

Development Management Committee

Agenda

Members of the Development Management Committee:

Cllr V Thomson (Chairman)
Cllr L Neal (Vice Chairman)
Cllr D Bills
Cllr T Laidlaw
Cllr G Minshull

Date & Time:

Thursday 28 January 2021
10.00am

Place:

To be hosted remotely at: South Norfolk House, Cygnet Court, Long Stratton, Norwich,
NR15 2XE

Contact:

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Email: democracy@s-norfolk.gov.uk
Website: www.south-norfolk.gov.uk

PUBLIC ATTENDANCE:

This meeting will be live streamed for public viewing via the following link:

<https://www.youtube.com/channel/UCZciRgwo84-iPyRImsTCIng>

If a member of the public would like to attend to speak on an agenda item, please email your request to democracy@s-norfolk.gov.uk, no later than 3.00pm on Monday 25 January 2021.

Large print version can be made available

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

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.

AGENDA

1. To report apologies for absence and to identify substitute members;
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 guidance form and flow chart attached – page 6)
4. **Minutes of the Meeting of the Development Management Committee held on Wednesday, 13 January 2021**;
(attached – page 8)
5. **Planning Applications and Other Development Control Matters**;
(attached – page 11)

To consider the items as listed below:

Item No.	Planning Ref No.	Parish	Site Address	Page No.
1	2020/1416/F	COLNEY	Land adjacent to Colney Woodland Burial Park Watton Road Colney NR4 7TY	11
2	2020/1925/F	PORINGLAND	Land South West of Bungay Road Poringland, Norfolk	21
3	2020/2042	CHEDGRAVE	Telephone Exchange, Langley Road, Chedgrave, NR14 6HD	47

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 54)

8. Date of next scheduled meeting- Wednesday 10 February 2021

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

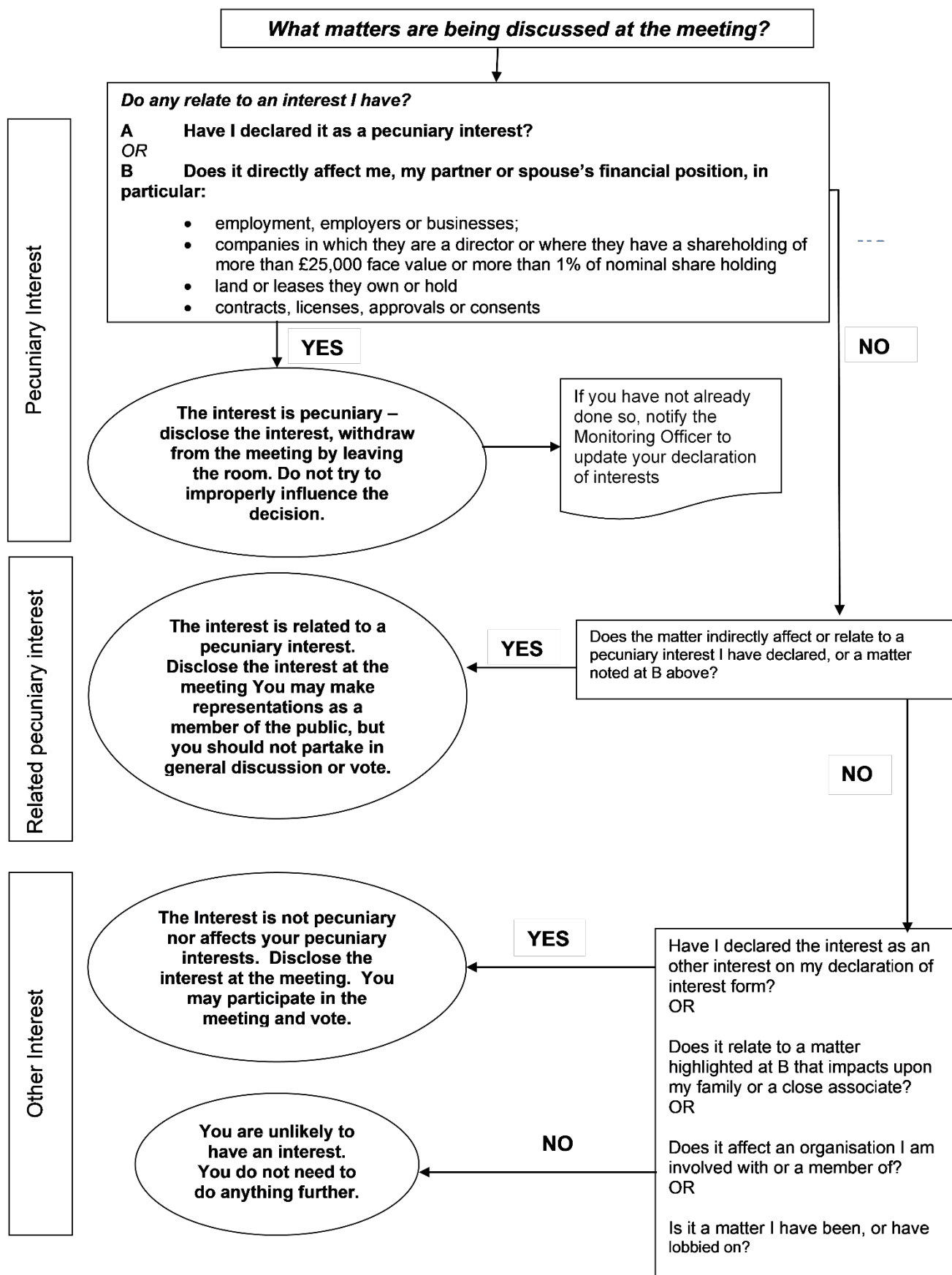
When declaring an interest at a meeting Members are asked to indicate whether their interest in the matter is pecuniary, or if the matter relates to, or affects a pecuniary interest they have, or if it is another type of interest. Members are required to identify the nature of the interest and the agenda 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.

