2 of JCS, Section 12 of NPPF, DM1.4, DM3.8 and DM4.3 of the Development Management Policies document and GEN1, HOU2 and HOU3 of the Cringleford Neighbourhood Plan.

### **Highways**

- 5.11 Policy DM3.11 of the South Norfolk Local Plan states that planning permission will not be granted for development which would endanger highway safety or the satisfactory functioning of the highway network.
- 5.12 The primary access is from the existing roundabout on the A11 to the north of the site and a secondary access will be via Cantley lane, the vehicular access will be restricted at a point west of Brettingham Avenue, where the route will continue to allow for cyclists and pedestrians. These access points were considered at the outline stage and subject to the appropriate conditions, it was considered acceptable.
- 5.13 There have been significant concerns raised as set out above from local residents in respect of the use of Cantley Lane as an access into the proposed development. Whilst the concerns raised are fully appreciated, the original application included as part of its proposal the accesses to the site. These were the access from the existing roundabout on the A11 and from the eastern part of Cantley Lane. The Planning Inspector consider these as part of the appeal, which was a Public Inquiry procedure, refers to them to within his decision letter and included the access as part of the approved plans. In view of the above, the access from Cantley Lane has already been accepted and therefore cannot be a reason to refuse this reserved matter application.
- 5.14 In terms of the internal road network, the detailed specifications of its construction and drainage etc. will be dealt with under a discharge of conditions application. However, details have been submitted and amended as required by NCC Highways to ensure that the road can be constructed to adoptable standard. The Highway officer subject to some further minor amendments, which the applicants have recently provided, has raised no objections to the proposal.
- 5.15 In view of the above, the proposal therefore accords with Policy DM3.11 and DM3.12 of the Development Management Policies document.

- 5.16 A number of concerns have been raised as set above by local residents in addition to the use of Cantley Lane, regarding the impact of the development on the surrounding road network, highway safety issues, congestion and out of date data etc. However as set out above this application is for reserved matters consent following the principle of the development being accepted, together with its traffic implications and access points. As part of the outline consent off-site highway works were conditioned to protect the environment of the local highway corridor and to ensure that the highway network is adequate to cater for the development proposed.
- 5.17 As such, whilst I fully appreciate the concerns raised, I do not consider the application should be refused on the grounds raised, particularly in the absence of an objection from NCC Highways or Highways England, and in having due regard to paragraph 109 of the NPPF which states development should only be prevented or refused on highway grounds if there would be an unacceptable impact or the residual cumulative impacts on the road network would be severe.

### **Landscaping**

- 5.18 Policy DM4.5 requires all development to respect, conserve and where possible, enhance the landscape character surrounding the development. Policy DM4.9 advises that the Council will promote the retention and conservation of significant trees, woodlands and traditional orchards
- 5.19 The overall landscaping scheme for the site will be subject to a discharge of conditions application, however as part of this proposal full details of the overall landscape strategy in particular the street trees, the landscape features and those trees to be protected have been provided. Again, the proposal accords with the aspirations of the Design Code and would not result in any significant harm to the local landscape. The Landscape Architect did raised some minor points which have now been addressed, the proposal is therefore considered acceptable and complies with the requirements of Policy 1 of JCS, Section 15 of NPPF, DM4.5 and DM4.9 of the Development Management Policies document and GEN1 and ENV1 of the Cringleford Neighbourhood Plan.

### **Ecology**

- 5.20 Policy 1 of the JCS requires the development to both have regard to and protect the biodiversity and ecological interests of the site and contribute to providing a multi-functional green infrastructure network. Policy DM4.4 looks for new development sites to safeguard the ecological interests of the site and to contribute to ecological and Biodiversity enhancements
- 5.21 In terms of ecology, the NCC Ecologist requested further surveys in support of all the reserved matters applications. It is important to note that ecology was considered under the outline consent with surveys submitted and the imposition of a condition requiring ecology and biodiversity mitigation and enhancement measures to be submitted and agreed under a discharge of conditions application. It was accepted that those surveys are out of date and the applicant has now provided the further surveys as requested by NCC Ecologist. The provision of these additional surveys has also been requested by Norfolk Wildlife trust as set out above. The NCC Ecologist now raises no objections to the proposal subject to the imposition of conditions.
- 5.22 In view of the above, the proposal is considered to accord with DM4.4 of the Development Management Policies document and Section 15 of the NPPF.

**Impact on Residential Amenity**

- 5.23 Policy DM3.13 directs that development should not be approved if it would have a significant adverse impact on nearby resident's amenities or the amenities of new occupiers.
- 5.24 The principle of the development, access point, and number of dwellings is established through the outline consent and the impacts on general residential amenity in this respect has already been considered. The scheme would adequately protect the amenities of future residents when having regard to the layout of the scheme, the position of the dwellings within it and the positioning of openings within the dwellings. The nearest existing residential properties to the proposal are separated by the development site, the A11 (Newmarket Road) and Cantley Lane and therefore are a sufficient distance away as to not be affected by overlooking, overshadowing, overbearing impact etc.
- 5.25 As such, the proposed development would not result in any significant harm to the amenities of existing or proposed properties and accords with DM3.13 of the Development Management Policies document.

**Drainage**

- 5.26 Both the foul water and surface water drainage strategy for the whole site will be subject to discharge of conditions application, which follows conditions imposed under the outline consent. A drainage strategy has however been submitted in support of the reserved matters application and the Lead Local Flood Authority has raised no objections. A specific drainage strategy for the site will still be required to be submitted and agreed as a discharge of conditions. As such the proposal is considered to accord with JCS Policy 1 and DM4.2.
- 5.27 Concerns have been raised as set above by local residents in respect of recent flooding and concerns regarding the drainage strategy for the whole site. Drainage was considered under the outline consent and it has been demonstrated as part of this application that a suitable drainage strategy can be provided and in view of this, I do not consider that the application can be refused on the grounds raised.

**Affordable housing**

- 5.28 JCS Policy 4 requires housing proposals to contribute to the mix of housing required to provide balanced communities and meet the needs of the area as set out in the most up to date study of housing need and/or Housing Market Assessment. The most up to date assessment of housing need is detailed in the Strategic Housing Market Assessment (SHMA).
- 5.29 The proposed number, housing types and tenure of the affordable housing mix for the site as a whole is in accordance with requirements of the S106. The scheme will deliver 115 affordable dwellings which equates to 33% of the total proposed dwellings. The location of the affordable dwellings has been dispersed through the site with a maximum cluster size of no more than 25 dwellings. This phase will include affordable units, the Housing Enabling and Strategy officer has no objections as set out above. As such the proposal is considered to accord with HOU4 and HOU9 of the Cringleford Neighbourhood Plan and Policy 4 of the JCS.

**Public Open Space**

- 5.30 In terms of open space, the development as a whole, caters for children play by including several play areas, namely one Local Area for Play (LAPs) located within The

Green. The final details for these spaces such as how it is equipped is to be agreed with the Council as per the provisions of the S106 agreement.

- 5.31 The proposal is considered to comply with the requirements of comply with the requirements of Policy 1 of JCS, DM3.15 and DM4.9 of the Development Management Policies document and HOU2 of the Cringleford Neighbourhood Plan.

### **Setting of Listed Buildings**

- 5.32 This reserved matters application is a significant distance from the two listed buildings within the vicinity of the outline site, separated by the A11 and the proposed development to the south of this particular application and therefore it has no impact at all on those two listed buildings identified above.

### **Other matters**

- 5.33 For the avoidance of doubt, the provision of 10% renewable energies, water efficiency, detailed landscaping scheme, tree protection, travel plan, parking and traffic access routing for construction, provision of fire hydrants, land contamination, noise and dust from construction, air quality, protection of new dwellings from noise from surrounding roads for example have been conditioned as part of the outline consent for details to be submitted as a discharge of conditions application.
- 5.34 An Environmental Statement (ES) was submitted under the Town and Country Planning (Environmental Impact Assessment) Regulations for the outline application. Due consideration has been given to the information submitted in the Environmental Statement when assessing the environmental impact of this reserved matters proposal, to ensure that the level of information provided in the ES was appropriate to the nature of this specific application. I consider that the ES satisfactorily considered the environmental impact of layout, design/appearance/scale of the built form and landscaping.
- 5.35 Under Section 143 of the Localism Act the council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.
- 5.36 This application is liable for Community Infrastructure Levy (CIL).

### **COVID as a material planning consideration**

- 5.37 The need to support the economy as part of the recovery from the COVID-19 pandemic is a material consideration. This application will likely provide employment during the construction phase of the project and supports the housing development. This weighs in favour of the proposal.

### **Conclusion**

- 5.38 The principle and number of dwellings have already been established by the grant of outline consent 2013/1494. The proposal is considered acceptable in terms of design and layout. Furthermore, the development will not harm the character and appearance of the area or the amenities of neighbouring properties. In view of the above, the proposal is considered to accord with policy, and I recommend that the application be approved.

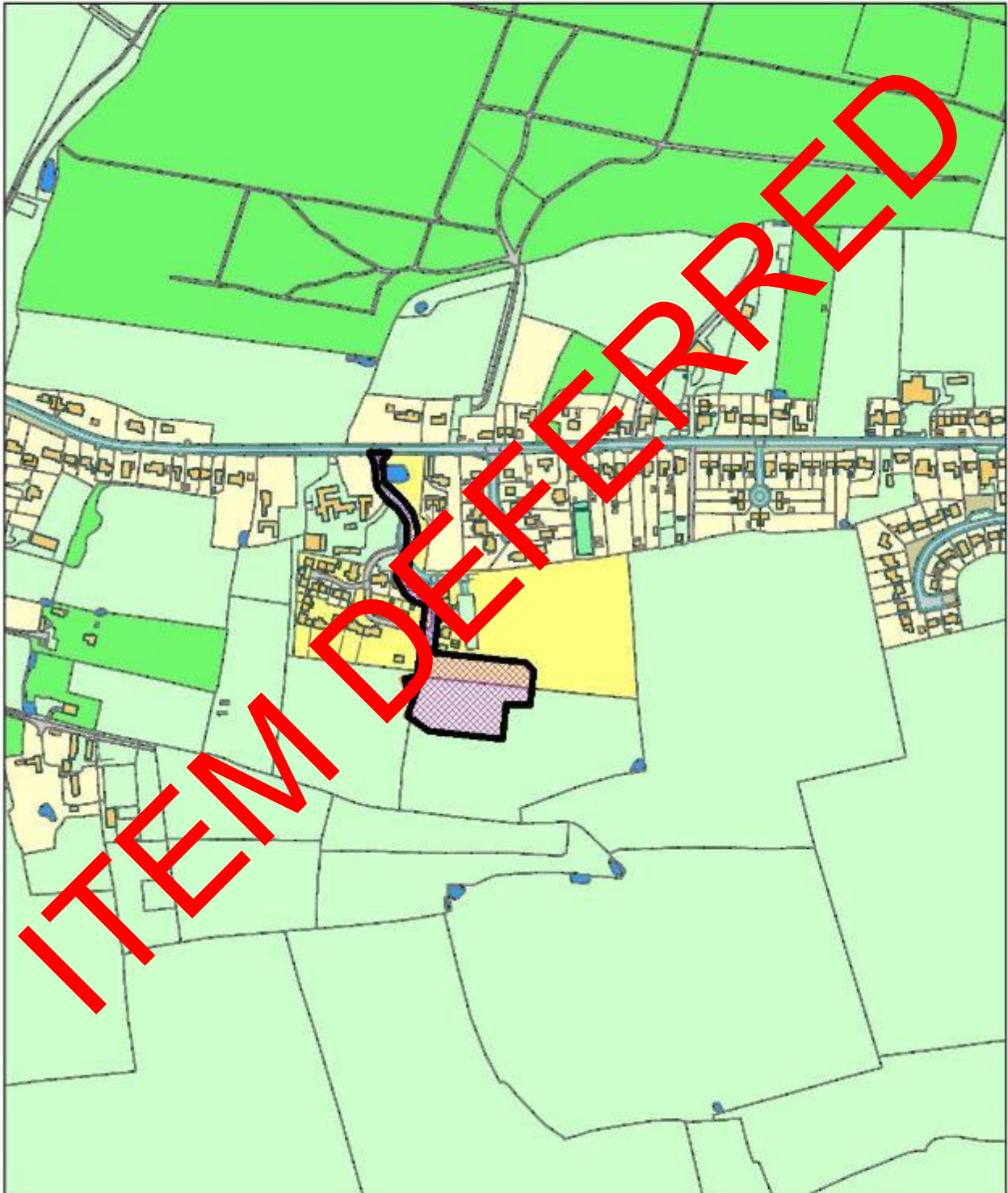


Recommendation : Authorise the Director of Place to approve subject to minor highway amendments

- 1 In accordance with outline consent
- 2 To accord with submitted plans
- 3 Materials to accord with submitted details
- 4 Lighting design strategy
- 5 Ecological mitigation

Contact Officer, Telephone Number Claire Curtis 01508 533788  
and E-mail: ccurtis@s-norfolk.gov.uk

2019/2252



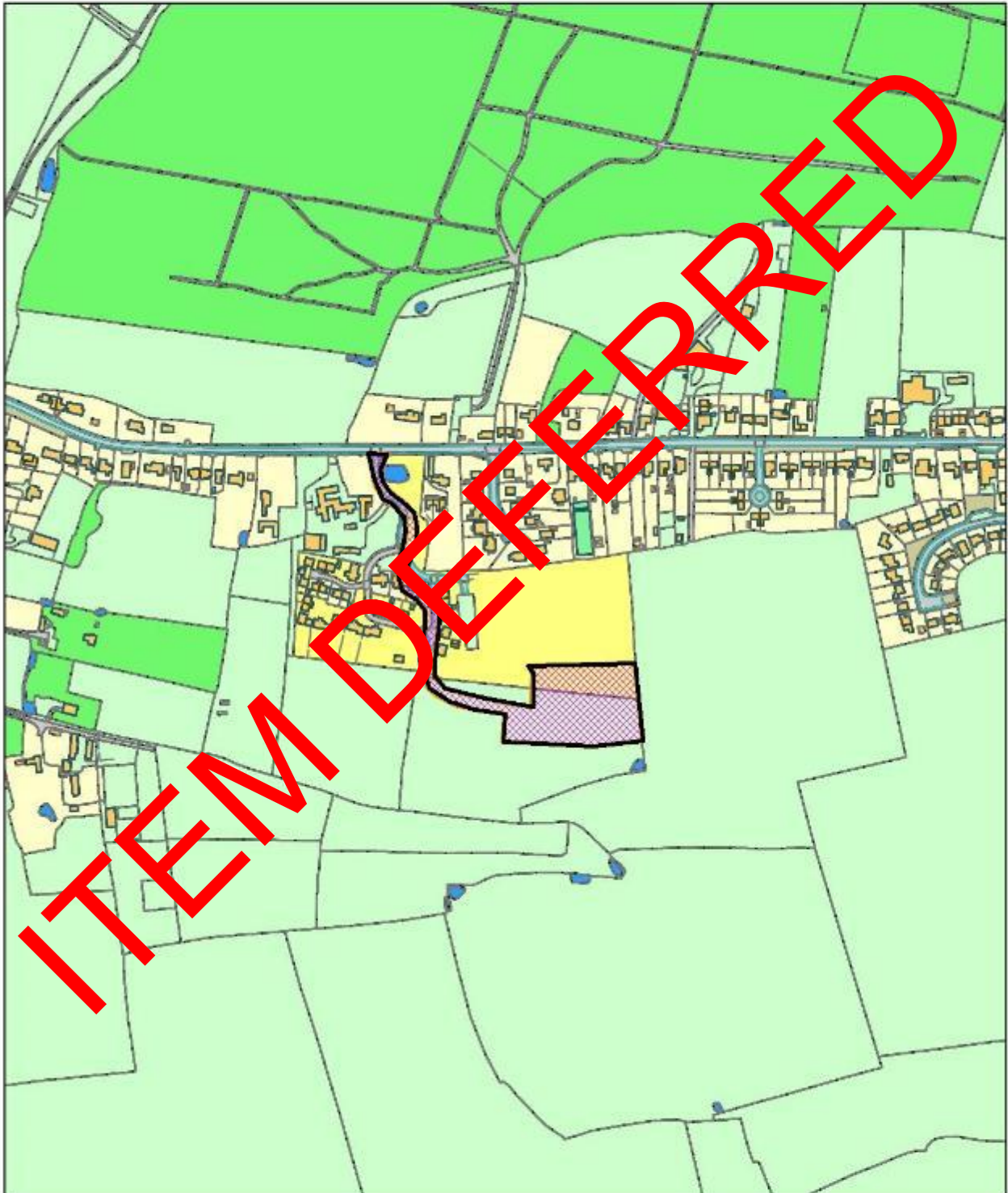
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2019/2253



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**2. Application No : 2019/2252/O**  
**Parish : ASHWELLTHORPE AND FUNDENHALL**

Applicant's Name: Saffron Housing Trust & P. Muskett  
 Site Address Land To Rear of Wood Farm The Street Ashwellthorpe Norfolk  
 Proposal Erection of 12 affordable dwellings with associated access and parking

**3. Application No : 2019/2253/O**  
**Parish : ASHWELLTHORPE AND FUNDENHALL**

Applicant's Name: Saffron Housing Trust & P. Muskett  
 Site Address Land To Rear of Wood Farm The Street Ashwellthorpe Norfolk  
 Proposal Erection of 5 affordable dwellings and 7 market dwellings with associated access, garaging and parking. Pond and wetland area.

Reason for reporting to committee

The Local Member has requested that the application be determined by the Development Management Committee for appropriate planning reasons as set out below in section 4.

Recommendation summary : Refusal

**1 Proposal and site context**

- 1.1 This report relates to two applications on land to the rear of Wood Farm, The Street Ashwellthorpe. The applications are presented within a single report as the proposals are considered to be intrinsically linked, with the applicant confirming that their delivery is dependent on both schemes. All the reports which have been submitted to support the scheme by the applicant have considered both applications.
- 1.2 Application 2019/2252 seeks outline permission for access, layout and scale for 12 affordable dwellings, within the submitted information this is referred to as phase 2A. Application 2019/2253 seeks outline permission for access, layout and scale for 5 affordable dwellings and 7 market dwellings, this is also referred to as phase 2B within the submitted information. This application also includes a new pond.
- 1.3 Both applications are proposed to be served off a single point of access from The Street, and they are designed in the form of an extended cul-de-sac. The site is located to the south of an existing development for 31 dwellings. This development has also included a new village hall and playing fields. Within the evidence base submitted to support these applications, this development is referred to as phase 1.
- 1.4 Land to the south of the applications is within agricultural use. Public footpath Ashwellthorpe FP8 runs on land adjacent to the eastern boundary of the site.
- 1.5 Ashwellthorpe is defined as a Service Village through the Joint Core Strategy. This development site is located outside of the defined development boundary. The land is currently used as paddocks for horses.

**2. Relevant planning history**

- 2.1 2017/2495 Variation of conditions 8 and 9 of planning consent 2016/0270 - (Conversion of barns to 3 residential dwellings with two proposed new garage/cartshed buildings) - To allow building work to start on building B3.



2.2	2019/0101	Discharge of condition 13 of permission 2018/2773 - Arboricultural Method Statement	Approved
2.3	2019/0826	Replacement of bowling green with tennis courts.	
2.4	2019/0906	Replacement of previously approved bowling green with two tennis courts surfaced in black asphalt and enclosed by 2.75m high green chain link fencing on a galvanised angle iron framework with lockable access gate.	Approved
2.5	2019/2506	Details for condition 2 of 2019/1142 - external lighting	Approved
2.6	2020/0243	Discharge of condition 3 of planning permission 2019/0906 - noise management strategy	Approved
2.7	2020/1929	Discharge of condition 4 of 2016/0172 - erection of new boundaries	under consideration
2.8	2020/1937	Discharge of condition 10 of planning permission 2016/0271 - boundaries	Approved
2.9	2008/0512	Change of use of cart barn to domestic storage with alterations. Rebuild existing garage and replace army hut with smaller building for use as utility room.	Approved
2.10	2008/0511	Change of use of cart barn to domestic storage with alterations. Rebuild existing garage and replace army hut with smaller building for use as utility room.	Approved
2.11	2007/2034	Conversion of storage/unused areas to domestic accommodation	Approved
2.12	2002/1367	Insertion of 2no dormers to existing wing	Approved
2.13	2016/0743	Modification of S106 Agreement for permission 2011/0506/F, dated 15 April 2014 - Reduction of Affordable Housing provision to two affordable dwellings	Approved
2.14	2016/2970	Discharge of conditions 4 - roads, footways & cycleways, 8 - boundary treatments, 10 - surface water drainage, 12 - fire hydrant, 13 - materials & 14 - Arboricultural Method Statement of permission 2011/0506/F	Approved
2.15	2018/1331	Variation of condition 2 of permission 2011/0506/F -New road and reorientation of existing road. Reorientation of village hall. Relocation of village hall car parking, bowling green, and football pitch. Minor relocation of village hall shed. Relocation of garages to	Approved

		plots 29 and 30. Relocation of parking spaces for Plot 26. Plot 13: new house type and garage. Plots 18, 19, 20, 21, 22, 23, 24, 25, and 31 - relocation and new house types	
2.16	2018/2773	Variation of condition 1 of permission 2018/1331 - Amendments to layout including to the position and design of the village hall, and to the position of the groundsman store and bowling green	Approved
2.17	2018/2813	Discharge of condition 7 - boundary treatment plan of permission 2018/1331	Approved
2.18	2019/0047	Discharge of condition 11 - fire hydrant of permission 2018/1331	Approved
2.19	2019/0084	Discharge of conditions 3 - Details of roads and footways and 9 - Surface water drainage of permission 2018/2773	Approved
2.20	2019/0826	Replacement of bowling green with tennis courts.	
2.21	2019/0906	Replacement of previously approved bowling green with two tennis courts surfaced in black asphalt and enclosed by 2.75m high green chain link fencing on a galvanised angle iron framework with lockable access gate.	Approved
2.22	2019/1142	Variation of condition 1 - revision of Village hall roof shape of permission 2018/2773/RVC - Variation of condition 1 of permission 2018/1331 - Amendments to layout including to the position and design of the village hall and to the position of the groundsmans store and bowling green.	Approved
2.23	2020/0100	Non material amendment to 2019/1142 - Omission of two windows in the south elevation of village hall. Relocation of groundsman shed. Changes to internal layout of plots 7/8 and 22/23.	Approved
2.24	2020/0243	Discharge of condition 3 of planning permission 2019/0906 - noise management strategy	Approved
2.25	2012/1403	New garages/shed to the rear of the property and conversion of existing cartshed garage to garden room	Approved
2.26	2011/0506	Creation of 31 houses with new village hall, bowling green, sports pitch, village green, and associated parking.	Approved

### 3 Planning Policies

#### 3.1 National Planning Policy Framework (NPPF)

NPPF 02 : Achieving sustainable development

NPPF 04 : Decision-making

NPPF 05 : Delivering a sufficient supply of homes

NPPF 12 : Achieving well-designed places

NPPF 14 : Meeting the challenge of climate change, flooding and coastal change

NPPF 15 : Conserving and enhancing the natural environment

#### 3.2 Joint Core Strategy (JCS)

Policy 1 : Addressing climate change and protecting environmental assets

Policy 2 : Promoting good design

Policy 3: Energy and water

Policy 4 : Housing delivery

Policy 15 : Service Villages

#### 3.3 South Norfolk Local Plan Development Management Policies

DM1.3 : The sustainable location of new development

DM3.1 : Meeting Housing requirements and needs

DM3.2 : Meeting rural housing needs

DM3.8 : Design Principles applying to all development

DM3.11 : Road safety and the free flow of traffic

DM3.12 : Provision of vehicle parking

DM3.13 : Amenity, noise, quality of life

DM3.15 : Outdoor play facilities/recreational space

DM4.1 : Renewable Energy

DM4.2 : Sustainable drainage and water management

DM4.3 : Facilities for the collection of recycling and waste

DM4.4 : Natural Environmental Assets - designated and locally important open space

DM4.5 : Landscape Character Areas and River Valleys

DM4.8 : Protection of Trees and Hedgerows

DM4.9 : Incorporating landscape into design

#### **Statutory duties relating to Listed Buildings, setting of Listed Buildings and Conservation Areas**

S16(2) and S16(1) Planning (Listed Buildings and Conservation Areas) Act 1990 provides that in considering whether to grant planning permission or listed building consent for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

### 4. Consultations

#### 4.1 Ashwellthorpe Parish Council

- We would like to make it known that we are unanimously in favour of the application.

#### 4.2 District Councillors

Cllr Legg

- Can be delegated if recommended for approval. To committee if recommendation is refusal. Reason: Major application

Cllr Francis

- I'm surprised that there seems to be any problems with these applications as both the Parish Council and residents I have spoken to are very much in favour of this development. The houses are badly needed for those on the register for Local needs housing. If these are refused I would like to have them referred to the Planning Committee ASAP.

4.3 Norfolk And Waveney Local Medical Council

- No comments received

4.4 SNC Landscape Architect

- Policy DM4.5 (Landscape Character and River Valleys) requires that "All development should respect, conserve and where possible, enhance the landscape character of its immediate and wider environment" and that "All development proposals will be expected to demonstrate how they have taken the following elements (from the 2001 South Norfolk Landscape Assessment as updated by the 2012 review) into account: The key characteristics, assets, sensitivities and vulnerabilities; The landscape strategy; and Development considerations."
- The applications' sites are within the E1 Ashwellthorpe Plateau Farmland landscape character area, the published assessment for which highlights the smaller field pattern associated with settlements and the need to conserve this, particularly the smaller enclosures around settlements.
- A simple desk-based survey reveals that the proposed sites extents do not complement the land pattern, and as such do not respect, conserve or enhance the landscape character as required by DM4.5

4.5 The Ramblers

- Having reviewed the documentation we note that the applicants make no specific mention of the PROW, Ashwellthorpe FP8, that appears to run along the eastern boundary of the combined application site. it would be helpful if its precise route could be shown on the drawings.
- The path must remain open and fully accessible at all times.

4.6 Senior Heritage & Design Officer

- In terms of village character, Ashwellthorpe is characterised by a very long and linear development pattern. Historically, houses were dispersed along the very straight "The Street", with later infill. Most houses were on the north side of The Street. Two village pubs were further east on the north side, as well as the medieval All Saints Church.
- The new development has created a new village green and new village hall and sports pitch, seeking to provide more of a 'village centre'.
- On the south side of the Street, historically housing had long rear gardens. Greenwood Close and The Crescent were developed keeping to this rear building plot line, and this roughly relates to where the street bends south toward the east at Church Farm. The later C20 estate cul-de-sac style development of Knyvett Green 'break outs' from this line but only slightly.
- My main concern is that the new development represents a further 'break out' to the south side of the settlement. This will lead to further quite significant



development at the western end of the settlement and in my opinion will lead to too much clustering of

- development at the west end of the village, and project too much in open countryside from the traditional village envelope.
- Access to dwellings in this development from The Street will be quite convoluted, including passing through the estate currently being built. There is no footpath connection shown to the footpath which currently exists to the east. Part of the character of the village hall and new create football pitch is that its maintains a connection to the south of views over open countryside, appropriate for a rural village location. This development will sever that connection. The new development will also surround the football pitch to the south with very little buffer space, which could lead to conflicts between the use of the pitch and proximity of the adjacent housing with relatively shallow depth gardens.
- I therefore consider that in principle, although in very close proximity to the new village hall and sports pitch, this is not the ideal area to consider further village expansion.

#### 4.7 Anglian Water Services Ltd

- Foul Drainage – The Ashwellthorpe Water Recycling Centre will have available capacity for these flows
- Used Water Network - Development may lead to an unacceptable risk of flooding downstream. Anglian Water will need to plan effectively for the proposed development, if permission is granted. We will need to work with the applicant to ensure any infrastructure improvements are delivered in line with the development. Topography has shown that a ramped discharge regime may be required.

#### 4.8 NCC Ecologist

- A preliminary ecological appraisal should be undertaken. This should give consideration to exterior lighting. A biodiversity enhancement plan should also be prepared.

Comments on amended information

- The ecology report is fit for purpose, however there are a few points which need clarifying/amending.

Comments on amended information

- Following additional clarifications there are no objections on ecological grounds. Recommend conditions in relation to a biodiversity method statement, ecological design strategy and a lighting design strategy

#### 4.9 SNC Community Services - Environmental Quality Team

Recommend conditions in relation to:

- Contaminated land investigation
- Implementation of contamination remediation
- Unexpected contamination
- Construction management plan

#### 4.10 NCC Highways

- The sites are served via the already approved estate road serving 31 dwellings and a village hall. Should applications 2019/2252 and 2019/2253 be approved this

will result in 55 dwellings and a village hall being served via a cul-de-sac and one point of access. Whilst we would not object to the principle of the current proposals the applicant should be aware this will not commit the Highway Authority into accepting potential further phases. Should future phases be considered these will be assessed on their own merits and depending on their scale may require a second point of access.

- The applications are for two phases of residential development on land to the rear of the new community hall at Wood Farm. Whilst combined they may deliver one comprehensive development there is no guarantee each application will be permitted. Even if they are there is no guarantee both phases would be delivered at the same time. Consequently, the layout of each phase should be capable of supporting itself without relying on the other. Amendments are therefore required to the proposal. Specifically, a suitably located size 3 turning head should be provided
- within the layout of Phase 2A. This could take the form of a temporary turning head in phase 2B, rather than having to amend the layout of phase 2A

#### 4.11 SNC Housing Enabling & Strategy Manager

##### Comments on 2019/2252

- Under Policy 4 of the Greater Norwich Joint Core Strategy (para 5.32), provision is made for homes to meet a demonstrated local need on sites that would not otherwise be released for housing.
- I have seen no reference to a local housing needs survey undertaken by Saffron Housing Trust in late 2018, the findings of which I believe were reported to the Parish Council. I also note that the Parish Council unanimously supports this application.
- I support the principle of affordable housing to meet local needs. However, I feel that this particular proposal fails to demonstrate that the number, types and tenures proposed meet local need. Consequently, I do not support the application as currently proposed.

##### Comments on 2019/2253

- The mix proposed means that almost 42% of the dwellings would be affordable homes. If no public subsidy is to be provided, this exceeds the 30% requirement in Policy 4 of the Greater Norwich Joint Core Strategy.

Alternatively, this could be an affordable housing proposal for local needs under the 'exceptions policy', with the open market homes intended to provide cross-subsidy. If so, a financial appraisal should be provided to demonstrate that the package is justified.

As a stand-alone application, my comments on the affordable housing are:

- The 2 bungalows would be welcome, although I would wish to see a more precise specification than 'wheelchair accessible'.
- I would prefer at least 1 two bedroom house for affordable home ownership to provide a better mix.
- As a package with 2019/2252/O, my comments are:
- The overall tenure mix (8 rent + 9 affordable home ownership) would be acceptable.
- The proportion of three bedroom houses (9 of 17) is too great, especially if 5 or more were to be for affordable home ownership.

### Conclusions

- I welcome the proposal for more affordable homes in principle. However, if it was decided to approve the application, I would wish to amend the types of property for affordable home ownership. If this is an affordable housing proposal under the 'exceptions policy', taking into account the need to be met through 2019/2252/O the total of 17 affordable homes is not justified by evidence of local housing need. Consequently, if this was to be the basis, I would not be able to support the application.

### Comments on additional information

- I am aware that financial evidence has been submitted seeking to demonstrate that the overall tenure mix (including 7 market dwellings) is required to generate a financially-viable development. Having looked at the evidence submitted, I believe that it is inadequate to demonstrate that 7 market dwellings are required to provide any necessary cross-subsidy to make an affordable housing development viable.

### Consequently:

- As Phase 2A (2019/2252) is a separate Outline application for 12 affordable dwellings, I am able to support it, subject to further discussion about the precise mix of type and tenure at the Reserved Matters stage. Confirmation is still required about whether this is a 'local needs' or an 'entry level' exception site proposal.
- Phase 2B (2019/2253) is a separate Outline application for 5 affordable and 7 market dwellings. I am not able to support this as a separate application because I am not satisfied that the financial evidence submitted justifies 7 market dwellings. The profit from the market dwellings should be no more than is necessary to make the 5 affordable homes financially viable. Any approval of this application would be as an 'entry level' site because there is no evidence of housing need to justify 5 additional affordable homes under the 'local needs' policy.
- As combined package, I am unable to support the proposal, again because I am not satisfied that the financial evidence submitted justifies 7 market dwellings to make the 17 affordable homes financially viable.

#### 4.12 SNC Environmental Waste Strategy

- No comments

#### 4.13 NHS England

- No comments received

#### 4.14 NHSCCG

- No comments received

#### 4.15 Wymondham Medical Centre

- No comments received

#### 4.16 NHS STP Estates

- No comments received

#### 4.17 NCC Public Health

- No comments received

## 4.18 Wymondham Medical Centre

- No comments received

## 4.19 NCC Lead Local Flood Authority

- Neither a Flood Risk Assessment (FRA) nor a Drainage Strategy has been provided in support of the application to demonstrate that the development is in accordance with National Planning Policy Framework (NPPF) with regard to the risk of flooding.

## Comments on amended information

- The applicant has submitted a flood risk assessment and surface water drainage strategy that combines both applications. Surface water flows from Phase 2b will feed into the Phase 2a network via a proposed attenuation pond. The applicant proposes to discharge all flows to an existing drainage network within Phase 1, a 30 dwelling development directly north of the site. Flows will ultimately discharge to a watercourse on the northern boundary of Phase 1.
- We do not feel the applicant has accurately reviewed the Sustainable Drainage Systems (SuDS) discharge location hierarchy and that it has not been adequately demonstrated that infiltration is not a viable option at this site.
- We object to this planning application in the absence of an acceptable Flood Risk Assessment, Drainage Strategy and supporting information

## Comments on amended information

- The applicant has submitted additional information attached to the letter submitted by Canham Consulting (Canham Consulting, 214379/JDP/02, 2 October 2020) to support this outline application. The additional information details the results obtained from a sensitivity analysis where two scenarios have been tested. The results from this analysis demonstrate that the effective implementation of an infiltration basin in this location is not feasible.
- We have no objection to this planning application being approved.

## 4.20 NCC Public Health

- No comments received

## 4.21 Public Rights Of Way

- We have no objections on Public Rights of Way grounds as although Ashwellthorpe footpath 8 is in the vicinity, it does not appear to be affected by the proposals.

## 4.22 Norfolk Fire Service

- With reference to this application, taking into account the location of the existing fire hydrant coverage, Norfolk Fire and Rescue Service will require a hydrant to be installed on no less than a 90mm main.
- Recommend a condition to secure this

## 4.23 Richard Bacon MP

- These planning applications are joint applications. Once completed the project will provide a total of 17 affordable houses including 2 disabled bungalows and 3 shared ownership dwellings as well as 7 market houses to fund the infrastructure, providing a total of 71% affordable housing.
- I have visited the site myself and I believe it to be an exemplary scheme. I am also clear that significant social and community benefits of this scheme outweigh any other concerns.
- I would be most grateful if South Norfolk Council would give this application its most favourable consideration.

## 4.24 Other Representations

16 public representations have been received in regards to this application. These included thirteen representations either objecting or which were neutral to the proposal. This have raised the following points

- Current housing work has caused too much disruption to traffic, this will increase with this proposal and create an unacceptable hazard on the road.
- Concern in regard to flooding problems. The existing Wood Farm has made drainage problems within the village worse. The correct infrastructure needs to be put in place to solve the drainage problems we have in the village.
- Ashwellthorpe has issues with surface water drainage. The issues enflamed whilst the Wood Farm Development (WFD) has progressed. This new development is adjacent to the WFD.
- Existing ditches cannot cope with the current outflow and any further surface water may lead to a unacceptable risk of flooding downstream
- Parking during construction works has previously been a problem. Greenwood Close has been used as a car park for lorries and vans during the first phase.
- Level of housing growth has exceeded the level proposed within the Greater Norwich Plan.
- The proposal is out of character with the rest of Ashwellthorpe which is a traditional linear village.
- A single access road will serve 55 dwellings. A second access road should be considered. This access road runs past the Grade 2 listed building where we live. I cannot agree that an access road feeding 55 homes will not affect the setting of this listed building.
- The development is opposite the entrance to the SSSI Woodland Ashwellthorpe Woods. Increased housing will cause greater use of this precious woodland for recreational purposes, threatening the flora and fauna.
- Development should include plans for the minimisation of disruption to neighbouring properties
- Site is outside the village guidelines.
- The proposal will result in overlooking, the proposed development includes 2 and 3 storey houses
- The development would result in the irreversible loss of this best and versatile agricultural land.
- Wreningham primary school is oversubscribed. Ashwellthorpe does not have a bus service to Wymondham, extremely restricted bus service to Norwich during the week and no bus service during the weekend. There is No local shop, pub or any other amenities that would support such a large development in our village.