<p>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.</p>
<p>Does the interest directly:</p> <ol style="list-style-type: none"> 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 <p>If the answer is "yes" to any of the above, it is likely to be pecuniary.</p> <p>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.</p>
<p>Does the interest indirectly affect or relate any pecuniary interest you have already declared, or an interest you have identified at 1-5 above?</p> <p>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.</p>
<p>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.</p>
<p>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.</p>

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



Agenda Item: 4

DEVELOPMENT MANAGEMENT COMMITTEE

Minutes of a remote meeting of the Development Management Committee of South Norfolk District Council, held on Wednesday, 13 January 2021 at 10.00am.

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

Officers in Attendance: The Development Manager (T Lincoln), the Area Planning Manager (C Raine) and the Senior Planning Officer (S Everard).

540 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
2019/2513/F (Item 1)	MORNINGTHORPE AND FRITTON	Cllr Minchsull	Local Planning Code of Practice Lobbied by Objectors
2020/1973 (Item 2)	HEMPNALL	All	Local Planning Code of Practice Lobbied by Applicants

541 MINUTES

The minutes of the Development Management Committee meeting dated 16 December 2020 were confirmed as a correct record and signed by the Chairman.

542 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
2019/2513/F (Item 1)	MORNINGTHORPE AND FRITTON	A Rhoades – Objector N Durrant – Agent for the Applicant Cllr M Edney – Local Member Cllr A Thomas – Local Member
2020/1973 (Item 2)	HEMPNALL	L Jones – Applicant Cllr M Edney – Local Member

The Committee made the decisions indicated in Appendix A 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.

543 PLANNING APPEALS

The Committee noted the planning appeals

(The meeting concluded at 11.30am)

Chairman

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** : **2019/2513/F**
Parish : **MORNINGTHORPE AND FRITTON**
Applicant's Name : Mr A Tomson
Site Address : Land North of Wood Lane Morningthorpe Norfolk

Proposal : Erection of building and ancillary development including access and bunding for the proposed boar stud.

Decision : Members voted unanimously for **Refusal**

Refused

1. Unacceptable highways impact
2. Loss of hedgerow.

2. **Appl. No** : **2020/1973**
Parish : **HEMPNALL**
Applicant's Name : Mr & Mrs Jones
Site Address : 1 Broadway Close Hempnall NR15 2LY

Proposal : Installation of front and rear dormers

Decision : Members voted unanimously for **Approval** (contrary to officer recommendation, which was unanimously lost)

Reason for Approval

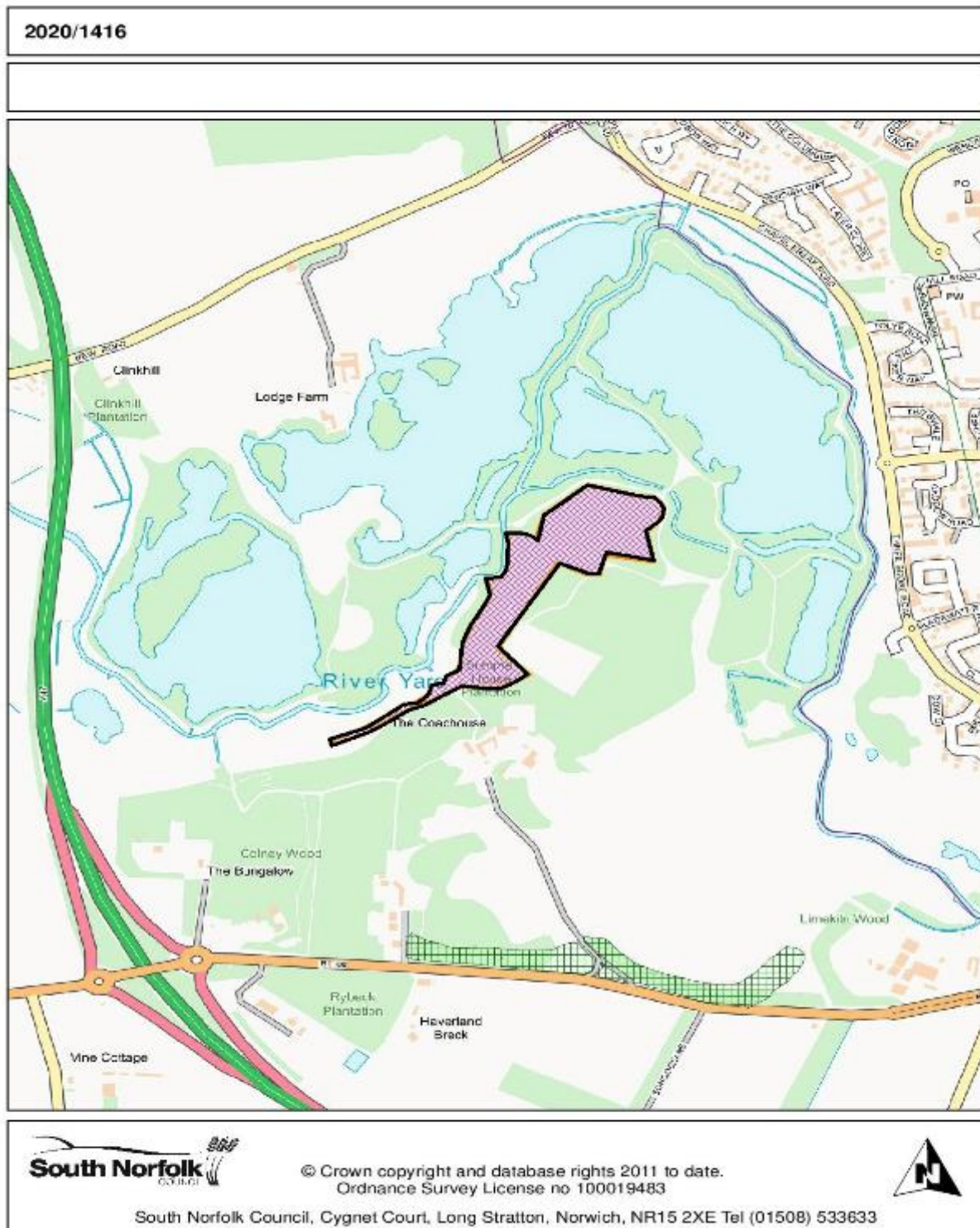
The design and scale of the dormer window is not uncharacteristic of the area and would not be harmful or detrimental to the appearance of the area.