Three comments were received in support of the scheme. These have set out:

- This is a wonderful development for the village balancing all aspects of housing, space, design and build and hopefully it will bring the parish closer together.
- Development would provide an opportunity to stay in the village, close to family and also facilities.
- Will enable grown up children to stay in the village

## 5 Assessment

### **Key considerations**

- 5.1 The key considerations in relation to principle, landscape and townscape, highways and impact upon amenity. These are assessed individually below.

### **Principle**

- 5.2 The principle of these applications is considered in regard to policies DM1.3, DM3.2 and JCS Policy 4. The development site is located outside of the development boundary and as such criterion 2 of DM1.3 is of relevance. This sets out that permission for development in the Countryside outside of the defined development boundaries of Settlements will only be granted if:

- Where specific Development Management Policies allow for development outside of development boundaries or
- Otherwise demonstrates overriding benefits in terms of economic, social and environmental dimensions as addressed in Policy 1.1.

- 5.3 In relation to these applications, application 2019/2252 has been submitted as an entirely affordable housing scheme, whilst, 2019/2253 contains both affordable dwellings and market dwellings.

- 5.4 Policy DM3.2 sets out that:

*Proposals for affordable housing for local needs in the Countryside will be permitted where:*

- a) the proposal can be delivered to help to meet proven local need;*
- b) the affordable housing is to be available firstly for people with a local connection;*
- c) the proposal would be well related to existing development; and*
- d) the housing will be affordable in perpetuity.*

- 5.5 In regards to application 2019/2253, paragraph 77 of the NPPF is also of relevance. This sets out: *In rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs. Local planning authorities should support opportunities to bring forward rural exception sites that will provide affordable housing to meet identified local needs, and consider whether allowing some market housing on these sites would help to facilitate this.*

- 5.6 The applicant has submitted a joint viability assessment to support both of these proposals, and confirmed that whilst the proposal is submitted as two applications, both elements are interdependent and both are required for the proposed further affordable housing to be delivered.

- 5.7 Application 2019/2252 – The application comprises 12 affordable housing units. A housing needs assessment was carried out by Saffron Housing in 2018. At this time it showed that there was a housing need within Ashwellthorpe. This showed that there was a local need for 12 affordable dwellings.



- 5.8 The Council's Housing Enabling Officer has confirmed that they support the proposal subject to discussion on the precise mix of type and tenure at the reserved matters stage. At this stage the mix proposed does not match that showed within the affordable housing needs survey. On this point it is noted that the application seeks to deal with "scale" at this stage and accordingly it would not be possible to revisit this at reserved matters stage to resolve the disconnect between the house types proposed and those that the Council's Housing Enabling Officer wants. As such this would therefore represent a reason for refusal insofar as the scheme proposed does not meet the profile of need in terms of house types. The proposal is considered therefore to not accord with criterion a of Policy DM3.2.
- 5.9 Whilst not directly adjacent to the development boundary, the site is located adjacent to an existing development. This includes community facilities in the form of a village hall and playing field. In this regard the proposal is considered to accord with the requirements of criterion c of Policy DM3.2.
- 5.10 It is considered that conditions b and d could be secured by way of a section 106 agreement.
- 5.11 Application 2019/2253 – This application includes a further 5 affordable units (including two accessible wheelchair bungalows), alongside 7 market dwellings.
- 5.12 As set out in paragraph 5.6 the applicant has stated that the market housing is required to cross-subsidise the affordable dwellings across both development schemes. This approach can accord with the requirements of paragraph 77 of the NPPF.
- 5.13 The Council's Housing Enabling Officer has reviewed this proposal. They have confirmed that the provision of a further 5 affordable dwellings on this application in addition to the 12 proposed under the adjacent application would exceed the need identified within the housing needs survey. The proposal would therefore not accord with the requirements of criterion a of Policy DM3.2. In this regard the Council's Housing Enabling Officer has suggested that any approval of this proposal would therefore be required to be an 'entry-level' site as there is no local evidence to justify the additional dwellings.
- 5.14 A financial viability appraisal has been submitted to support the two proposals. As a cross-subsidised exception site it is expected that the profit from the market dwellings should be no more than necessary to make the affordable homes financially viable. The submitted information suggests that the market housing is required in order to generate the infrastructure and land value necessary to facilitate the local needs/affordable housing.
- 5.15 The financial viability evidence shows that when taken in isolation application 2019/2252 shows a loss of £242,775. As a combined scheme the viability evidence shows that the two applications will result in a loss of £5,860. The viability evidence has had regard to the development value (net receipts from the market and affordable housing) less the development costs (site costs, site purchase costs, construction costs, finance costs, CIL and S106 costs and developers profit).
- 5.16 Having reviewed the submitted financial evidence there are a number of areas of concern relating to the failure to take into account the availability of Homes England Grants within the calculations, the level of profit being made from a scheme put forward as an exceptions scheme, including the suggested land value.
- 5.17 The Council's Housing Enabling Officer has confirmed at this time that they are unable to support the combined development, as there is not the financial justification to support the delivery of 7 market housing in this location to cross-subsidise the affordable housing scheme.

- 5.18 In this regard as the proposal does not meet the tests of either Policy DM3.2 or paragraph 77 of the NPPF, it will also be considered as to whether it provides overriding benefits as set out under Policy DM1.3 later in the report.

### **Design and Landscape**

- 5.19 The NPPF at chapter 12 sets out that good design is a key aspect of sustainable development. This is reiterated through Policy 2 of the JCS and DM Policy 3.8, which sets out that all development should protect and enhance the environment and existing locally distinctive character. In addition, Policy DM4.5 sets out that all development should respect, conserve and where possible, enhance the landscape character of its immediate and wider environment. Development proposals that would cause significant adverse impact on the distinctive landscape characteristics will be refused.
- 5.20 The two applications propose an extended cul-de-sac development located to the south of the existing village hall and play fields. Application 2019/2253 includes a new pond, which the open market houses will be located around. A footpath connection is also shown from the proposals to the village hall and playing fields to the north.
- 5.21 The application sites are located within the E1 Ashwellthorpe Plateau Farmland landscape character area, as defined within the Landscape Character Assessment. This highlights a need to conserve the small field pattern and enclosures around settlements.
- 5.22 The application is located to the south-west of Ashwellthorpe, with access from The Street. The village traditionally has a linear development pattern with residential properties to the south of The Street having long rear gardens. Whilst Greenwood Close, and The Crescent have provided cul-de-sac style developments, these have retained the existing building line. Knyvett Close does break out from this development pattern, however only slightly.
- 5.23 These applications extend development further south than the existing development pattern and represent a break out from the existing built form. The proposal will project further into the open countryside away from the traditional village development boundary and disrupt the existing small scale field pattern, which is considered to be a key part of the landscape character. In addition to this, the development proposal will sever the connection of the new village hall and football pitch which was designed to provide views over the open countryside.
- 5.24 The proposal is not considered to conserve the existing landscape character as required by Policies DM4.5 and DM3.8 and JCS Policy 2, instead it is considered to result in an adverse impact upon the landscape characteristics. This is also contrary to the requirements of DM1.4 (d) (1) which sets out that all development should make a positive contribution to local character and distinctiveness.
- 5.25 Notwithstanding the above, concerns have been raised through the public representations in regard to the proposed heights of the dwellings. The proposal does show a mix of detached and semi-detached dwellings, within reasonable plots. Appearance is a reserved matter, and it is considered that this can be addressed through the subsequent application.
- 5.26 The applications share the same access point as the existing permitted residential development, village hall and playing fields (phase 1). This is adjacent to a number of listed buildings. The development proposed by these applications is separated from these listed buildings by the phase 1 scheme. A public representation has been received which have raised concerns in regard to the impact of the development and in particular the increased use of the access road on the setting of the adjacent listed buildings. The access road has been previously approved under the earlier



applications. Having regard to the location of the dwellings proposed within these two schemes and the separation distance from the heritage assets, they are not considered to impact upon the significance or setting of the designated heritage assets. The proposal is considered to accord with the requirements of DM4.10 and section 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

### **Impact upon Amenity**

- 5.27 Policy DM3.13 seeks to ensure that development should provide a reasonable standard of amenity reflecting the character of the local area. The applications are located to the south of the new village hall and football pitch. Concern has been raised in regard to the proximity of the football pitch to the new dwellings, of which the rear gardens will back onto the football pitch, in regard to noise and disturbance. The Councils Environmental Quality Team have not raised concerns in this regard. Whilst the rear gardens will back onto the football pitch, there is considered to be a reasonable degree of separation. In this regard the proposal is considered to have a neutral impact in relation to DM3.13.
- 5.28 The design of the dwellings is reserved. Notwithstanding this, having regard to the proposed layout, it is considered that the dwellings can be accommodated within the site, without having an adverse impact on overlooking, over shadowing or being over bearing.
- 5.29 A number of the public representations have raised concerns in regard to disturbance during the construction of the dwellings. This has included concern in regard to parking for construction workers. Conditions should be included in regard to a construction management plan, to ensure that the delivery of the applications does not have an adverse impact upon neighbouring residential amenity. Subject to the inclusion of a condition, the proposal is considered to accord with DM3.13.

### **Highways**

- 5.30 Policies DM3.11 and DM3.12 are relevant to this proposal. Policy DM3.11 seeks to ensure that development proposals do not have an adverse impact upon the satisfactory functioning of the highway, whilst Policy DM3.12 ensures that development proposal has sufficient parking provision.
- 5.31 The layout plans submitted for both applications show that the development proposal is for an extended cul-de-sac which is accessed from The Street via a shared access with the already permitted 31 dwellings, village hall and football pitch. The Highways Authority have reviewed the submitted information and confirmed that the proposed access is considered to be acceptable. Following comments from the Highways Authority amendments have been made to the layouts, however an outstanding issue remains in regard to the lack of a turning head for application 2019/2252. Whilst the applicant has noted that the two application would be built together, as they are under two separate permissions, it is not possible to guarantee this. Therefore, the existing layout for 2019/2252 would require a turning head, and there is currently insufficient information in this regard.
- 5.32 Whilst appearance is a reserved matter for both applications, layout is not. The proposal includes parking spaces adjacent to the properties, in this regard the proposal is considered to accord with DM3.12.

### **Open Space**

- 5.33 Policy DM3.15 requires new housing development to provide adequate outdoor play facilities and recreational open space commensurate with the level of development proposed in order to meet the need of occupants. The Council's adopted Open Space

SPD provides the standards for open space provision as well as the minimum amounts of recreational open space and play facilities to be provided. The policy applies to all sites of over 15 dwellings. Individually the developments fall below the threshold required to provide on-site open space. The site is adjacent to the new village hall and playing fields which have been provided as part of the phase 1 application. Access has been proposed through both applications to access these facilities.

### Drainage

- 5.34 Policy DM4.2 relates to sustainable drainage. The policy sets out that sustainable drainage measures must be fully integrated within design to manage any surface water arising from development proposals. Concerns have been raised within the public representations in regard to flood risk. These have raised concerns in relation to flooding which has occurred following the phase 1 development to the north (previously approved 31 dwellings).
- 5.35 A flood risk assessment and surface water drainage strategy has been prepared for these proposals. The reports cover both applications. The sites are located within flood zone 1. The applications will dispose of surface water from the site by discharging the water through an adopted sewer to a watercourse. This will occur via the existing connection from the phase 1 scheme. The proposal has been designed to ensure that the new development will restrict flows into the phase 1 site to greenfield runoff rates.
- 5.36 The flood risk assessment and surface water drainage strategy have been reviewed by the Lead Local Flood Authority. Following receipt of additional information, they have confirmed that they have no objection to the proposal. Whilst the public concerns are fully understood, having regard to the comments from the Lead Local Flood Authority the proposal is considered to accord with the requirements of DM4.2.

### Ecology

- 5.37 An ecology report has been provided in support of the applications this has set out that with avoidance, mitigation and compensation measures the scheme will result in no net loss of biodiversity whilst enhancements could be implemented to achieve a
- 5.38 biodiversity gain. The ecology report has been reviewed by Norfolk County Council's Ecologists who have confirmed that the result is fit for purpose and subject to conditions they have no objections to the proposal.

### Other Issues

- 5.39 Agricultural land classification - A representation has made comments in regard to the loss of agricultural land. The land is classified as Grade 3, although no records appear to exist as to whether it is Grade 3a or Grade 3b. Whilst Grade 3a soil is a relatively high-quality soil for agriculture, it is not considered that even if the land were proved to be Grade 3a the loss of such land would in itself be a reason to refuse the application.
- 5.40 Paragraph 68 of the NPPF states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area. The Council has taken a proactive approach to this through the allocation of a range of small and medium sized sites and through defining Development Boundaries for over 80 settlements to facilitate suitable windfall development. Point (c) of NPPF para 68 states that local planning authorities should 'support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes'. This is a material planning consideration. However, this site is not considered suitable for the reasons already set out and therefore is considered contrary to paragraph 68, which is not overriding in this instance. The Council is already delivering a number of windfall sites/small sites to align with

paragraph 68 and therefore the need for additional small sites is not considered overriding in terms determining this application and would not outweigh the harm previously identified.

- 5.41 All development has the potential to assist the recovery of the economy from the impact of COVID. This is a material consideration in this instance. It is acknowledged that the development would bring forward economic benefits through the construction process and from spending associated with future residents. However, these do not outweigh the harm identified elsewhere in the report.
- 5.42 Under Section 143 of the Localism Act the council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.
- 5.43 This application is liable for Community Infrastructure Levy (CIL), a section 106 agreement would also be required to secure the affordable housing provision with a local connection criteria.

### **DM1.3 (planning balance)**

#### 2019/2252

- 5.44 This proposal meets the level of affordable housing need for the village insofar as it provides 12 dwellings. However, the type of properties proposed do not fit with the profile of need and as such the scheme does not fully accord with the requirements of DM3.2. Saffron Housing who are the joint applicant on the proposal have undertaken an assessment of land availability within the parish which would be available to provide an exceptions site to meet the affordable housing need. This assessment has shown that there is not considered to be other suitable land available within the parish which has a reasonable prospect of delivery to meet the affordable housing needs. This weighs in favour of the proposal. With this in mind the scheme doesn't comply with criterion 2c) of Policy DM1.3 of the SNLP insofar as it doesn't comply with a policy of the local plan designed to permit development outside of the development limits.
- 5.45 In the context of criterion 2d) of Policy DM1.3 of the SNLP the benefits of the affordable housing scheme when seen against the adverse landscape harm do not amount to overriding benefits.

#### 2019/2253

- 5.46 The additional five affordable houses proposed under application 2019/2253 exceed the level of need supported by the local housing needs survey. It is not considered that the financial viability evidence has justified the level of housing proposed and in particular the market housing. In this regard the proposal is not in conformity with the requirements of Policy DM3.2 and as such doesn't comply with criterion 2c) of Policy DM1.3 of the SNLP insofar as it doesn't comply with a policy of the local plan designed to permit development outside of the development limits.
- 5.47 In assessing the scheme against criterion 2d) of Policy DM1.3 it is considered appropriate to be guided by the reasoned justification which accompanies Policy DM1.3 of the SNLP. This confirms at paragraph 1.23 that:

*Only in exceptional cases consistent with specific Development Management Policies or site allocations will development proposals in the countryside be supported by the Council. This could include agricultural buildings, development connected to outdoor sports facilities, small scale house extensions etc. In addition, development will generally be supported for school related*

*development or other community facilities such as a GP surgery or a village hall where they are required and there are not suitable sites available within development boundaries.*

5.48 It also states at paragraph 1.28 that:

*Much of the rural area of the district comprises agricultural land which is an important resource in itself and provides an attractive setting and backdrop to settlements and The Broads. The rural area is a sensitive and multi-functional asset and contains many attractive natural and other features influenced by man such as field boundaries, including areas of notable landscape character and beauty, geological and biodiversity interest – of international, national and local importance. These are protected through the development boundaries referred to in paragraph 1.27 which focus development in existing settlements and only normally allow for development outside of these boundaries where it is necessary to meet specific needs of the rural economy or where development could not reasonably be located elsewhere and is carried out in accordance with the specific policy requirements of the Development Management Policies.*

5.49 It is clear from the supporting text that development limits have been drawn on the basis of focusing development in locations that are close to facilities and amenities and so as to limit environmental/landscape impacts and these have been scrutinised by a Planning Inspector through a public examination and consequently should not be set aside lightly, namely when one of the two aforementioned criteria are met.

5.50 It is useful to note the Inspectors decision at St Mary Road, Long Stratton where they stressed at paragraph 45 that:

*To present overriding benefits is to present benefits that are more important than anything else, and as a result, the proposed development would have to be exceptional.*

5.51 Having regard to the above, the provision of additional housing (including affordable housing) are not considered to be overriding in relation to application 2019/2253 bearing in mind the impact to the character and visual appearance of the area and encroachment into the open countryside.

### **Conclusion**

5.52 For the reasons set out above the proposals are considered to result in harm to the landscape and townscape which are not considered to be outweighed by the benefits provided by the provision of additional affordable housing.

5.53 The affordable housing offering does not meet the requirements of Policy DM3.2 for the reasons outlined above.

5.54 Notwithstanding the above, a number of technical elements in regard to both the proposals have been assessed. These have included in relation to drainage, ecology, design and impact upon amenity. Subject to the inclusion of conditions, in this regard the proposals are considered to be acceptable.

Recommendation : 2019/2252 Refusal  
1. Unacceptable Landscape Impact  
2. Non compliance with DM3.2  
3. Non overriding benefits (compliance with DM1.3)

## Reasons for Refusal

## Non compliance with DM1.3

1. The proposed housing is not supported by any specific Development Management Policy which allows for development outside of the development boundary including Policy DM 3.2. Furthermore, the benefits of the scheme in providing new housing, including an over-provision of affordable housing and the over-provision of open space, do not present overriding benefits when having regard to the fundamental policy harm in allowing un-planned development in what should be a genuinely plan led system, along with the harm caused in relation to the impact on the rural landscape, consequently the proposal fails to comply with either criteria 2 (c) or 2 (d) of Policy DM1.3 of the South Norfolk Local Plan 2015 and is fundamentally inconsistent with the Council's Vision and Objectives for the area.

## Unacceptable landscape impact

2. It is considered that the proposal would result in a significant harm to the rural character of the landscape and visual appearance of the area by virtue of its erosion of the rural undeveloped character of the site, encroachment on the open countryside and its failure to make a positive additional contribution to the village, in terms of integrating itself appropriately into the settlement form and character and its surroundings. The proposal in view of the above is therefore contrary to policies DM 3.8 and DM 4.5, Policy 2 of the JCS, together with Section 12 of the NPPF which requires new development to relate well to the character of the local area which this proposal does not do.

## Non compliance with Policy DM3.2

3. The type of properties proposed do not fit with the profile of need identified in the housing needs survey and as such the scheme does not fully accord with the requirements of DM3.2.

## Recommendation :

2019/2253 Refusal

1. No overriding benefits
2. Unacceptable landscape impact
3. Non compliance with DM3.2 (compliance with DM1.3)

## Reasons for Refusal

## No overriding benefits

1. The proposed housing is not supported by any specific Development Management Policy which allows for development outside of the development boundary including Policy DM 3.2. Furthermore, the benefits of the scheme in providing new housing, including an over-provision of affordable housing and the over-provision of open space, do not present overriding benefits when having regard to the fundamental policy harm in allowing un-planned development in what should be a genuinely plan led system, along with the harm caused in relation to the impact on the rural landscape, consequently the proposal fails to comply with either criteria 2 (c) or 2 (d) of Policy DM1.3 of the South Norfolk Local Plan 2015 and is fundamentally inconsistent with the Council's Vision and Objectives for the area.

Unacceptable Landscape impact

2. It is considered that the proposal would result in a significant harm to the rural character of the landscape and visual appearance of the area by virtue of its erosion of the rural undeveloped character of the site, encroachment on the open countryside and its failure to make a positive additional contribution to the village, in terms of integrating itself appropriately into the settlement form and character and its surroundings. The proposal in view of the above is therefore contrary to policies DM 3.8 and DM 4.5, Policy 2 of the JCS, together with Section 12 of the NPPF which requires new development to relate well to the character of the local area which this proposal does not do.

Non compliance with Policy DM3.2

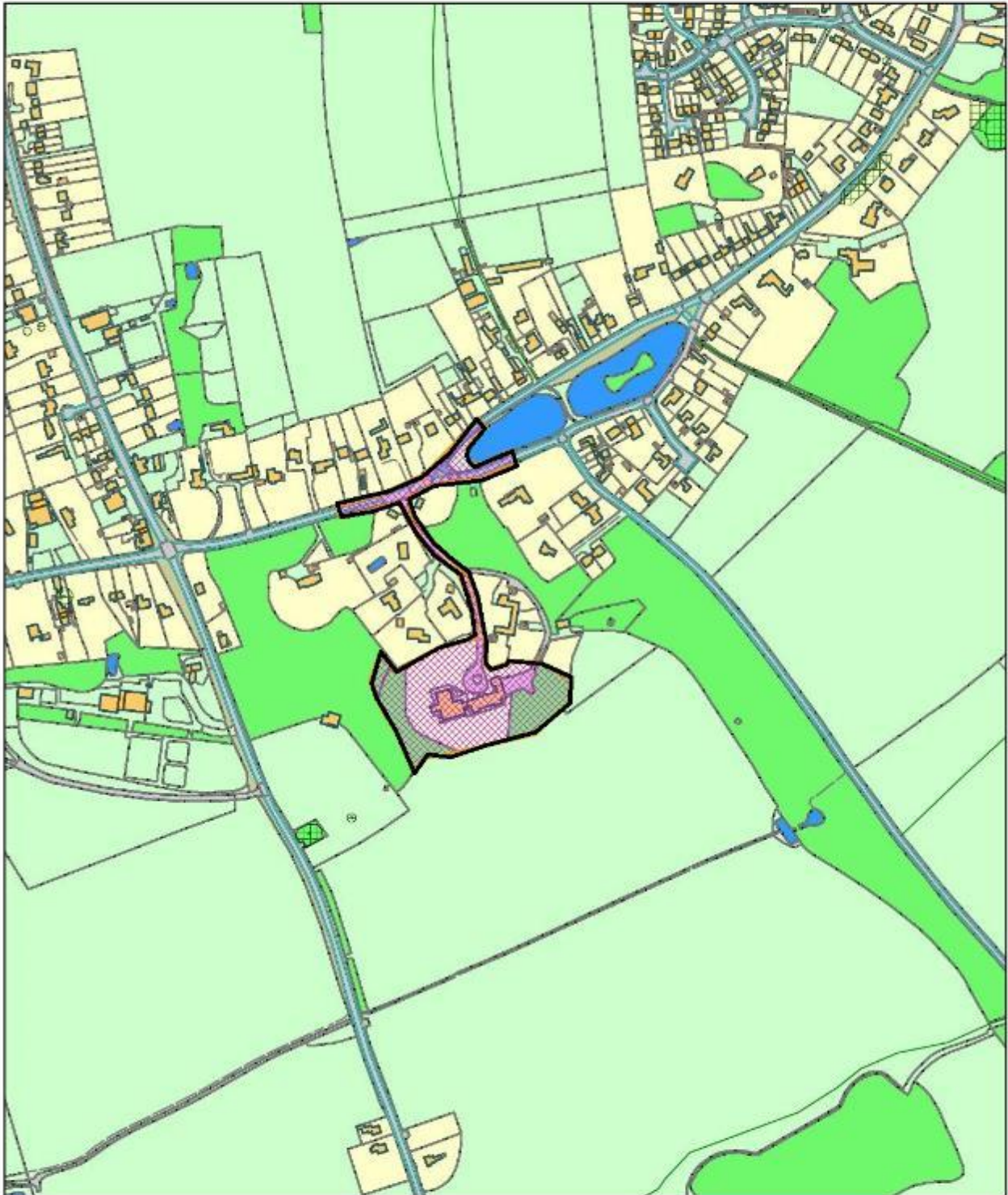
3. There is insufficient financial justification to support the delivery of 7 market houses in this location to cross-subsidise the affordable housing scheme and as such the scheme does not fully accord with the requirements of DM3.2 of the South Norfolk Local Plan 2015 or those of para 77 of the NPPF.

Contact Officer, Telephone Number     Sarah Everard 01508 533674  
and E-mail:                                        severard@s-norfolk.gov.uk

ITEM DEFERRED



2020/0333



Scale 1:5,000

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South Norfolk Council, Cygnet Court, Long Stratton, Norwich, NR15 2XE Tel (01508) 533633

**4. Application No : 2020/0333/F**  
**Parish : BROOKE**

Applicant's Name: Mr Muj Malik  
 Site Address Brooke House Brooke Gardens Brooke Norfolk NR15 1JH  
 Proposal Extension to Brooke House to provide an additional 26 bedroom care facility (Class C2), with associated ancillary uses, highway and landscape works.

Reason for reporting to committee

The Local Member has requested that the application be determined by the Development Management Committee for appropriate planning reasons as set out below in section 4.

Recommendation summary :Approval with Conditions

**1 Proposal and site context**

- 1.1 The application site is Brooke Care Home. The home is situated within a large 1930's property set within substantial grounds. The original building was extended with the addition of a significant single storey extension permitted in 2000. Site totals some 1.62ha and is predominately formal gardens associated with the Care Home. The grounds are mainly laid to lawn and feature a number of trees and hedges. The site is within a Conservation Area and also forms part of a designated Historic Parkland. The building is not listed.
- 1.2 The home is accessed via a privately owned road known as Brooke Gardens which is also a cul-de-sac. A number of residential properties are also accessed from this road. These properties are to the north of the Care Home. To the west is a small area of woodland and beyond that a cricket ground. To the south and east is agricultural land.
- 1.3 The proposal is for a 2-storey extension to the home, linked to Brooke House. The proposed development looks to provide 26 new bedrooms of which one will compensate for the loss of one existing bedroom in Brooke House, to accommodate the extension, resulting in a total of 60 bedrooms across the site.
- 1.4 The extension is situated around a central courtyard. In accommodating the proposed extension minor internal works are proposed to Brooke House. The internal reconfiguration works to accommodate the extension are:
  - Creation of a new hair salon, accessible bathroom, laundry and reception area on the ground floor,
  - Creation of a new accessible bathroom on the first floor.
- 1.5 The full schedule of accommodation, including amenity space is:
  - 26 en-suite bedrooms
  - 2 lounges
  - A quiet lounge
  - Courtyard garden
  - First floor terrace
  - New reception area
  - Hair salon
  - 2 accessible bathrooms
  - Laundry
  - Kitchen and storage
  - Office
  - Sluice
  - Nurses station and medical store; and



- Multiple WC's and stores

1.6 The site presently employs 37 staff on site (Full Time: 28, Part Time: 9). The proposal would require additional 5 day carers and 2 night carers totalling 84 hours of work a day. This equals 588 hours a week, assuming these are 80 / 20% Full / Part Time ( based on full time being 40 hrs and Part Time being 20hrs), this would create 12 full time jobs and 6 part time jobs. Most employees work a 12 hour shift.

## 2. Relevant planning history

2.1	2018/1186	Replacement of windows	Approved
2.2	2014/1743	Erection of extension to current dementia unit.	Withdrawn
2.3	2014/0204	Erection of building to house Biomass boiler and hopper fuel supply	Approved
2.4	2007/2615	Proposed extensions of existing EMI unit	Refused Appeal withdrawn
2.5	2005/0336	Proposed modification of condition 7no of previous consent 1999/1807 to allow for an increase in residential rooms from 32no to 36no.	Approved
2.6	2004/2096	Proposed extension to previous approved extension to increase communal area	Approved
2.7	2001/0954	Change of use from Nursing Home to single dwelling	Approved
2.8	1999/1807	Extension to nursing home	Approved
2.9	1982/1540	Renewal of Permission For Conversion To An Old People's Home Or Nursing Home Or Convalescent Home.	Approved
2.10	1979/1295	Conversion For Use As Nursing Home Or An Old Peoples Home Or A Convalescent Home.	Approved

## Appeal History

2.11	2007/2615	Development Appeal	Withdrawn
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## 3 Planning Policies

- 3.1 National Planning Policy Framework (NPPF)  
 NPPF 02 : Achieving sustainable development  
 NPPF 04 : Decision-making  
 NPPF 05 : Delivering a sufficient supply of homes  
 NPPF 06 : Building a strong, competitive economy  
 NPPF 09: Promoting sustainable transport  
 NPPF 11 : Making effective use of land  
 NPPF 12 : Achieving well-designed places  
 NPPF 14 : Meeting the challenge of climate change, flooding and coastal change

NPPF 15 : Conserving and enhancing the natural environment  
 NPPF 16 : Conserving and enhancing the historic environment

- 3.2 Joint Core Strategy (JCS)
  - Policy 1 : Addressing climate change and protecting environmental assets
  - Policy 2 : Promoting good design
  - Policy 3: Energy and water
  - Policy 4 : Housing delivery
  - Policy 5 : The Economy
  - Policy 6 : Access and Transportation
  - Policy 7 : Supporting Communities
  - Policy 11 : Norwich City Centre
  - Policy 12 : The remainder of the Norwich Urban area, including the fringe parishes
  - Policy 15 : Service Villages
- 3.3 South Norfolk Local Plan Development Management Policies
  - DM1.1 : Ensuring Development Management contributes to achieving sustainable development in South Norfolk
  - DM1.3 : The sustainable location of new development
  - DM1.4 : Environmental Quality and local distinctiveness
  - DM2.1 : Employment and business development
  - DM3.8 : Design Principles applying to all development
  - DM3.10 : Promotion of sustainable transport
  - DM3.11 : Road safety and the free flow of traffic
  - DM3.12 : Provision of vehicle parking
  - DM3.13 : Amenity, noise, quality of life
  - DM3.14 : Pollution, health and safety
  - DM4.2 : Sustainable drainage and water management
  - DM4.4 : Natural Environmental assets - designated and locally important open space
  - DM4.8 : Protection of Trees and Hedgerows
  - DM4.9 : Incorporating landscape into design
  - DM4.10 : Heritage Assets
- 3.4 Supplementary Planning Documents (SPD)
  - South Norfolk Place Making Guide 2012

**Statutory duties relating to Listed Buildings, setting of Listed Buildings and Conservation Areas:**

S16(2) and S66(1) Planning (Listed Buildings and Conservation Areas) Act 1990 provides that in considering whether to grant planning permission or listed building consent for development which affects a listed building or its setting, the local planning authority, or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

S72 Listed Buildings Act 1990 provides: "In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of [the Planning Acts], special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

4. Consultations

4.1 Parish Council

Original Proposal

The Parish Council have considered this application and recommend it for refusal for the following reasons:

- Would result in overlooking the of No.1 & 2 The Coach House.
- Is out of character.
- Overshadows nos. 1 & 2. and upstairs windows look into no 2.
- There could well be an impact on the ecology of the area.
- There will be considerable disturbance and the rear track is not suitable for heavy construction traffic.
- The proposed road works are unacceptable and completely OTT. We have just had the Village Sign refurbished and it and the triangle are an essential part of the Meres and the Village.
- We understand there have been problems with drainage in the past and doubt that the existing drains can cope.
- Point of clarification and for the avoidance of doubt in respect of the comments made in the submitted Planning Statement. Brooke Parish Council did not enter into discussion or commented on the proposals and agreed with the representatives of the applicant that their attendance at the Parish council meeting was to provide a presentation of the proposals only. The Parish Council would make their comments once an application had been submitted.

#### Amended Proposal

- The PC objected to the original application for the extension of Brooke House and the amendments do not materially change the previous and recommend that the application is refused for the same reasons.

#### 4.2 District Councillor Fuller

I would like this to go to committee.

- There is a judgement to be made as to whether the way in which the highways issue is proposed to be resolved is appropriate. I am mindful that the proposal would make substantial changes to the setting of the Meres, which is the heart of the Conservation Area. This isn't just any third party land. It is an integral part of the setting of the Meres and the entrance to the Brooke Gardens, flanked as it is by two prominent gatehouses.
- There is also the issue on how the increased traffic flows as a result of the proposal will impact on the residential amenity of the occupiers of Brooke Gardens. In particular the increase in weight, number and frequency of deliveries and visitors will have a material impact on the road, which was not constructed to highways standards and is already under pressure - it's a road that's designed to cope with light car traffic, not lorries.
- The Planning Acts exist to balance private interest with public goods. It would be intolerable if the private residents effectively cross subsidised the business by seeing an increase in road upkeep costs as a result of commercial uses. If approval is sought. The applicant should be required to agree to a binding condition or agreement to take responsibility of upkeep of the road.

#### 4.3 NCC Lead Local Flood Authority

##### Original Proposal

We object to this planning application in the absence of an acceptable Flood Risk Assessment (FRA) and Drainage Strategy and supporting information relating to:

- Intrusive ground investigation for the site.
- Poor infiltration results for the site and the subsequent half drain times for the proposed infiltration systems.
- Absence of impermeable pathways and patio areas within calculations for the site and management of surface water associated with these features.
- Absence of a viable 'Plan B' as an alternative drainage option for the site.
- Absence of greenfield and brownfield runoff rates and volume pre and post development.

- Absence of silt traps within the surface water pipe system.
- Exceedance routes not accounting for the whole development.
- An appropriate management and maintenance plan for the surface water scheme.

#### Amended Proposal

- No objections subject to conditions

#### 4.4 Norfolk Police Architectural Liaison Officer

- Overall, the layout is acceptable to the principles of Secured by Design and to ensure that a safe and secure environment is provided for residents and staff it is recommended that the development is built to comply with the Secured by Design Homes 2019 standard.
- The applicant is urged to apply for Secured by Design accreditation to Norfolk Constabulary where support can be provided.
- It is understood that the amenity is located within 4 acres of grounds, with an entry point via a private driveway; and that "Pedestrian Access to the new extension will be through a dedicated entrance located off the main front "courtyard" to the building".
- Furthermore, I'm delighted to see the above indication of restricted access in the form of a barrier and (lockable?) gate to the semi-private patio areas then leading into ground floor residential units. I seek confirmation that this restriction is also applied in other areas of the site i.e. to SE access - to complete the safeguarding. This detail is not included on the revised ground floor plans.
- This would 'complete' the restriction of 'uninvited' access to the proposed ground floor dwellings, thus assisting in protecting the environment of dementia patients. Without a second barrier at an appropriate pathway on the other side of the building (section above) the ground floor residents will remain vulnerable.

#### 4.5 Senior Heritage & Design Officer

- No objections

#### 4.6 Historic England

- Do not wish to make any comments

#### 4.7 The Gardens Trust

- No comments received

#### 4.8 Historic Environment Service

- No objections as there are no known archaeological implications

#### 4.9 Norfolk Gardens Trust

- No comments received

#### 4.10 Anglian Water Services Ltd

#### No objections

- The foul drainage from this development is within the catchments of Sisland Water recycling Centre that will have available capacity for these flows

4.11 NCC Ecologist

Original Proposal

- Further information required

Amended Proposal

- No objections subject to conditions

4.12 SNC Community Services - Environmental Quality Team

- No objections subject to conditions

4.13 SNC Environmental Waste Strategy

- No comments received

4.14 GP

- No comments received

4.15 SNC Housing Enabling & Strategy Manager

- No comments

4.16 SNC Landscape Architect

Original Proposal

- In order to fully consider the Arboricultural issues we need to have an Arboricultural Impact Assessment that considers the proposed scheme in the context of the existing trees' constraints.