PLANNING APPLICATIONS AND OTHER CONTROL MATTERS

Report of Director of Place

Major Applications

Application 1



1. Application No: 2020/1416/F
Parish: COLNEY

Applicants Name Mr Roger Vail
 Site Address Land adjacent to Colney Woodland Burial Park Watton Road Colney NR4 7TY
 Proposal Change of use of land for extension of existing burial ground to provide up to 3,600 additional burial plots, extension to existing access road and construction of comfort building.

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 adjacent to Colney Woodland Burial Park which is outside of but close to the development boundary for Colney. It comprises of 4.3ha of undeveloped land which formed part of the original plantation of Colney Hall to the east. It extends from the north eastern corner of the existing burial park and is bounded by the River Yare to the north and by the remaining Colney Hall site to the south, which is now in mixed use. This site is accessed through the main entrance to the burial park which is immediately to the east of the Watton Road/A47 junction.
- 1.2 This application proposes an extension to the existing burial ground to provide additional capacity. This would comprise of woodland burial and ash interment with an area on the eastern side of the site proposed for traditional burial. The application proposes to extend the internal access road through this site with a turning area at its northern end. A small facilities building is also proposed halfway along the extended access road. The applicant has confirmed that this increase in capacity is proposed to extend the operation of the burial ground but that the frequency of services would remain substantially unchanged from existing.

2 Relevant planning history

- | | | | |
|-----|-----------|--|----------|
| 2.1 | 2014/1321 | Proposed new pathway (ride) for use by hearses in association with the extant planning permission for a proposed burial ground extension (Ref: 2009/0589/F). | Approved |
| 2.2 | 2011/1206 | Continue use of the site for burials and ancillary uses incorporating revised burial distribution and revised management plan | Approved |

2.3	2011/0268	Continue use of the site for burials and ancillary uses incorporating revised burial distribution and revised management plan	Withdrawn
2.4	2009/0589	Wetland enhancement and burial ground extension	Approved
2.5	2009/0028	Wetland enhancement and burial ground extension	Withdrawn
2.6	2004/0849	Proposed erection of aluminium colour coated site nameboard sign	Approved

3 Planning Policies

- 3.1 National Planning Policy Framework (NPPF)
 NPPF 02 : Achieving sustainable development
 NPPF 06 : Building a strong, competitive economy
 NPPF 09: Promoting sustainable transport
 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 5 : The Economy
 Policy 6 : Access and Transportation
 Policy 12 : The remainder of the Norwich Urban area, including the fringe parishes
- 3.3 South Norfolk Local Plan (SNLP) Development Management Policies
 DM1.3: Sustainable location of development
 DM2.1: Employment and business development
 DM3.8: Design Principles
 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 and quality of life
 DM3.14 : Pollution, health and safety
 DM4.2: Sustainable drainage and water management
 DM4.5: Landscape character areas and river valleys
 DM4.8: Protection of trees and hedgerows
 DM4.9: Incorporating landscape into design
 DM4.10: Heritage assets

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 Colney Parish Council

Object on following grounds;

- outside development boundary and contrary to policies DM1.3 (2) and COL1.
- flood risk assessment does not comply with revised guidelines regarding flood risk and pollution of ground water.
- will erode the landscape of this natural river valley. Public access already established, does not need to be increased by this proposal.
- Committee should support its own policies for the long-term wellbeing of residents

4.2 District Councillors – Cllr Elmer & Cllr Kemp

Should be determined by Committee to allow consideration of landscape character impacts of proposal against policy DM4.5

4.3 Historic Environment Service

No archaeological investigation required.