Amended Proposal

- No objections subject to conditions

4.17 NCC Highways

- No comments received

4.18 NCC Planning Obligations Co Ordinator

- No objections

4.19 NCC Public Health

- No comments received

4.20 NHSCCG

- No comments received

4.21 NHS England

- No comments received

4.22 NHS STP Estates

- No comments received

## 4.23 Brooke Society

Objects for the following reasons

- The Heritage Impact statement claims there is no character appraisal. In fact SNDC issued a fully documented appraisal and designation as early as 1978 and a comprehensive review in 2020. These should be taken into consideration
- The Planning act 1990 requires 'preserve and enhance the character and appearance of conservation areas and alteration and destruction required clear or convincing justification. Suggests destructive alternative of the meres road junction, an area stressed in the appraisal as 'a focus for the village....enhanced by footpaths and greens beside them'. The suggested incorporation of what was originally merely a footpath into a larger, tarmac junction is a further urbanisation of the conservation area's central part.
- The removal of hedges and imposition of new footways would considerably alter the aspect of the central village
- Standardised roadworks are deplored
- Brooke House, chief value to the Conservation Area lies in its position within the original late 18<sup>th</sup> century pleasure grounds and kitchen gardens, whose coach house, trees, clipped hedges and lovely old garden walls. The two lodge houses are good examples of their period within their setting, and the winding approach drive to Brooke House itself which deserved protection
- Not suitable for access point for building contractors, works or delivery vehicles nor is back lane running behind the Coach House residences
- Noise and pollution would be produced
- Both approaches carry weight and width restrictions
- Brooke House is in no way suitable for further development of a such a large business and its attendant traffic
- Would considerably damage the heart of one of South Norfolk's most rural villages

## 4.24 Other Representations

Original submission  
41 letters of objections

- It would create an increase in traffic through the village
- Danger to children
- The loss of the grass triangle and alterations to the roads would be detrimental to the character and history of Brooke
- The work at the Meres is not necessary to improve Brooke House entrance
- Extra traffic will cause pollution and disturb wildlife around the Mere
- This entrance is very limited when it comes to improvement and the Street at the Meres and removal of the triangle will not improve Brooke House entrance
- The proposed highway 'improvements' appear disproportionate for a proposed expansion to just one building in the village. If approved, it sets a dangerous precedent that green, village land can be removed at will for the benefit of a tiny minority of residents
- Brooke House residents are unlikely to drive or have access to private cars so proposed increase in traffic would be limited to any additional staff required, visitors and health professionals. However, these instances do not support the destruction of green space due to widening of the road: such visitors would not be continuous throughout the duration of the day to necessitate such drastic adaptations
- The rear entrance will be affected the most, as it is only a track not tarmac and up kept by the residents. This is certainly not suitable for extra traffic and certainly not large builders' lorries

- Construction traffic is likely to be via the gravel track to the east of and giving access to garages and drives of no's 2-5 The Coach House, this would have a severe impact upon these dwellings
- The alternative would severely affect the main entrance to Brooke House
- Access to the street is extremely dangerous any increase in traffic would increase this danger
- The transportation proposals seek to defer a construction traffic plan until a building contractor is appointed
- An enlarged nursing home need not lead to more dangerous vehicular traffic. Staff and visitors can travel by public transport, or if they drive should exercise the same caution that they do at present
- If increased traffic is considered a risk, the answer is surely not to widen the road and cut down vegetation (which may encourage speeding)
- An alternative would be a reduced speed limit of 20mph along The Street
- Increased parking spaces suggest 50% increase in car movements, applicant's data shows 16 staff cars in daily and only 10 leaving
- Increase capacity for the care Home (74% more beds) will clearly increase the service vehicle traffic
- Upset that Kingsley Care has felt it acceptable, without any prior discussion, to propose to remove our boundary hedge. On seeing the application, we have consulted with Cally Keohane (Highways Research & Information Officer) who has confirmed in writing that our existing hedge is the boundary feature and not the red line as indicated on the proposed highway plan. Can confirm that there will be no 'Removing' our hedge as indicated on the plan
- Brooke House is within a conservation area and historic parkland
- Brooke House as a point of beauty and a historical building being told the history of how the Mackintosh family had lived there, the building although not in its complete original state is still historical
- Not in keeping with a Grade 2 listed building
- This significant expansion would considerably alter its appearance and the very fabric of the site
- The design is disproportionate to the environment
- Out of character and does not conform with the requirements of the conservation area
- Overdevelopment
- The flat roof looks ugly and in fact, nothing has been done to ensure this extension blends in with the original building Brooke
- House has a long-standing association with Brooke
- The proposed "style" is not in keeping with a "country house", especially when viewed as a whole with the last extension, it will appear a mish mash of designs
- Create light pollution
- The Meres in Brooke are considered a conservation area and as such, should be protected at all costs
- The impingement on the wildlife, flora and fauna of the area is unacceptable
- Loss of trees - Several large, healthy trees will have to be removed to facilitate such plans, blighting the area with an unnecessary road - out of keeping in this small, rural village
- Damage to TPO trees
- Taken advice from a Tree Arborist, relating to two TPO trees in our garden which is close to the boundary where they propose to build and the tree constraint plan from Ravencroft dated 27 Feb 2020 Report (K) is misleading as the measurements for our tree's are completely incorrect, no one has measured our tree's from Ravencroft so I believe they have only estimated on their report, miscalculating the tree root zone and where they can build up to. Where they intend to build is in the root protection zone and will kill our tree, which is unacceptable.
- A working party of villagers recently volunteered their time, skills and efforts to supporting the wildlife in this area and clearing the meres and its surrounding

- green space. Such is the benefit of this natural area to residents of the village- including, incidentally, those already resident at Brooke House.
- To irrevocably cause such harm to the local wildlife and ecosystem is extremely concerning.
- Loss of value of properties
- Alter the road to enable more traffic on that particular corner in order to access adjoining land for housing developments in time to come South Norfolk appear to be writing their own rules and supporting disproportionate developments of rural villages that are unable to support further mass population influxes
- The planning application whilst mentioning the bus routes has not considered how ineffectual the bus service is, as many of our local residents have found to their cost
- The extension will create overlooking six windows on the upper floor
- Will result in considerable loss of light, a loss of privacy and will be visually overbearing
- Noise pollution from the plant room and kitchen smells from the extraction flue extending from the roof
- Noise and disturbance from traffic
- The car park proposed will create issues from drivers at different times of the day and night, lights shining into our garden, car engine noise and pollution
- Please note that access to Brooke House is via a private road and that it is maintained by Brooke Gardens Management Limited. The cost of maintenance is borne by the residents of Brooke Gardens. Any increase in traffic will result in increased costs to residents.
- In 2014 the Management Company agreed to prevent access by large vehicles and imposed height and weight limits to prevent damage to the drive and the underlying foul water drain. We object strongly to this lane being used by construction vehicles
- Adequate drainage and sewerage are also an issue for residents
- Concern at impacts on foul water drainage, surface water drainage and flooding
- Cannot see from the proposals any details of heating: presumably oil or Calor. Where is the plant room and fuel storage tank and how will fuel deliveries reach it?
- Already had one extension to the west and another proposed to the east which was refused

#### 1 letter of support

- Brooke House is an important asset for Norfolk. The management have forged links with some organisations in Brooke. The need for more places for older people requiring special care is becoming more necessary as the population grows older. I am therefore generally supportive of the application. However, I am concerned that the grass triangle is to be totally removed and the finger post re-sited.

#### Amended proposal

##### 14 letters of objection

- The revised elevations and floor plans do not alter our views, the objections previously raised still stand
- It is now shown on the plan that there will be doors leading from the rooms to our boundary this is very close to our boundary which will cause noise disturbance from residents and staff and will also cause loss of privacy to us
- In the police report it says there will be a security gate. It doesn't show in the plans where this will be a large gate again will impact on the look of the area
- The plans now show that the kitchen is right next to mine and my neighbour's boundary (1 & 2 The Coach House) with the extractor flu next to our boundaries which will cause unwanted fumes into our properties
- Our second previous reason for objection (loss of hedge) was due to the wrongly identified boundary line for No 6 The Street shown in the transport statement on



plan 47885/PP/SK16 , we note on the 'updated proposed' plan 47885/PP/SK17 this has been rectified

#### Further Amended Proposal

21 letters of objection

- The revised car parking layout does not alter the objections previously raised and objections previously made have not been addressed
- Disagree with the assessment of the Senior Conservation and Design Officer and consider that he exceeded his brief in his conclusions and has been influenced by financial considerations, which I believe is not permitted under planning rules. I quote '*consideration should be given to enabling the house to continue as a care home into the long term....It would be unfortunate if this use was lost due to lack of viability.*'
- The current size of Brooke House is quite able to deal with the likely number of elderly people in the immediate area and the Council should be concentrating more on the provision of sufficient facilities for elderly people in South Norfolk, rather than the profitability, or otherwise, of a large commercial company
- Have noticed bats recently at dusk around the Coach House and main drive to Brooke House, has an activity survey been carried out?

## 5 Assessment

### **Key considerations**

- 5.1 The main issues for consideration in this case are the principle of development in this location; design and layout; drainage; impact on the conservation area and historic garden, trees, highway safety; and residential amenity

### **Principle**

- 5.2 Planning law (section 38(6) of the Planning and Compulsory Purchase Act 2004) requires that applications be determined in accordance with the Development Plan, unless material considerations indicate otherwise. Material considerations include the National Planning Policy Framework (NPPF).
- 5.3 Policy 5 of the Joint Core Strategy (JCS), Policy DM2.1 of the South Norfolk Local Plan and guidance within the National Planning Policy Framework (NPPF) supports the development of existing business and community facilities within the countryside where they do not have an adverse impact on the local and natural environment; the character of the countryside; protect the amenities of neighbouring occupiers; or create a significantly adversely impact when considered by policies in the local plan.
- 5.4 Norfolk County Council have also advised:

#### Older people in North Norfolk

*Across Norfolk more people are living longer, with a significant number of these predicted to live beyond 85 years. Increases in frailty and health needs in later life effects the housing and care choices people make. In South Norfolk district, it is estimated by 2028 there will be 40,200 people over the age of 65. The housing needs of this population will range from housing built to lifetimes homes standards to more specialist accommodation, as people's needs increase.*

*Adult Social Care knows there is a need for a range of appropriate housing in Norfolk to support an aging population to live as independently as possible, with the over 65 population set to incur the largest increase of any age group over the next ten years.*

### Residential and Nursing Homes

*Norfolk County Council recognises that there will be a need for Residential and Nursing homes in line with this older population growth and growing complexity of needs. By 2028, it is estimated that there will be a need for an additional 1,947 residential and nursing care beds across Norfolk, of which 590 will be for people in receipt of a Local Authority care package.*

*There is an active programme in place to work with the care market to meet this projected demand, which includes the provision of these additional beds through new homes or refurbishing and extending existing homes. We do know that the type of care needed will have to focus on supporting people who have dementia and/ or nursing needs.*

*By 2028 it is estimated that there will be a need to build an additional 288 care and nursing beds in the South Norfolk district, of which 70 beds will need to be provided by the Local Authority.*

In view of the above, the following sections of my report seek to assess the scheme in the context of the relevant development plan policies.

### **Layout, Design, impact on the Conservation Area and Historic Parkland**

- 5.5 Planning policy promotes a high standard of design at all levels. In particular Policy 2 of the Joint Core Strategy and DM3.8 of the Development Management Policies Document set out the design principles promoted by the Council. Good design is considered to be a key component of sustainable development and is therefore integral to successful development.

- 5.6 The Senior Conservation and Design officer has commented as follows:

*'The house was the former country house of Eric Macintosh, the confectionary magnet, and built in the 1930s. It replaced the previous Brooke House dating from the late C18, which is established the historic parkland. It is designed in a 1930s "country villa" /arts and crafts style with large pantiled roof and low eaves. It can be considered a non-designated heritage asset.*

*The building also lies within the Brooke Conservation Area and within the remains of a former parkland landscape established for the first Brooke House dating from the C19'. The parkland is a County historic park and garden, which while not of such significance as the historic parks listed by Historic England, is nonetheless is a designation that should be taken into account.*

*'Although there has been some development to the north within this landscape, which includes the former coach house, existing mature landscaping separate properties in terms of views. The parkland to the south is now a cricket pitch and ploughed field but tree belt trees remain. The house is visible from these areas and a footpath to the south.*

*The proposals are to extend the existing facility in order to provide a viable care home meeting modern care home standards. Whilst being respectful of the existing architecture of the house, it is also important in design terms to provide good accommodation for future residents in terms of being designed as functional care home taking into account their needs and requirements. This places different consideration to a building that has been designed as a house that has been converted. With this in mind, whilst taking into account the architecture of the existing building, the block has been purposely designed with a better inside/outside connection of space for residents*

*than has previously existing. This accounts for the large glazed area for the lounge rooms where residents can feel more connected to the landscaping to the south (including residents in the existing part of the home). There is also a certain repetition and standardised room layout with en-suites as would be expected with a purposed built care home facility (although not always the case in converted premises which have constraints.) It is accepted that some residents will have poorer aspects to their bedrooms to the north and east, but they will still look out over mature green landscaping, and they will all benefit (including existing residents) from having very open social spaces with good views of the landscaping to the south.*

*If replicating the existing architectural characteristics in terms of pseudo vernacular “arts and crafts” style it was considered difficult to achieve to produce modern standards, and would be detrimental to the setting in terms of potentially competing with the existing architectural character or be a poorer pseudo vernacular style in a similar manner to the west extension. It was therefore considered to have a cleaner break from the architectural restrictions that resulted from the change of use of the existing house and to design a building that had more modern functioning and convenience for residents.*

*The architectural style and materials of the new extension are designed to blend in in terms of materials but offer a distinctly different contrasting style which can better respond to providing the improvement in C21st facilities without being constrained by an ‘architectural cloak’. Although parts of the elevations on plan appear quite ‘blocky’, these north and east elevations will be closely abutting landscaped areas of mature trees, and not visible from distance from the south. The elevations are also broken up with changing building line, which is not so apparent from flat elevational drawings. The south elevation building line of brick is also broken up which will create shadow lines and relief to the elevations.*

*A key feature of the new extension will be the glazed lounge areas which will provide a visual break between the brick elements of the new extension. This is a key modern feature of the design allowing inside/outside interaction for residents. The flat roof design assists in maintaining the original house with its large and prominent pantile roof as the principal building on the site.*

*With regard to the road alterations, although there will be a reduction in the size of the grassed “triangle”, this is not an area which can be used in the amenity sense. Removing the link road which crosses the triangle and extending out the green space from the mere in front of the seating area will make this space more useable and is seen as being of some benefit. It will also benefit the tree from not having vehicles moving underneath it and very close to the tree trunk.*

*The verge to the west of no 2 Brooke Close is being slightly altered to provide a safer crossing point. However, the footpath in front of the lodges is being extended out and will create additional verge areas. This will be a change to the natural character of the conservation area, but on balance a relatively minor one, and one that is not viewed as being significantly harmful.*

*Overall, it is appreciated that a new extension will have an impact on the setting of the existing building, but consideration should be given to enabling the house to continue as a care home into the long term and having modernised facilities. It is also an attractive care home with existing character and good landscaping and views to the south, and in a sustainable and well connected village location for residents. It would be unfortunate if this use was lost due to lack of viability. The extension will allow for more modern facilities including lounges which can be used by all the residents and which have a much better interaction between inside and outside space for residents with*

*social spaces, particularly those for one reason or another may find accessing the countryside and all the benefits that brings difficult. The new extensions are unashamedly modern in approach, and although large in scale has been broken down in massing and built with a sympathetic palette of materials. Architecturally the extension, through its flat roof design, will not overwhelm the existing building which remains the focal point in views and the principal building. The flat roof allows mature landscaping behind to be seen in views from the south and allows the large pantile roof of the house to remain the dominant architectural feature. I therefore have no objection to the application.'*

- 5.7 In view of the above, the specific design, the scale, form and massing of the proposal is considered acceptable. On this basis, it is considered that the scheme would accord with Policy 2 of JCS, Section 12 of NPPF, DM2.1 and DM3.8 of the Development Management Policies document.
- 5.8 The impact on Conservation Areas requires consideration under the development management policies and S72 Listed Buildings Act 1990 requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of Conservation Areas. The application as set out above has been assessed by the Senior Conservation and Design Officer who has raised no objection to the proposed extension on the grounds that it would not have any harmful impact on the character or appearance of the Conservation Area.
- 5.9 The off-site highway works will result in the footpath in front of the lodges is being extended out and will create additional verge areas. This will be a change to the natural character of the conservation area, but on balance a relatively minor one, and one that is not viewed as being significantly harmful. Equally, the extension will result in a degree of harm to the Historic Parkland, due to the loss of open space. The level of harm is considered to fall into the category of 'less than substantial'. In such circumstances, paragraph 196 of the NPPF states that the harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. In this instance, the benefits of the proposal, in terms of the social benefit of providing 25 additional dementia care places, and economic benefits in terms of creating a small number of jobs and allowing a business to expand, is considered to outweigh the less than substantial harm to the Conservation Area and Historic Parkland.
- 5.10 As such, it is considered that the proposal would accord with section 16 of the NPPF, Policy DM4.10 of the SNLP. Equally in consideration of the Council's duties under the Act it is considered that for the reasons set out above that the proposal would not adversely affect the Conservation Area, an undesignated heritage asset or the Historic Parkland to an unacceptable degree.

### **Access and highways**

- 5.11 Policy DM3.11 of the South Norfolk Local Plan states that planning permission will not be granted for development which would endanger highway safety or the satisfactory functioning of the highway network.
- 5.12 Following the withdrawal of the 2015 application the applicant has been seeking to resolve the highway concerns, through negotiations with the Highway Authority (NCC). The main issue from a highway perspective, is that visibility from the main access point serving Brooke Gardens from The Street, is particularly restricted in the easterly (oncoming traffic) direction. Visibility measured from even the minimum recommended set back distance of 2 metres, is quite severely restricted, owing to the alignment of The Street and the height of the hedge fronting the gatehouse property at number 6 The Street. Exiting out of the site onto The Street is currently hazardous owing to the restricted visibility and any increase in the use of the junction with wholly substandard

visibility no matter how "modest" was considered unacceptable and would increase the risk of accidents occurring. There have been extensive discussions between the Highway Authority, and the Highway Consultants acting for the applicant, regarding suitable highway works to allow this development.