4.4 NCC Ecologist

Overall, ecological impact will be low. Potential for reptiles to be affected by construction but anticipate value of site for reptiles will increase following completion. No objection subject to mitigation as agreed

Following submission of additional information

No objections on ecological grounds subject to ecological design strategy required by condition.

4.5 NCC Highways

Accept that frequency of services would remain unchanged but increase in burial plots may result in in visitor numbers on ongoing basis. Details for further overflow parking required.

4.6 Environment Agency

Holding objection - further investigation and monitoring required due to proximity to river. No objection on grounds of flood risk but recommend agreement to flood warning and evacuation plan. Require agreement to detailed design of proposed access road.

Following submission of additional information

No further objections subject to conditions regarding ongoing groundwater monitoring.

4.7 SNC Landscape Architect

No objection subject to approval of management plan to ensure site managed for environmental benefit and to maximise ecological potential. Would expect it to reflect the management plan in place on existing burial ground.

4.8 SNC Economic Development Officer

Support - existing burial ground is well-established with considerable community benefits. Proposal will extend longevity of these services, create new jobs and have excellent access from A47.

4.9 SNC Water Management Officer

Flood Warning and Evacuation Plan will be required to meet the needs of users of the proposed development. No objection to proposed drainage strategy subject to condition requiring approval of details.

4.10 NCC Lead Local Flood Authority

No comments

4.11 Other Representations

Yare Valley Society - any development should accord with policy DM4.5 to protect distinctive landscape characteristics. Query whether this proposal will enhance landscape character or biodiversity. Outside development boundary so approval should only be given in exceptional circumstances. Concerned how the proposal may impact on the water storage capacity of the valley and may increase water run-off in the long-term. Reliable measures will be needed to prevent contamination of river water.

2 further objections received;

- Would double capacity of site
- Breaches the development boundary with no overriding need demonstrated
- There is capacity for burial at Colney churchyard and Earlham cemetery
- Burial is not a benign use of land
- Would attract large numbers of vehicles and add to traffic on road that is an emergency route to the hospital
- Ecologically damaging as will affect the heronry.
- Ensure phase 2 habitat surveys are undertaken
- Site boundary abuts river which floods in winter. Run off from burial site and facilities will drain into Yare and cause contamination

5 Assessment

Key considerations

- 5.1 The key issues to consider in the determination of this application are the principle of development, site layout, landscape impact, highway safety, flood risk & ground contamination, ecological impact, impacts upon heritage assets and neighbour amenity. The following is an assessment of these matters:

Principle

- 5.2 Planning law requires that applications must be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework (NPPF) is a material consideration in determining planning decisions. This site is outside of any development boundary and so consideration should be given to policy DM1.3 of the South Norfolk Local Plan 2015 (SNLP) which states that permission for development outside of development boundaries will only be granted where specific development management policies allow or it otherwise demonstrates overriding benefits in terms of economic, social and environmental dimensions.
- 5.3 In respect of specific policies, DM2.1 is relevant to this proposal in that it supports in principle the expansion of an existing business uses, including in countryside locations, providing that the proposal would not have significant adverse impacts and the amenities of neighbouring occupiers are protected. Therefore, the sections below consider these proposals in the context of policy DM2.1 of the local plan and other relevant development plan policies.

Site layout

- 5.4 Joint Core Strategy policy 2 and policy DM 3.8 of the SNLP promote good design which protects and enhances the environment and local landscape character. The proposed extension area would be used predominantly for woodland burial and the interment of ashes which would be a continuation of the current operation of the site. In addition, a more traditional burial area in the eastern part of the site is also proposed. These burial plots would be laid out in a more regular arrangement. Following discussions with officers, the applicants have advised that these plots would be marked only by a single flat unpolished stone. Markers within the areas for woodland burial and the interment of ashes would continue to be restricted to low height wooden markers as in the existing burial park and a condition is recommended in this respect. In this way, it is considered that the overriding principle in the development of the burial park, to provide an alternative to traditional burial which respects the landscape character of the immediate and wider area, would be maintained.
- 5.5 The linear access road is considered acceptable in principle. In terms of the details of this, it is necessary to ensure that it is designed to take account of the existing contours of the land and any significant trees along its route and as such a condition is recommended requiring approval of the details for this access road.
- 5.6 The proposed facilities building would be sited in a natural clearing and so would not adversely affect any trees. The building would be small in scale and finished in the same natural materials as the existing buildings within the park. Therefore, it would have an acceptable appearance that would integrate well within this woodland setting.