- 5.13 The proposed highway scheme lies on The Street (east) within the 30mph speed limit of Brooke. It involves minor localised realignment of The Street which moves a section of the carriageway slightly further north. Whilst increasing the verge width on the south side. This results in a change to the junction layout into The Street (north) which provides a typical bellmouth junction rather than the current 'y' shape layout. This does result in a reduction in the size of the grassed area. With the removal of the current grass island, but with an increase in verge area on the eastern side of the junction. Whilst it is fully appreciated that there have been concerns raised at the loss of the grass island and the impact on the Conservation Area, however, it has not been possible to provide a satisfactory scheme with the current grassed island being retained.
- 5.14 The scheme also involves minor footway improvements adjacent to the entrance to Brooke House. The consequence of the changes are that the visibility from the main access point serving Brooke Gardens is improved to the east. The amended scheme moves the road edge out from the hedge by about a metre and provides for vision of 2m x 36m to the road edge. NCC Highways have advised that bearing in mind the existing situation is hazardous, the scheme provides a considerable improvement in the level of visibility that is available in the critical oncoming traffic direction. As such the revised highway scheme as proposed is acceptable.
- 5.15 In view of the above, the proposal therefore accords with Policy DM3.11 and DM3.12 of the Development Management Policies document.
- 5.16 Concerns have been raised by local residents and the Parish Council as set out above, whilst I fully appreciate the issues raised, I do not consider the application should be refused on the grounds raised, particularly in the absence of an objection from NCC Highways, and in having due regard to paragraph 109 of the NPPF which states development should only be prevented or refused on highway grounds if there would be an unacceptable impact or the residual cumulative impacts on the road network would be severe.

### **Impact on Residential Amenity**

- 5.17 Policy DM3.13 directs that development should not be approved if it would have a significant adverse impact on nearby resident's amenities or the amenities of new occupiers.
- 5.18 The site is located to the south of existing residential properties including the Coach House which has been converted into 5 residential units. The main access drive to the Care Home is a private driveway Brooke Gardens which is also a cul-de-sac with a number of residential properties.
- 5.19 Concerns have been raised by neighbouring residents about the impact on their amenities of their development as set out above. Whilst it is inevitably the case that there will be a change to the present situation presently enjoyed by the existing dwellings, the revised scheme has been designed to minimise the impact the proposed development will have.
- 5.20 Following concerns being raised that the original scheme would give rise to overlooking, the elevation facing the Coach House has been amended to minimise overlooking by changing the orientation of one window to look away from the neighbours and obscuring the remaining window. There is now one window serving the

stairs and two serving the plant room, which are considered to be non-habitable rooms, and I would also wish these to be obscured. In respect of overshadowing, given the distance between the Coach House and the extension; existing boundary treatments, whilst there will be an element of overshadowing to the end of the gardens of No 1 and No 2 that are closest to the extension, I do not consider it is so significantly detrimental as to warrant refusal of the application on this ground. In respect of overbearing impact, again due to the distance of the extension from the Coach House and the extensions specific design, I do not consider it would give rise to a significantly harm to the amenities of the neighbouring properties.

- 5.21 Issues have been raised regarding noise, disturbance, pollution, odours from the kitchen for example, which are fully appreciated. The application has been assessed by the Senior Community Protection officer has raised no objections to the proposal subject to the imposition of conditions to ensure that amenities of the neighbouring properties are protected. The conditions include a Construction Management Plan in respect of noise, vibration and dust; any external lighting to agreed; noise and odour conditions in respect of the kitchen. With the imposition of the conditions as set out in the agenda the proposal is considered acceptable.
- 5.22 Concerns have been also raised in respect of the use of the private road, which is maintained by Brooke Gardens Management Limited; the use of the unmade private access track which runs behind the Coach House; and that in 2014 the Management Company imposed height and weight limits to prevent damage to the drive and the underlying foul water drain. These issues are noted, however they are civil law issues and would not constitute a reason to refused a planning application.
- 5.23 Given the current permitted use of the site and together with the imposition of the conditions as set out in the agenda, it is not considered that the proposed development would not result in such significant harm to the amenities of neighbouring properties and the area to warrant refusal on the grounds raised and accords with DM3.13 and DM3.14 of the Development Management Policies document.

### **Ecology**

- 5.24 Policy 1 of the JCS requires the development to both have regard to and protect the biodiversity and ecological interests of the site and contribute to providing a multi-functional green infrastructure network. Policy DM4.4 looks for new development sites to safeguard the ecological interests of the site and to contribute to ecological and Biodiversity enhancements
- 5.25 An Ecology Survey Report has been provided and assessed by the NCC Ecologist who has raised no objections subject to the imposition of conditions. As such the proposal accords with DM4.4 of the Development Management Policies document and Section 15 of the NPPF.

### **Drainage**

- 5.26 Policy 1 of JCS and Policy DM4.2 require development to minimise the possibilities of flooding and pollution. The site falls into flood zone 1 and the application has been supported by a Flood Risk Assessment (FRA), surface water and foul water drainage reports. .

### **Surface Water Drainage**

- 5.27 Concerns were raised by the Lead Local Flood Authority (LLFA) to the original submission as whilst the proposed drainage for the site utilises SuDS to discharge surface water by infiltration, there were poor infiltration results for the site and it has

limited surface water discharge options available, they therefore objected to the proposal. Following further ground investigations and the submission of additional information as required by the LLFA, an acceptable drainage strategy has now been provided and subject to the imposition of a condition requiring the development to accord with the agreed strategy they raise no objections to the proposed development.

### **Foul Water drainage**

- 5.28 In respect of the foul water drainage Anglian Water has raised no objections and confirmed that the foul drainage from this development is in the catchment of Sisland Water recycling Centre that will have available capacity for these flows.
- 5.29 Currently, the foul water strategy for the site consists of a privately owned pumping station located to the southeast of the existing building, with a private pumping main connecting into Anglian Water manhole 8901 located to the north of the site. The proposed extension to the Brooke House building not only increases the volume of foul water from the site but also the need for an increase in the 24-hour storage volume within the pumping station. The current pumping station is located within the proposed extension area; therefore, the existing pumping station will require relocating and upgrading to implement the development scheme. The new pumping station has been designed to accommodate additional foul water flow and discharge from Brooke House, and its position to the south east of the proposed extension
- 5.30 In summary, a suitable foul water drainage strategy has been assessed for design and deliverability to an Anglian Water manhole within the development site to accommodate the additional foul water waste from the proposed extension of the existing Brooke House development outlined above. The strategy and the Anglian Water sewerage capacity has been subject to pre-applications discussions with Anglian Water and they have confirmed it as suitable.
- 5.31 Whilst the concerns raised in respect of the sewerage capacity, flood risk and surface water drainage are fully appreciated it is considered that in view of the above with suitable compliance conditions, that the development accords with Policy 1 of the JCS and Policy DM4.2 of the SNLP.

### **Trees**

- 5.32 Policy DM4.9 looks for a high quality of landscape design, implementation and management as an integral part of new development and advises that the Council will promote the retention and conservation of significant trees, woodlands and traditional orchards. Policy DM4.8 promotes the retention and conservation of trees and hedgerows.
- 5.33 The trees on the site and those within the neighbouring properties are protected by virtue of being within the Conservation Area. Consultation with the Landscape Architect has highlighted concerns regarding the possible impact of the revised and increased car parking around/under the existing trees. Following negotiations, the car park has been revised, which offers a better solution with regards to the trees, however there is still a need for careful detailing and implementation. The Landscape Architect considers that the proposal is acceptable in Arboricultural terms and requires a condition relating to tree protection measures and no-dig details which have been included in the listed of recommended conditions.
- 5.34 The concerns raised by the neighbour regarding the impact of the development upon the trees within their garden, are appreciate, the submitted tree survey has been assessed by the Landscape Architect , which shows these trees to be protected during works on the site. As above, a condition requiring detailed tree protection measures is proposed.

- 5.35 As such the proposal accords with DM4.9 and DM4.8 the Development Management Policies document.

**Other Issues**

- 5.36 Planning Obligations: No requirements
- 5.37 Under Section 143 of the Localism Act the council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.

**COVID as a material planning consideration**

- 5.38 The need to support the economy as part of the recovery from the COVID-19 pandemic is a material consideration. This application will likely provide employment during the construction phase of the project and protects existing employment and provides jobs. This weighs in favour of the proposal.
- 5.39 Under Section 143 of the Localism Act the council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.
- 5.40 This application is not liable for Community Infrastructure Levy (CIL) .

**Conclusion**

- 5.41 The proposed considered acceptable in terms of design and layout. Furthermore, the development will not adversely impact of the character of appearance of the Conservation Area or the Historic Parkland; be detrimental to highway safety; nor adversely affect the amenities of nearby residential properties. In view of the above, the proposal is considered to accord with policy, and I recommend that the application be approved.



Recommendation : Approval with conditions

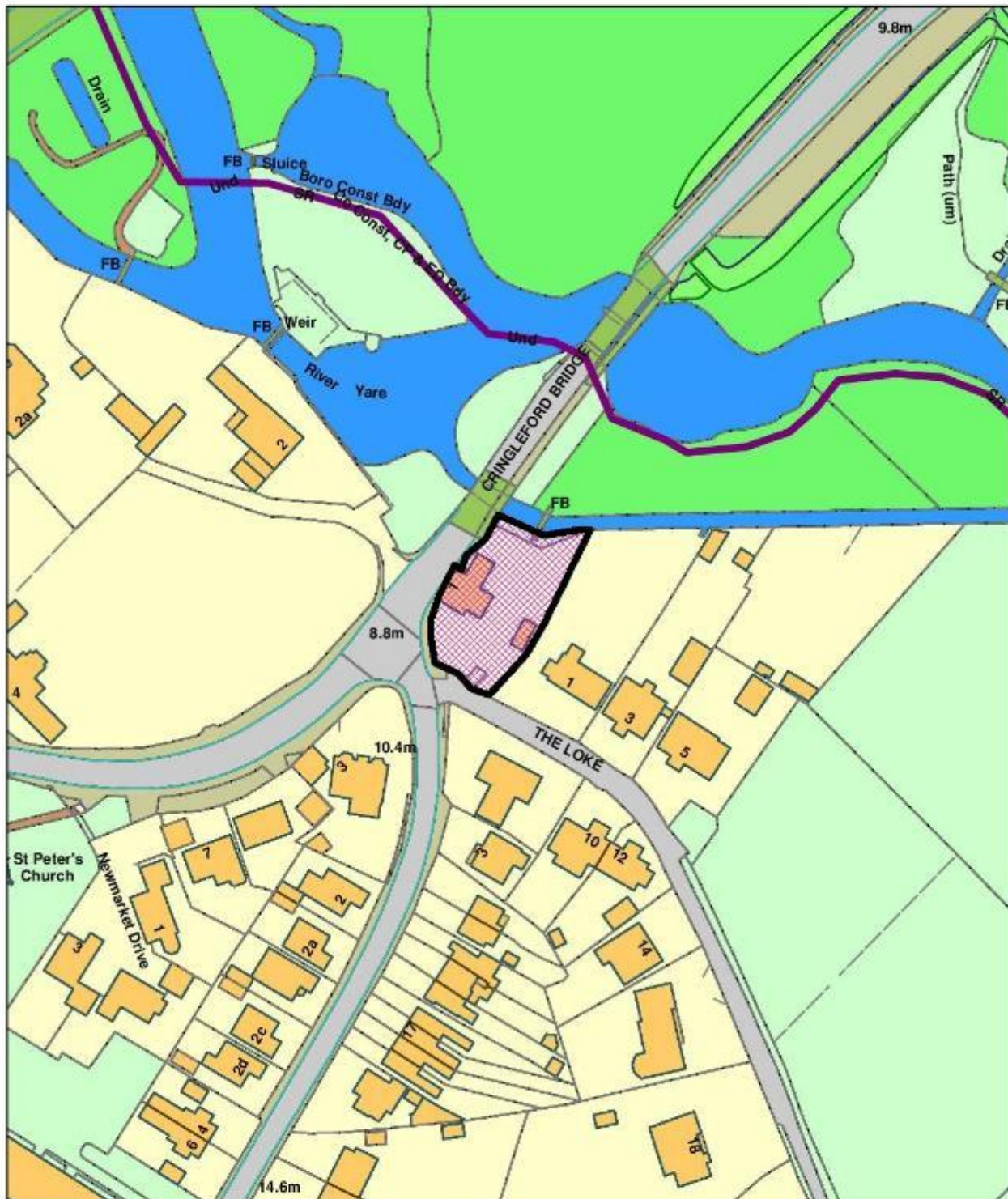
- 1 Time Limit - Full Permission
- 2 In accordance with submitted drawings
- 3 External materials to be agreed
- 4 Tree Protection to be submitted
- 5 No-dig details to be submitted
- 6 Biodiversity Method Statement
- 7 Biodiversity Enhancement Plan
- 8 Surface water drainage strategy to accord with submitted details
- 9 Retention of trees and hedges
- 10 Foul waters drainage strategy to accord with submitted details
- 11 Provision of parking, service and turning area
- 12 Construction Traffic (Parking)
- 13 Highway Improvements Offsite design to be agreed
- 14 Highway Improvements Offsite to be implemented
- 15 Construction Traffic Management to be agreed
- 16 Construction Management Plan (Noise, vibration and dust) to be agreed
- 17 Cooking fume extraction system to be agreed
- 18 No external lighting without agreement
- 19 Noise management plan for the kitchen to be agreed
- 20 Noise management plan for refuse bins to be agreed
- 21 Contaminated land during construction
- 22 Obscure glazing to B1 and B2 in northern elevation, together with the store and stairs
- 23 Window details to be agreed

Contact Officer, Telephone Number    Claire Curtis 01508 533788  
and E-mail:                                    ccurtis@s-norfolk.gov.uk

## Other Applications

## Application 5

2020/1495



Scale 1:1,250

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South Norfolk Council, Cygnet Court, Long Stratton, Norwich, NR15 2XE Tel (01508) 533633



**5      Application No :      2020/1495/H**  
**Parish :              CRINGLEFORD**

Applicant's Name:      Mr & Ms Neil And Mary Holmes  
Site Address              1 Newmarket Road Cringleford Norfolk NR4 6UE  
Proposal                   Demolition of existing porch, roof to single storey front extension,  
                                 garage and single storey rear extension and erection of 2 storey  
                                 extension, detached double garage / study, replacement porch and  
                                 roof to single storey front extension.

Reason for reporting to committee

The Local Member has requested that the application be determined by the Development Management Committee for appropriate planning reasons as set out below in section 4.

Recommendation summary:

Approval with Conditions

**1      Proposal and site context**

- 1.1      Toll House is a two-storey detached house situated inside the development boundary as defined for Cringleford. It is also within the Cringleford Conservation Area where it sits in a particularly prominent position in the centre of the village at the junction where Intwood Road joins the Newmarket Road. There is one immediate neighbour to the southeast side of the site.
- 1.2      The house originally dates from the early 19<sup>th</sup> century and used to be the Toll Keeper's cottage when the Newmarket Road was a turnpike. The building has been much altered including a two-storey side extension and single storey extension to the rear. Walls have a rendered roughcast finish but were possibly brick originally, and the roof has traditional clay pantiles. Although not listed, Toll House is identified in the Cringleford Conservation Area Character Appraisal as being of Townscape significance. The earlier main part of the house has a strong square plan with hipped roof, this distinctive simple form being a key feature in views as one approaches the river along the Newmarket Road from the southwest side, marking the start of the bridge crossing.
- 1.3      The bridge over the river is listed grade II star and is also a Scheduled Monument. An area of woodland separates the proposed site from the main river and bridge, largely blocking off views of the rear garden in views from the bridge. There is a pavement adjacent to Toll House as one approaches the bridge, which then runs into a walkway over the river alongside the main bridge.
- 1.4      Beyond the stream at the rear garden boundary of the site is an 'Island' plot of land belonging to Toll House but not forming part of the domestic curtilage. This parcel of land forms the northeast tip of the Cringleford Conservation Area encompassing water meadows and woodland, which are part of the Yare Valley landscape. It is bordered by the River Yare on its northern side and the Cringleford Bridge embankment on its west side. The meadows and woodland form an important wildlife habitat for the area as a whole.
- 1.5      This proposal removes the existing extensions providing a large two storey extension at the rear with lower curved link section. There is a replacement larger front porch and revision to an existing small lean-to roof section also at the front. The existing garage is replaced by a larger garage with study above.

2. Relevant planning history

2.1	2017/1243	Coppice 3 stems of ash tree at the rear of property	Refused
2.2	1999/1629	Erection of first floor extension to side of dwelling	Approved
2.3	1995/0795	Erection of detached garage	Approved
2.4	1995/0036	Erection of extensions and front boundary wall	Approved
2.5	1992/0491	Erection of extensions and garage.	Refused
2.6	1992/0128	Erection of extensions and garage.	Refused

## Appeal History

2.7	1992/0491	Development Appeal
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3 Planning Policies

- 3.1 National Planning Policy Framework (NPPF)  
NPPF 12 : Achieving well-designed places  
NPPF 15 : Conserving and enhancing the natural environment  
NPPF 16 : Conserving and enhancing the historic environment
- 3.2 Joint Core Strategy (JCS)  
Policy 1 : Addressing climate change and protecting environmental assets  
Policy 2 : Promoting good design
- 3.3 South Norfolk Local Plan Development Management Policies  
DM3.4 : Residential extensions and conversions within Settlements  
DM3.8 : Design Principles applying to all development  
DM3.12 : Provision of vehicle parking  
DM3.13 : Amenity, noise, quality of life  
DM4.2 : Sustainable drainage and water management  
DM4.4 : Natural Environmental assets - designated and locally important open space  
DM4.10 : Heritage Assets
- 3.4 Site Specific Allocations and Policies  
Cringelford Neighbourhood Plan

**Statutory duties relating to Listed Buildings, setting of Listed Buildings and Conservation Areas:**

S16(2) and S66(1) Planning (Listed Buildings and Conservation Areas) Act 1990 provides that in considering whether to grant planning permission or listed building consent for development which affects a listed building or its setting, the local planning authority, or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

S72 Listed Buildings Act 1990 provides: "In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of [the Planning Acts], special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

#### 4. Consultations

##### 4.1 Cringleford Parish Council

Objection due to concerns over visual impact, size, impact on trees, the environment and flood risk. The proposal does not sufficiently address policy requirements of the Cringleford Plan Neighbourhood Development Plan (CNDP), specifically the following Objectives and Policies:

- Objective 6.2 - To preserve and enhance the landscape setting and internal character of the village, both inside and outside the Development Boundary but within the defined Parish Boundary.
- Objective 6.8 - To provide new housing which is of high quality in plan, size, materials and adapted to the expected rises of climate change and suitable for whole life needs of residents.
- Policy GEN3 Proposals for development in the conservation area should show how heritage requirements can be addressed satisfactorily.
- HOU10 - Heritage assets within the parish, especially the listed buildings in the Conservation Area, and their settings must be protected, conserved and enhanced when development proposals are brought forward.