Landscape considerations

- 5.7 Policy DM4.5 of the SNLP requires that new development should respect, conserve and where possible enhance existing landscape character. Policy DM4.9 requires that proposals must demonstrate a high quality of landscape design, implementation and management as an integral part of new development. The existing burial ground is managed through an ongoing woodland management plan which was approved by condition. This agrees the methodology for monitoring and managing existing woodland, new planting, nature conservation, recreation and access. It also agrees the layout of burial areas to minimise any negative impact on existing woodland and limits the use of grave markers to low height wooden memorials. With the benefit of experience, it is considered that this approach has been successful and that burials can be accommodated without detriment to the woodland. It is recommended that a similar management plan be required for the extended area. Any approved management plan would remain in place throughout the operation of the site and may only be materially altered through a further planning application.
- 5.8 It is important to protect the visual contribution that this site makes to the wider landscape and to the distinctive character of the designated river valley to the north. The management of existing trees and planting round the boundaries of the site would remain within the scope of the proposed Landscape and Woodland Management Plan, required by condition.
- 5.9 The area proposed for traditional burial is more open with less tree cover than the existing burial park had been and it is considered that this would provide opportunity for new planting to accompany new burials which could re-instate a more diverse mix of trees. This would allow landscape and ecological enhancements through new planting and would be incorporated within the proposed landscape and woodland management plan, required by condition. Overall, it is considered that the measures proposed will respect, conserve and enhance the character of this site and its wider setting, in accordance with policies DM4.5 and DM4.9.

Highways

- 5.10 Policy DM3.11 of the SNLP states that planning permission will not be granted for development which would endanger highway safety or the satisfactory functioning of the highway network. Policy DM3.12 requires appropriate parking provision to meet the needs of a development. The applicant has advised the frequency of services would remain substantially unchanged and so there would not be a material increase in the numbers of vehicles visiting the site in a given period. In this respect, the Highway Authority accept that this proposal would not have a material impact on the local highway network. The proposed new burial areas are further from the existing car park but vehicle use of the new access road would remain limited to hearses, maintenance vehicles and by electric buggies operated by staff to assist visitors with limited mobility.
- 5.11 Whilst not objecting, the Highway Authority has queried that, with an increase in burial plots, there may, over time, be an increase in informal visits to the site, especially at certain times of the year. In order to address this point there is scope to enlarge the existing overflow parking area near the front of the site and for that reason a condition is recommended to approve a revised parking layout to secure

additional provision. On this basis, it is considered that this proposal accords with policies DM3.11 and DM3.12.

Flood risk and contamination

- 5.12 Policy DM3.14 of the SNLP requires that development should minimise and where possible reduce the impacts of pollution and ensure no deterioration in the quality of watercourses. In addition, policy DM4.2 requires the use of sustainable drainage measures to minimise the risk of flooding. The majority of this site is within flood zone 1 with land along its western edge within flood zones 2 & 3. Surface water flood risk is identified close to the western boundary but it is not considered that it would impact the site. Because of the use proposed, it is the Environment Agency that has provided detailed comments on this proposal in respect of flood risk and potential for contamination.
- 5.13 The EA has no flood risk objection but has recommended that an emergency flood and evacuation plan be in place for users of and visitors to the site. This requirement is re-iterated by the Council's Water Management Officer and a condition is recommended in this respect.
- 5.14 In terms of potential for groundwater contamination, the EA identified that the site is medium to high risk and initially placed a holding objection requiring more detailed investigation and monitoring due to its proximity to the river. Following further work undertaken by the applicant, the EA has now lifted their objection and agreed a scope of works and schedule of monitoring with the applicant and a condition is recommended in this respect. The LLFA made no comments on this proposal and the Water Management Officer has no objections to the proposed surface and foul water drainage strategy, subject to conditions. Therefore, on the basis of detailed conditions as recommended, it is considered that this proposal now accords with policies DM3.14 and DM4.2.

Ecology

- 5.15 This application is supported by a preliminary ecological appraisal and a bat survey. NCC Ecology has commented that the impact of the proposal on the ecology of the site is low and raises no objection subject to the approval of an ecological design strategy. A condition is recommended in this respect. They have also commented that risks from water pollution can be managed through the measures detailed in submissions to the Environment Agency.
- 5.16 Concern has been expressed that the proposal will adversely affect the heronry within the site. NCC Ecology has advised that no burials are undertaken in the area beneath the heronry during the breeding season to minimise any impacts. Provision for the protection of the nesting wild birds is covered by separate legislation and so a condition is not proposed here although an informative would be added to any approval. On this basis, it is considered that this proposal accords with policy DM1.4 of the SNLP.

Heritage

- 5.17 DM policy DM4.10 sets out that proposals must have regard to the historic environment and safeguard the setting of such buildings. It is considered that the proposed development would be sufficiently separated and screened from listed

buildings to the north and south that it would not be likely to affect the significance of these designated heritage assets. This proposal therefore accords with policy DM4.10.

Residential amenity

- 5.18 Policy DM 3.13 of the SNLP relates to the protection of the amenity of neighbouring uses. This site is well separated from nearest residential neighbours and so this proposal would not have any direct impact on existing amenity. The applicant has confirmed the frequency of burials and services would remain as at present and so it is not considered that this proposal would result in a significant increase in vehicle movements on the local highway network harmful to residential amenity. As highlighted above, whilst there may be an increase in visitor numbers to the site, the hours when the existing burial park may be open to the public are restricted by condition to between 8am – 8pm or one hour after statutory lighting up time, whichever is earlier and a similar condition is recommended in respect of this proposal. On this basis, it is considered that this proposal accords with policy DM3.11.