In addition to the above the Parish Council also raised the following concerns:

- Attention should be paid to the finishes to create a more sympathetic extension in the
- conservation area to meet the CNDP criteria. This will prevent the Toll House and the extension appearing as separate incongruous buildings and prevent an adverse impact on the amenity value of the site; it is of great importance as it is the first house you see as you cross the bridge and enter Cringleford from the city.
- It is not certain from the Tree Survey and Arboricultural Implications Assessment that the valuable site trees will be retained and as they currently have no management plan nor is there a new planting scheme which we believe should be assessed prior to any permission being granted. Although there is a section on landscaping in the Design and Access Statement, there is nothing relevant, so it is difficult to tell the final impact of the main extension on the amenity value of the area.
- The site having been neglected for 15 years has provide an opportunity for wildlife and therefore there is a need for a full ecological assessment.
- Concern about the extent of screening of the development provided by existing vegetation
- Although the Environment Agency shows the current property as being in Flood Risk Zone 1, the extension will be adjacent to Zone 2. In this area Zones 2 and 3 are very close together because of the proximity of the river. The property is also subject to a high risk from surface water flooding according to the Environment Agency due to its proximity to the mill stream. Given climate changes, we feel further investigation of flood risk to the new extension and its foundations is necessary.

##### 2<sup>nd</sup> consultation

- The West elevation is a false image showing as it does a level fence running from the house to the river obscuring a large part of the proposed building. This cannot

be achieved readily because of the fall in the land (as with the existing boundary fence which drops away to the river) since it would require a structure several metres tall at its northern end. The important views are those from the north i.e. from the bridge, from the west and from the south. From the north, the property can be clearly seen most of the year through the trees on the Highways land, especially in the winter; the new build will be more visible because of its massing. We would like to see architect's realistic rendered visualisations of the elevations from these aspects before the proposal goes to the Development and Management Committee so that we can evaluate fully the impact of the proposed dwelling on the street scene, especially as you enter Cringleford from Norwich.

#### 4.2 District Councillor Elmer

- Request the application is determined by committee on the grounds that it is a sensitive site in a conservation area that is 'considered to be of townscape significance' according to SNC's appraisal of 2014.

#### 2<sup>nd</sup> consultation

- No comments received

#### 4.3 NCC Ecologist

- No objection subject to a condition to ensure development carried out in accordance with measures put forward in the submitted Ecology Report

#### 4.4 SNC Water Management Officer

- No objection subject to a condition to ensure surface water drainage hierarchy is followed. If infiltration drainage is demonstrated not to be viable, the Environment Agency may require any additional flows to the River to be attenuated.

#### 4.5 Historic England

- Did not wish to offer any comments.

#### 4.6 Other Representations

One comment received from local resident with the following concerns:

- Development here, within the Cringleford Conservation Area, must be carried out in a very sensitive way. The proposals do not deal with either of these at adequately. The proposed extension is considerably larger than the existing building and is really an annex rather than an integral extension. It is completely out of scale with the original house, as well as adjacent houses. It will dominate the view from Newmarket Road, unless carefully screened and it is not clear how screening will be achieved. The materials proposed are completely at variance with those in the immediate area and, therefore, not appropriate. Such a sensitive site requires the use of materials traditional in the area.
- Location close to the river and the mill stream suggest that the flood risk is greater than the application suggests. It should be more fully investigated. There is also the risk of surface water flooding into the property from both Newmarket road and Intwood Road, both of which slope down towards the property. There appears to be no indication that this risk has been taken into account and no mitigating measures are proposed. Risks of both types of flooding will increase as rainfall rises with further global warming.

- Critical policies in the Cringleford Neighbourhood Development Plan have not been addressed specifically - and they should be. I have in mind GEN3 and HOU10.

#### 2<sup>nd</sup> Consultation

- Comment received from immediate neighbour who has no objections to the proposal which they consider 'seems to be an attractive and innovative design project.'

## 5 Assessment

### **Key considerations**

- 5.1 Design and flood risk; impact on heritage assets, trees, amenity and ecology

### **Principle**

- 5.2 The principle of extending a dwelling within development boundaries of settlements is acceptable under policy DM3:4 of the Local Plan 2015 providing proposals incorporate a good quality design which maintains or enhances the character and appearance of the building, street scene and surroundings, and do not have an unacceptable impact on the amenities of neighbouring occupiers.
- 5.3 The principle of carrying out development to a non-designated heritage asset and within a conservation area is acceptable under national and Local Plan policies regarding heritage assets subject to an assessment of the impact of proposals on the significance of the non-designated heritage asset and character of the conservation area.

### **Design/Heritage**

- 5.4 The proposed rear two storey extension provides a main bedroom wing with living area below and has a lower curved section as a link to the main house. It is in a more contemporary style that extends the house some distance into the rear garden and closer to the stream at the rear boundary. Although of substantial size its more modern design with a lower link section helps to separate it from the existing house in key views from the start of the bridge on the Newmarket Road, the curve of the link section projecting the extension away from the road, bringing it more into the rear garden and reducing the impact of its scale. The original strong square plan hipped roof form of Toll House will still remain prominent in key views from the street.
- 5.5 Although the new extension will clearly be visible from the road at the northwest side on approach to the bridge, its scale, form and degree of separation from the existing house should allow it to sit comfortably on the site, the proposed Larch timber cladding being a sympathetic finish to the woodland character of this part of the conservation area. Remaining trees will provide screening moving onto the bridge towards the city, the extension not being so visible as one crosses over the river going into Cringleford. The timber finish together with the curved design of the link section and modern zinc roof should all add to the architectural interest of the site without conflicting with traditional form and materials of the existing building and diminishing its importance in street views. The building will be more visible through the trees during the winter months when crossing the bridge, but this will not detract from the natural woodland character from the area around the river which will remain dominant.
- 5.6 The proposal includes a new larger porch area at the front elevation with hipped roof. The adjacent lean-to roof section is also replaced with a new hipped roof section more in keeping with the character of the earlier building. These changes will improve the appearance of the front elevation. The existing garage building is of no heritage merit

and the replacement building, which provides a larger garage area with study above, is at a suitable scale and will sit comfortably.

- 5.7 Historic England have been formally consulted on the proposal due to the bridge being listed grade II star, as well as being a Scheduled Monument. They did not wish to comment on the proposal. Due to the location of the new extension in relation to the bridge and the large number of mature trees that will screen the extension in views from the bridge, the proposal will not result in any harm to the special interest and setting of the bridge or affect its status as a Scheduled Monument.
- 5.8 Overall, it is considered that the proposal will not harm the significance of Toll House as a non-designated heritage asset and will retain the existing contribution it makes to the character of the conservation area. It will also provide some enhancement by creating further architectural interest in views from the road.
- 5.9 In light of the requirements of sections 66 and 72 of the Act the proposal will not harm the setting of the listed bridge and will not result in harm to the character of the conservation area or to the character of Toll House as a non-designated heritage asset and therefore it accords with both national and Local Plan policies regarding heritage assets and design.

#### Water Management/ Flood Risk

- 5.10 No part of the site is situated within either flood zones 2 or 3, flood zone 2 being immediately beyond the boundary at the north east corner of the rear garden. The site is also shown as not being at risk of flooding from any surface water. This is confirmed on the Environmental Agency's Flood Map, which shows potential surface water flood areas to be outside the boundaries of the site.
- 5.11 The Water Management Officer has been formally consulted on the proposal and has no objection subject to a condition to ensure that the surface water drainage hierarchy is followed. If infiltration drainage is demonstrated not to be viable, the Environment Agency may then require any additional flows to the River to be attenuated. With this condition the proposal accords with policy DM4.2 of the Local Plan 2015.

#### Ecology

- 5.12 A Preliminary Bat Roost Assessment and Summer Bat Survey submitted with the application and was amended to include information regarding the impact on other protected species. The additional information includes confirmation that no Great Crested Newts have been discovered within 1km of the site. The construction of the bank of the rear garden where it meets the stream is also not suitable for water voles.
- 5.13 The County Council's Ecologist has been consulted on the submitted details and has no objection to the proposal subject to a condition to ensure that works are carried out in accordance with the mitigation measures put forward in section 5.1.3 of the report. With this condition the proposal accords with policy DM4.4 of the Local Plan 2015.

#### Trees

- 5.14 The proposal includes the removal of four trees on the site. Two trees are category C, one a category B and one category U. The category B tree is far too close to the front wall of the house and ideally should be removed anyway.



- 5.15 The impact of the proposal on existing trees has been discussed with the Council's Tree Conservation Officer who has no objection to the proposal subject to a condition for submission of a Tree Protection Plan and Arboricultural Method Statement, as recommended in the AIA. They have also requested conditioning some new planting of trees on the site due to the loss of trees proposed. With this condition to help retain the woodland character this part of the conservation area, the proposal accords with policy DM3.8 of the Local Plan 2015.

#### Amenity

- 5.16 There is one neighbour immediately adjacent to the site. They have no objection to the proposal, which they consider 'seems to be an attractive and innovative design project'.
- 5.17 Due to the location of the proposed development in relation to the adjacent dwelling it is considered that there will be no resulting unacceptable level of harm to the amenity of the neighbour and therefore the proposal accords with policy DM3.13 of the Local Plan 2015.

#### Cringleford Neighbourhood Development Plan

- 5.18 Comments received from the Parish Council highlighted the need for additional information to be submitted to better explain the proposal in terms of the impact on the conservation area and relation to policies in the CNDP. Additional information was then included in the Design & Access Statement, making reference to the policies in the Cringleford Neighbourhood Development Plan.
- 5.19 Looking at the requirements of Objective 2 and Policy HOU10 of the Plan, as explained earlier in this report, it is considered that the proposal retains the important contribution Toll House makes to the character of the conservation area whilst at the same time providing further architectural interest through a more contemporary style design that is sympathetic to the existing woodland setting at the river. Wider landscape views of the Cringleford Conservation Area are not adversely affected by the proposal due to screening from existing woodland around the river, even though the building will be more visible during the winter months through lines of trees and woodland.
- 5.20 Objective 6.8 relates to new housing rather than extensions on existing dwellings. However, with conditions to ensure appropriate quality finishes/details and with no increased level of flood risk, the proposal accords with this objective.
- 5.21 With regard to policy GEN 3 of the Plan, it is considered that the revised supporting information sufficiently explains the impact of proposals on the Toll House and conservation area in accordance with paragraph 186 of the NPPF, demonstrating an understanding of the contribution the building makes to the character of the conservation area. It also explains how the location of the extension, its form and use of materials has been informed by the existing arrangement of the site in order to provide a scheme that is sympathetic to existing setting around river and bridge.

#### Objections

- 5.22 The Parish Council and a local resident both objected to the proposal raising concerns about flood risk/climate change, ecology, use of inappropriate materials, lack of screening, impact on important trees and amenity of the area. These concerns have been addressed in the Design/Heritage, Flood Risk, Neighbourhood Plan and Ecology sections above.

- 5.23 Following a second consultation, the Parish Council provided a further comment on the submitted street elevation at the Newmarket Road side, mentioning that the line of the fence does not reflect the way in which the land slopes down towards the river and therefore it would not be possible to install fencing, as proposed, as it would need to be considerably higher as it extends closer to the river.
- 5.24 Whilst there may be some inaccuracy here, it is possible to install a level section of fence to provide screening at ground level immediately behind the house in the open view before the line of trees commences. As the natural boundary of existing trees then provides screening, any further fencing would not provide any benefit visually. With only one tree being removed at the northwest boundary, sufficient trees remain in place to retain the prominence natural woodland character in important views from the bridge. However, notwithstanding the submitted proposed street elevation showing proposed fencing, the details of boundary treatment here are to be agreed under condition.
- 5.25 The Parish Council have requested a further street elevation detail for the proposed fencing but for the reasons given above, a further detail is not considered necessary, particularly as no fencing would not make the scheme unacceptable.
- 5.26 No other objections to the application have been received.

#### **Other Issues**

- 5.27 Under Section 143 of the Localism Act the council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.
- 5.28 **COVID as a material planning consideration**
- 5.29 The construction phase of the development provides employment and therefore has an economic benefit that weighs in favour of the proposal.

#### **CIL**

- 5.30 This application is not liable for CIL under the Regulations.

#### **Conclusion**

- 5.31 The proposal will not harm heritage assets and is a sympathetically designed scheme that should add architectural interest to both the site and conservation area. Its form, curved plan and material finish respects the existing woodland setting close to the river and should compliment the more traditional architecture in the conservation area. A condition for an Arboricultural Method Statement and Tree Protection Plan, including replanting, will ensure the strong natural character of the site is retained. There will be no increased level of flood risk and no resulting unacceptable level of harm to neighbour amenity. With a condition to ensure appropriate mitigation measures are carried out for the protection of important ecology it is considered that the proposal accords with all of the above policies and therefore it is recommended to the Committee that the application be approved.

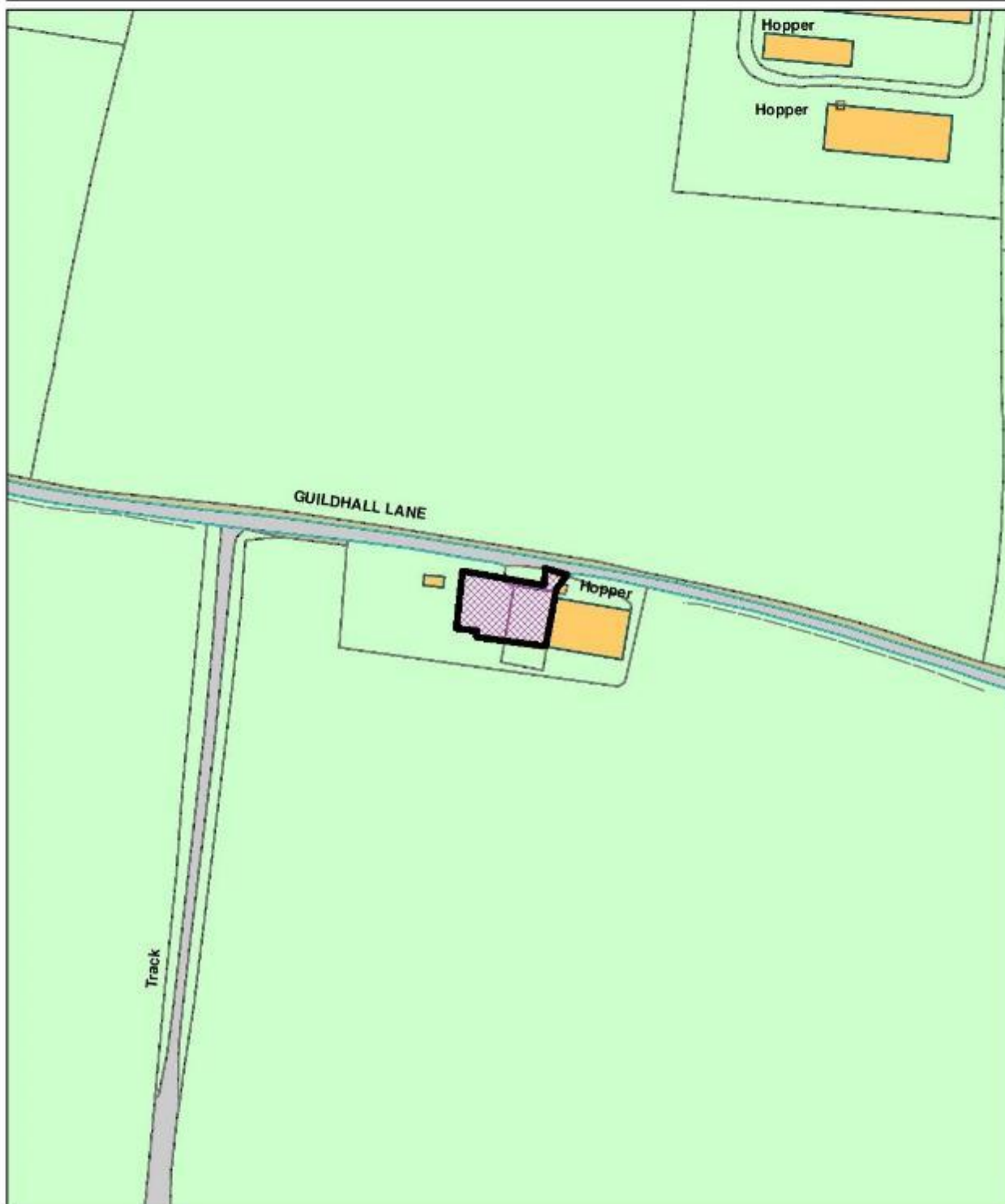
Recommendation :      Approval with Conditions

- 1 Full Planning permission time limit
- 2 In accordance with submitted drawings
- 3 External materials
- 4 Window/external door/glazing details
- 5 Ecological enhancements
- 6 Surface Water
- 7 Tree protection
- 8 Boundary treatment

Contact Officer, Telephone Number      Philip Whitehead 01508 533948  
and E-mail:                                      pwhitehead@s-norfolk.gov.uk

Application 6

2020/1680



Scale 1:1,250

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South Norfolk Council, Cygnet Court, Long Stratton, Norwich, NR15 2XE Tel (01508) 533633

**6. Application No : 2020/1680/F**  
**Parish : PULHAM MARKET**

Applicant's Name: Manor Lake Properties  
 Site Address: Agricultural Building South of Guildhall Lane Pulham Market  
 Norfolk  
 Proposal: Erection of new triple garage and home office.