Other issues

- 5.19 The need to support the economy is part of the recovery from the COVID-19 pandemic is a material consideration. This application will provide additional employment which weighs in favour of the proposal.
- 5.20 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.
- 5.21 This application is not liable for Community Infrastructure Levy (CIL)

Conclusion

- 5.22 Officers are satisfied that sufficient information has been submitted to demonstrate that this proposal to expand an existing business would not have a significant adverse impact on the natural environment, the character of this area or the amenity of neighbouring occupiers. In addition, it is considered that this proposal would respect, conserve and enhance the distinctive landscape character of the wider area through the implementation of an approved woodland and landscape management plan. Therefore, it is considered that this proposal accords with policies DM1.3, DM2.1, DM4.5 and other relevant development management policies as stated and it is recommended that planning permission be granted, subject to conditions as listed.

Recommendation: Approval with Conditions

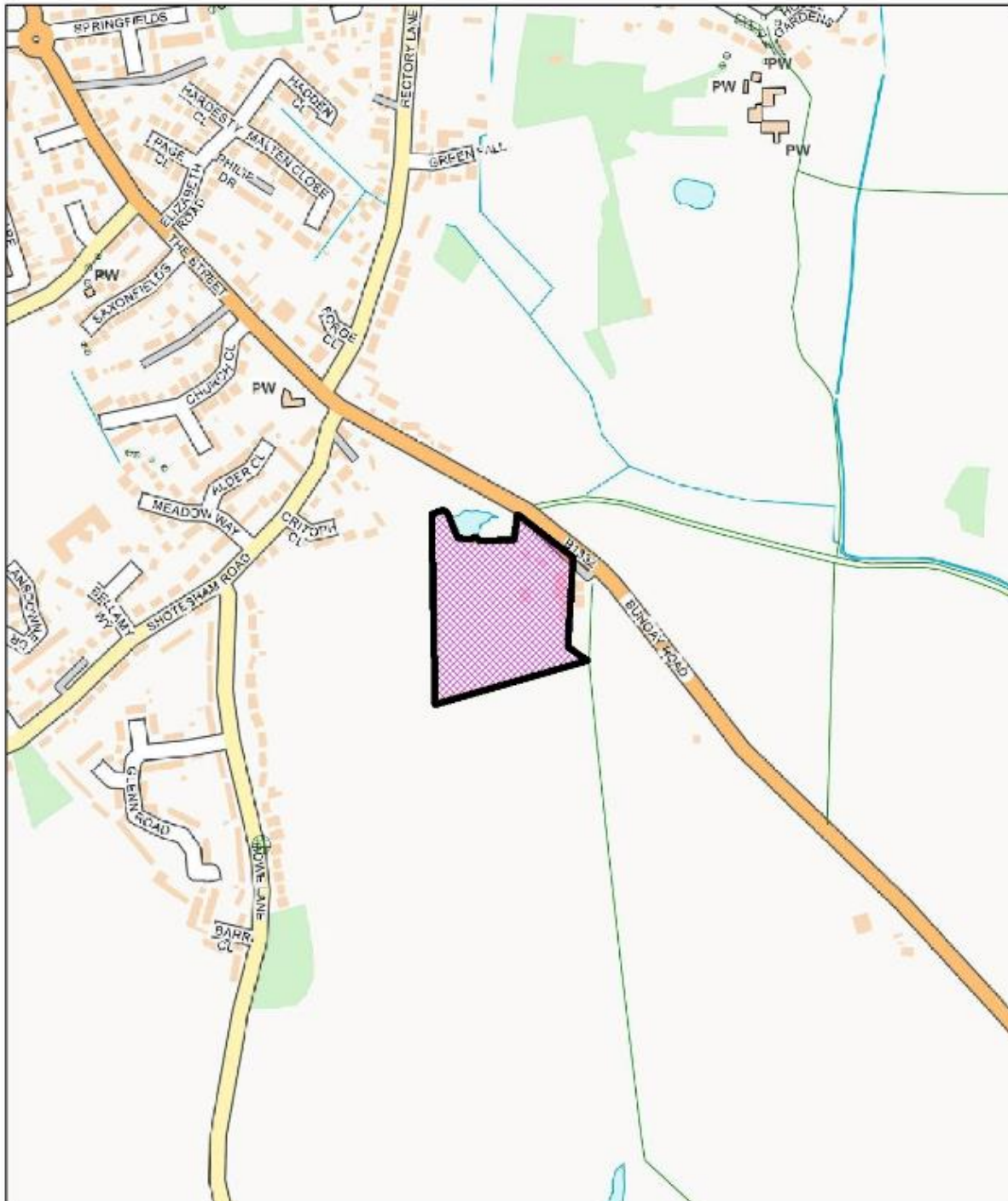
1. Time Limit - Full Permission
2. In accordance with submitted drawings
3. Landscape and woodland management plan
4. Implementation of L&W management plan
5. Plot markers

6. Hours of opening to public
7. External lighting
8. Groundwater monitoring
9. Foul water
10. Surface water
11. Emergency flood and evacuation plan
12. Access road – details
13. Provision of parking – revised scheme
14. Ecology

Contact Officer:
Telephone Number:
Email:

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2020/1925



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

2. Application No: 2020/1925/F
Parish: PORINGLAND

Applicants Name	Mr Robert Blackham
Site Address	Land South West of Bungay Road Poringland, Norfolk
Proposal	Demolition of existing buildings and construction of a 41 bed care home (with 10 extra care apartments on ground floor, Use Class C2) and 44 extra care lodges (All Use Class C2), together with vehicular access, landscaping and communal facilities including, restaurant, cafe, bar, gym, therapy rooms, hair salon, shop and bowls green.

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: Authorise the Director of Place to approve subject to a Section 106 agreement relating to the extra care provision.

1 Proposal and site context

- 1.1 The proposed development is for the demolition of existing buildings and construction of a 41 bed care home (with 10 extra care apartments on ground floor, Use Class C2) and 44 extra care lodges (all Use Class C2), together with vehicular access, landscaping and communal facilities including, restaurant, cafe, bar, gym, therapy rooms, hair salon, shop and bowls green with club house.
- 1.2 The development is proposed to the south east of Poringland outside the defined development boundary for the village. The site at present incorporates 2 detached residential properties with their associated curtilages and Cresta Lodge; a 25-bed care home run by Cygnet Care Ltd, which front the B1332 to the north. To the east of the site is St Lawrence which has consent for the erection of 3 detached chalet style dwellings. To the south is open countryside and to the west of the site there is extensive mid to late C20th estate style development along Howe Lane, although an intervening field remains undeveloped.
- 1.3 The site lies within the D2 Poringland Settled Plateau Farmland, which is located south-east of Norwich. The key characteristics described in the South Norfolk Place Making Guide are being composed of 'Flat landscape which rises to a gentle central dome'...'Long views to Norwich from the northern edge and to the Tas Valley'...'Densely settled core area, predominantly of ribbons of post-war bungalows and other development along the small roads'.... The Landscape Character Assessment also adds 'Large scale open arable fields.'...'Poor hedgerows but wide roadside verges'. ...'Wooded character in parts and when viewed from afar'.
- 1.4 This application follows the refusal of 2019/0667 for the demolition of existing buildings and construction of 60 bed care home, 56 extra care apartments and 31 extra care bungalows together with vehicular access, landscaping and communal facilities including cafe bar, restaurant, lounge, gym, salon and spa, bowls green, allotments and multi-functional open space.

1.5 It seeks to address the reasons for refusal which were as follows:

- 1) The proposed care home and extra care apartments and bungalows are not supported by any specific Development Management Policy which allows for development outside of the development boundary and nor does it represent overriding benefits when having regard to the harm caused in relation to the impact on the form and character

and landscape impact of the area and as such does not satisfy the requirements of either 2 c) or d) of Policy DM1.3 of the South Norfolk Local Plan.

- 2) It is considered that the proposal would be harmful to the character and visual appearance of the area by virtue of its overall density, scale and massing and would not make a positive additional contribution to the village, in terms of integrating itself appropriately into the settlement form and character and its surroundings. Consequently, the proposal would result in the erosion of the rural undeveloped character of the site and lead to an encroachment on the open countryside. The proposal in view of the above is therefore contrary to policies DM 3.8, Policy 2 of the JCS, together with Section 7 of the NPPF and the design principle 3.4.1 of the South Norfolk Place-Making Guide which requires new development to relate well to the character of the local area which this proposal does not do.
- 3) The development would result in harm to the rural character of the landscape, thereby conflicting with Policy 2 of the Joint Core Strategy and Policy DM4.5 of the South Norfolk Local Plan. In particular, the development, which would not be of a density to respect the rural edge of the area, would be apparent from public viewpoints on the public footpath to the east/south of the site where there are currently limited views of development thereby leading to a loss of the landscape's rural character.
- 4) The proposed development does not represent sustainable development, having regard to the three tests set out in the National Planning Policy Framework, by virtue of the harmful impact to the character and visual appearance of the area and encroachment into the open countryside, which would significantly and demonstrably outweigh the benefits of the proposed development. Accordingly, the proposal fails to comply with policy DM1.1 of the South Norfolk Local Plan and Paragraph 11 d) of the National Planning Policy Framework.

1.6 In order to address the concerns raised the overall scale and massing of the scheme has been reduced and the care home, previously located on the southern boundary (and prominently visible from the public right of way) has been relocated to the northern boundary, adjacent to Bungay Road. The care home will be built in place of the existing development currently adjacent to Bungay Road. Across the wider site, the proposals have been revised to remove the apartment buildings and the proposed pavilion, in an attempt to minimise any adverse impacts upon the wider landscape and provide single storey care bungalows to the southern part of the site.

1.7 Part of the site is presently occupied by the existing care home at Cresta Lodge, which employs 26 members of staff. As set out in the supporting documents, it is anticipated that the combined care home and care village would employ a total of approximately 50 full time and part time staff (with a further 15 full and part time

jobs associated with providing care for the residents of the extra care bungalows. This will fluctuate dependent upon level of care). The Applicant has clarified the types of job opportunities on offer following the redevelopment of the care home, with job roles including:

- Managers;
- Carers;
- Night Carers;
- Housekeepers;
- Activity Co-ordinators;
- Chefs;
- Kitchen Assistants;
- Groundsman;
- Reception;
- Hairdresser; and
- Additional maintenance person based at Pen House head office.