Reason for reporting to committee

The Local Member has requested that the application be determined by the Development Management Committee for appropriate planning reasons as set out below in section 4.

Recommendation summary :

Approval with Conditions

**1 Proposal and site context**

- 1.1 The application seeks full planning permission for the extension of the curtilage of the dwelling approved under application 2020/0963 from agricultural land to residential amenity land, and the erection of a triple bay garage incorporating a home office.
- 1.2 The application site is located to the south of Guildhall Lane in Pulham Market. The site is outside of the Pulham Market development in the open countryside. The residential dwelling was permitted as a fall back following a Class Q approval for the conversion of the existing agricultural building.
- 1.3 Amended plans have been received on this application which has resulted to a change to the red line boundary.

**2. Relevant planning history**

- |     |           |                                                                                                                                                |          |
|-----|-----------|------------------------------------------------------------------------------------------------------------------------------------------------|----------|
| 2.1 | 2018/2682 | Notification for Prior Approval for a proposed change of use and associated building works of agricultural building to dwellinghouse (QA & QB) | Approved |
| 2.2 | 2020/0963 | Creation of new dwelling following planning permission 2018/2682.                                                                              | Approved |
| 2.3 | 2020/1776 | Discharge of conditions 5 & 6 of planning permission 2020/0963 Boundary treatment and materials.                                               | Approved |

**3 Planning Policies**

- 3.1 National Planning Policy Framework (NPPF)  
 NPPF 02 : Achieving sustainable development  
 NPPF 04 : Decision-making  
 NPPF 05 : Delivering a sufficient supply of homes  
 NPPF 12 : Achieving well-designed places  
 NPPF 15 : Conserving and enhancing the natural environment
- 3.2 Joint Core Strategy (JCS)  
 Policy 2 : Promoting good design  
 Policy 3: Energy and water  
 Policy 17 : Small rural communities and the countryside

- 3.3 South Norfolk Local Plan Development Management Policies  
DM2.8 : Equestrian and other small changes of use of agricultural land  
DM3.6 : House extensions and replacement dwellings in the Countryside  
DM3.8 : Design Principles applying to all development  
DM3.11 : Road safety and the free flow of traffic  
DM3.12 : Provision of vehicle parking  
DM3.13 : Amenity, noise, quality of life  
DM4.2 : Sustainable drainage and water management  
DM4.5 : Landscape Character Areas and River Valleys  
DM4.9 : Incorporating landscape into design

#### 4. Consultations

##### 4.1 Pulham Market Parish Council

- The Parish Council have concerns on the design and materials being proposed. They object to the application as it is considered that this proposal is overbearing and overdevelopment of the site.

Comments on amended plans

- Whilst the change to the red line is noted the other comments still apply

##### 4.2 District Councillor

Cllr Clayton Hudson

- If planning services are minded to approve the application as submitted then I would request the application should only be determined by the development management committee for the following reasons:
- The overbearing nature of proposal, in my opinion the size, density and external appearance of the proposed garage/home office will have a significant impact on the neighbourhood / landscape.
- Given it's outside Pulham Market parishes settlement / development boundary it doesn't represent overriding benefits when having regard to the harm identified.
- I would however want to put on record I would be in a position to support a scaled back proposal for a more traditional cart lodge / double garage.

##### 4.3 NCC Highways

- No highways objections to this proposal

##### 4.4 Other Representations

- No public representations received

#### 5 Assessment

##### **Key considerations**

- 5.1 The key considerations in the determination of this application are: principle, design, impact upon amenity and highways.

**Principle**

- 5.2 The principle of the proposal is considered in regard to Policies DM2.8 and DM3.6. Policy DM2.8 relates to the change of use of land, whilst DM3.6 relates to the erection of outbuildings in the countryside. These are assessed below:
- 5.3 Change of use of agricultural land - The curtilage of the residential dwelling will be required to be extended to the west to accommodate the new garage. Policy DM2.8 sets out that regard needs to be had to the impact upon the character and visual appearance of the countryside, the impact upon any public rights of way, and also securing appropriate boundary treatments. The extension to the curtilage is considered to be minor and not result in an adverse impact upon the landscape. The proposal will not impact upon any public rights of way. Details of the boundary treatments have not however been provided, and as such it is considered appropriate to include a condition to secure this.
- 5.4 Erection of a garage – Policy DM3.6 sets out that proposal for outbuildings in the countryside will be permitted subject to compatibility with the areas, character and appearance and the landscape setting, and the original dwelling having a lawful residential occupation. The existing dwelling is currently under construction however it has a lawful planning permission. The impact in regard to design and scale is assessed below.

**Design**

- 5.5 Section 12 of the NPPF, Policy 2 in the JCS, Policy DM3.8 in the Development Management policies and the South Norfolk Place Making Guide all require a good standard of design to be achieved by new developments which respects the local distinctiveness of the area.
- 5.6 Concerns have been raised that due to the scale of the building this can be considered to be overbearing, when considered in the context of the surrounding landscape. Whilst the triple garage is relatively large, the impact is mitigated by the orientation of the building, with the gable end facing towards the road. The agent has also confirmed that the garage can be lowered into the ground such that it will read as having a lower ridge height than that of the main dwelling so as to assist with making the garage appear visually subservient to the main dwelling. Drawings are to be provided which confirm this and it is anticipated that these will be available for the committee. The materials proposed include timber cladding and have had regard to the materials for the associated dwelling. Overall the design, scale and materials proposed are considered to be acceptable and accord with the requirements of DM3.8 and JCS Policy 2.

**Impact Upon Amenity**

- 5.7 There are no adjacent neighbours and as such the proposal is not considered to result in an adverse impact upon amenity. The proposal is therefore considered to accord with the requirements of DM3.13.

**Highways**

- 5.8 The proposal will extend the approved drive agreed under application 2020/093, whilst also providing a triple garage. The Highways Authority have confirmed that they do not have any objections to the proposal, and it is considered to accord with DM3.11 and DM3.12.

## Other Issues

- 5.9 Drainage – the application form advises that surface water drainage will be to a soakaways. Details of percolation rates have not been provided and infiltration is not always possible. It is therefore proposed to include a condition to secure details of the surface water drainage.
- 5.10 Under Section 143 of the Localism Act the council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.
- 5.11 The impact of Covid-19 is a material consideration in the determination of this application. The proposal will help to support the economy during the construction phase, which weighs in favour of the proposals, however the other material planning considerations detailed above are of greater significance.
- 5.12 This application is liable for Community Infrastructure Levy (CIL)

## Conclusion

- 5.13 The principle of the change of use of land and the erection of a garage is considered acceptable in relation to policies DM2.8 and DM3.6. The design scale and materials area considered to accord with the requirements of DM3.8 and JCS Policy 2. The proposal is not considered to have an adverse impact upon the character and appearance of the countryside.
- 5.14 Subject to the inclusion of conditions relation to boundary treatments and surface water drainage, it is recommended for approval.

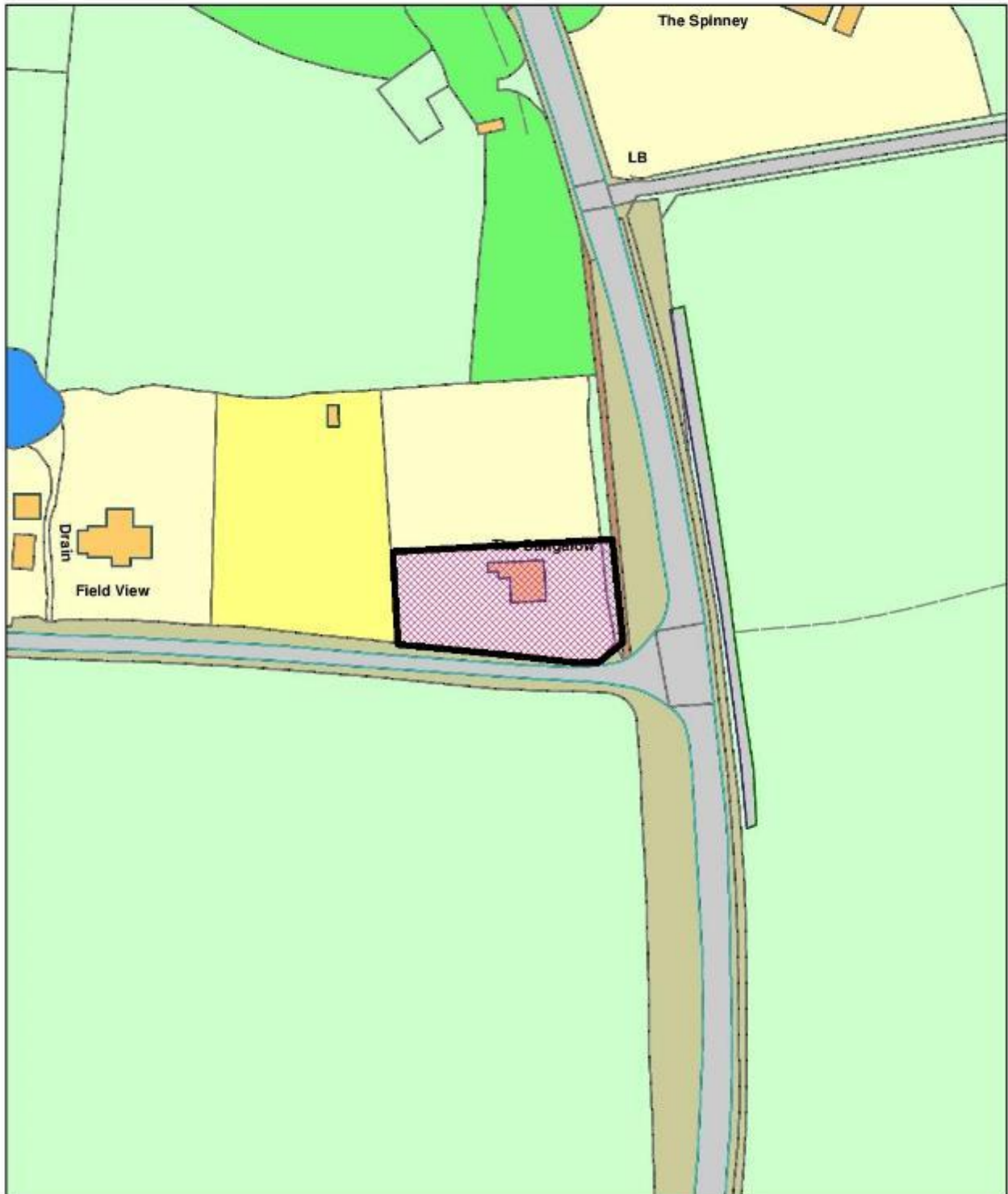
Recommendation : Approval with Conditions

- 1 Time Limit
- 2 Submitted Drawings
- 3 Boundary Treatments
- 4 Surface water drainage

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2020/1890



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South Norfolk Council, Cygnet Court, Long Stratton, Norwich, NR15 2XE Tel (01508) 533633

**7. Application No : 2020/1890/RVC**  
**Parish : BROOKE**

Applicant's Name: C/o Agent  
 Site Address: The Bungalow Howe Lane Brooke NR15 1HH  
 Proposal: Variation of condition 2 of planning permission 2018/2290 - to clad existing brickwork, reduce size of garage door and changes to fenestration.

Reason for reporting to committee

The Local Member has requested that the application be determined by the Development Management Committee for appropriate planning reasons as set out below in section 4.

Recommendation summary :

Approval with no conditions

**1 Proposal and site context**

- 1.1 The application site lies within the open countryside within the Parish of Brooke and consists of a rectangular shaped plot containing a recently extended detached bungalow. The site is accessed via Howe Lane to the south of the site beyond which are open fields. To the north is land that was formerly part of the garden which accompanied this dwelling but which is now a separate residential development plot for two detached dwellings granted under 2018/2308 and which is currently the subject of a new application to revise the approved house types 2020/1916. To the west of the site is a recently constructed new dwelling.
- 1.2 This application seeks to agree revisions to the approved extension alterations to the detached bungalow approved under 2018/2290 and consists of the introduction of external cladding to the dwelling, the loss of part of the garage in favour of a dining room and a number of other revisions to fenestration.

**2. Relevant planning history**

- |     |           |                                |          |
|-----|-----------|--------------------------------|----------|
| 2.1 | 2018/2290 | Extension and build new garage | Approved |
|-----|-----------|--------------------------------|----------|

**3. Planning Policies**

- 3.1 National Planning Policy Framework (NPPF)  
 NPPF 02 : Achieving sustainable development  
 NPPF 04 : Decision-making  
 NPPF 12 : Achieving well-designed places
- 3.2 Joint Core Strategy (JCS)  
 Policy 2 : Promoting good design
- 3.3 South Norfolk Local Plan Development Management Policies  
 DM1.3 : The sustainable location of new development  
 DM1.4 : Environmental Quality and local distinctiveness  
 DM3.6 : House extensions and replacement dwellings in the Countryside  
 DM3.8 : Design Principles applying to all development  
 DM3.12 : Provision of vehicle parking  
 DM3.13 : Amenity, noise, quality of life  
 DM4.5 : Landscape Character Areas and River Valleys

#### 4. Consultations

##### 4.1 District Councillor

Cllr Fuller

- To the next Committee, please
- I am conscious that there are a further two dwellings to be completed here. The applicant has failed to follow the agreed plan for the first one. The result is the use of incongruous and inappropriate materials. The LPA on behalf of all local residents needs to make it clear that this is not what we expect for the completed house and to leave no room for doubt on the next two. The committee will decide whether they need to be replaced on the first one, in whole or in part.

##### 4.2 Brooke Parish Council

- No objection

Other Representations

##### 4.3

- None received

#### 5 Assessment

##### **Key considerations**

##### 5.1 Character and appearance of the area Neighbour amenity Highway safety

##### **Principle**

- 5.2 The principle of extending a dwelling in the countryside is acceptable in accordance with the provisions of Policy DM3.6 of the SNLP as was the case when the previous scheme was approved. The key issues in the determination of this application are whether the revisions introduce any harm to the character and appearance of the locality, neighbour amenity or highway safety through providing inadequate parking.

Character and appearance of the area

- 5.3 The approved scheme anticipated the retention of the original brick exterior with the extension built from matching materials. The scheme has however incorporated some sections of grey composite horizontal cladding to the exterior.

- 5.4 The site lies in a rural location and can be clearly seen from the adjacent Howe Lane and Norwich Road. Whilst the cladding can be considered to be somewhat urban in its appearance and not prevalent in other properties within the vicinity, it is evident that it is not used on the entirety of the property with a significant amount of brickwork still prevalent within the scheme. This coupled with the fact that it is a single storey property that is not particularly dominant/or prominent in the locality means that it is considered that the property does not have an adverse impact on the character and appearance of the locality and thereby is considered to comply with the requirements of Policies DM3.6, DM3.8 and DM4.5 of the SNLP.

## Neighbour amenity

- 5.5 The proposed fenestration changes relate to ground floor openings which will result in no significant impacts in terms of privacy and therefore the scheme complies with the requirements of Policy DM3.13 of the SNLP.

## Highway safety (parking provision)

- 5.6 The extended property provides 4 bedrooms and therefore Norfolk County Council parking standards require 3 spaces to be provided. Whilst one space is lost as a consequence of one of the garage spaces being converted to a dining room the revised scheme still provides 3 parking spaces and therefore complies with the requirements of Policy DM3.12 of the SNLP.

## Other issues

- 5.7 It was evident in undertaking a recent site inspection that a new fence has been erected on-site which was not indicated in the previous scheme. However, it did appear that these works are permitted development and therefore do not require planning permission. Likewise, it is evident that conifer trees that were adjacent to the rear boundary of the site when the previous scheme was approved have been removed. It is evident that these were not protected in any way (ie TPO's conditions of previous approval) and as such no permission was required to remove them. The site inspection also highlighted that the roof material has changed from a red pantile as referred to in the previously approved scheme to a grey tile. Having considered this it does not cause any planning concerns.
- 5.8 Under Section 143 of the Localism Act the council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.
- 5.9 In considering the implications of Covid 19 as a material consideration, the scheme has benefitted the local economy through the renovation work which weighs in favour of the application to a small degree.

- 5.10 **This application is not liable for Community Infrastructure Levy (CIL)**

**Conclusion**

- 5.11 The revised scheme is considered to comply with all relevant planning policies and is therefore recommended for approval. Given the works are complete it is not considered that any planning conditions are required.

Recommendation : Approval with no conditions

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**Planning Appeals****Appeals received from 10<sup>th</sup> October 2020 to 6<sup>th</sup> November 2020**

<b>Ref</b>	<b>Parish / Site</b>	<b>Appellant</b>	<b>Proposal</b>	<b>Decision Maker</b>	<b>Final Decision</b>
2020/0620	Wymondham Land to the Rear of 16 Norwich Common Wymondham Norfolk	Mr A Dale	Proposed development of 2 new dwellings and detached garages, re- positioning of existing access drive and amenity space (revised)	Delegated	Refusal
2020/0958	Framingham Earl Bella Vista Burgate Lane Framingham Earl NR14 7PU	Ms Hayley Spruce	Retention of steel security gates and side panel to form an enclosure.	Delegated	Refusal
2020/0889	Colney Land West of the Old Hall Watton Road Colney Norfolk	Mr Nigel Willgrass	Erection of dwelling	Development Management Committee	Refusal

**Planning Appeals****Appeals decisions from 10<sup>th</sup> October 2020 to 6<sup>th</sup> November 2020**

<b>Ref</b>	<b>Parish / Site</b>	<b>Appellant</b>	<b>Proposal</b>	<b>Decision Maker</b>	<b>Final Decision</b>	<b>Appeal Decision</b>
2020/0194	Wymondham Sub Division Of Garden At The Foxes Tuttlles Lane East Wymondham Norfolk	Mrs J Fox	Proposed conversion of existing studio to single storey dwelling including extensions and alterations	Delegated	Refusal	Appeal dismissed