The new care home will operate as follows:

- 5 Shift patterns as follows (same as existing Cresta Lodge)
 - 7.30am to 2.30pm – 10 x carers, 2 x managers, 1 x Activities, 1 x head Housekeeper
 - 9.00am to 1.00pm – 4 x Housekeepers
 - 9.00am to 5.00pm – 1 x Activities, 1 x Reception, 1 x Chef, 1 x Kitchen Assistant
 - 2.30pm to 9.30pm – 10 x carers, 2 x managers,
 - 9.30pm to 7.30am – 4 x Night carers, 1 x Night Manager
- 1.8 The lodges will likely require 5 care staff on site from 7.30am to 2.30pm and 4 from 2.30pm to 9.30pm. Also 2 groundsman from 9am to 4pm.
- 1.9 Use of communal facilities - Cygnet Care's intention is to make the communal facilities on site available on a membership basis to other members of Poringland's community. This is to help to integrate the development and its residents with the existing village of Poringland and to afford residents further protection from any isolation and loneliness impacts.
- 1.10 Use of the proposed restaurant/café - Concern was raised under the last application regarding the use of the proposed restaurant/café to be provided as part of the new Care Home on the site and the use of the facilities by people passing by. The restaurant/café will not be for general use by passing members of the public. It is intended that it may be used by families and friends of residents on site who might wish to eat with their friends and family during their visit. In addition, the facilities may also be used following games of lawn bowls on the proposed village green. It is not anticipated that the facilities will be used by members of the public passing through Poringland or by those who do not otherwise have a purpose to visit the site.
- 1.11 Use of the proposed gym – Concerns were raised at the lack of a dedicated “Gym” within the application plans. The Applicant has sought to clarify that the space within the proposed Pavilion accompanying the bowls green can be used for multiple activities, such as group exercise classes (including Pilates and other

exercises aimed at retaining mobility), as opposed to a dedicated “Gym” containing specific gym equipment.

2 Relevant planning history

2.1	2019/0667	Demolition of existing buildings and construction of 60 bed care home, 56 extra care apartments and 31 extra care bungalows together with vehicular access, landscaping and communal facilities including cafe bar, restaurant, lounge, gym, salon and spa, bowls green, allotments and multi-functional open space.	Refused
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History in respect of the immediately adjacent site

2.2	2013/0930	Outline application for demolition of existing bungalow and erection of 3 chalet bungalow dwellings	Refused
2.3	2016/0872	Reserved matters for 3no Chalet bungalows for access, appearance, layout and scale, together with the discharge of conditions 4, 5, 6, 8 and 10 relating to outline consent from 2013/0930.	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 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 14 : Key Service Centres
- 3.3 South Norfolk Local Plan (SNLP) 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
 DM3.8 : 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
 DM2.1 : Employment and business development
 DM4.2 : Sustainable drainage and water management
 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
 DM4.10 : Heritage Assets

3.4 Poringland Neighbourhood Plan

Note: The Poringland Neighbourhood Plan has been through a period of formal consultation, followed by an independent examination. In her report, the examiner recommended that the Neighbourhood Plan should proceed to a referendum in the parish, subject to a number of specific modifications. Subsequently, there has been a second examination which focused purely on Policy 4 of the plan. The modifications to this policy are still ongoing and therefore the Local Planning Authority has not yet made a decision detailing its intention to send a Neighbourhood Plan to referendum. As such, that plan can be given limited weight in decision-making, so far as the plan is material to the planning application being considered.

3.5 Supplementary Planning Documents (SPD)

South Norfolk Place Making Guide 2012

Statutory duties relating to Listed Buildings and setting of Listed Buildings:

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 Poringland Parish Council

Original Proposal
 Approve:

- The council gave considerable consideration to this application, taking into account the revised scheme, its location outside the settlement boundary, its compliance with the emerging neighbourhood plan and its impact on the landscape.
- Also considered was the unmet need within the District for places which care for the elderly.
- On balance, it was agreed that the Parish Council does not object to this application.

Amended proposal

Approve:

- Please be advised that, after careful consideration, on balance the Parish Council has
- no objections to the application as amended

4.2 District Councillors

Cllr Overton

This application should be determined by Committee:

- It is a facility that is much needed and I whilst I appreciate that the applicant has made quite a few changes from the original application and addressed the concerns of the Parish Council and most of the concerns that South Norfolk Council had.
- I also would like the objectors to have the opportunity to voice their concerns to the Committee.

Councillor Neal

- To be reported if appropriate

Councillor Spruce

To be reported if appropriate

4.3 Anglian Water Services Ltd

No objections

- The foul drainage from this development is in the catchment of Poringland Water Recycling Centre that will have available capacity for these flows

4.4 SNC Senior Heritage & Design Officer

- No objections

4.5 NCC Ecologist

- No objections subject to conditions

4.6 NCC Highways

- No objections subject to conditions

4.7 SNC Housing Enabling & Strategy Manager

- The application is for a 41 bedroom care home, 10 apartments within the care home, 44 bungalows and a range of communal facilities
- The concept is that the complex would meet a range of needs, with all occupiers requiring at least 1.5 hours care per week, available 24 hours each day. This care requirement would be a contractual requirement of residence. Additional care packages would be available s required.
- The apartments and the bungalows would be sold on a leasehold basis.
- There is a general shortage of self-contained accommodation for sale with care available on-site, with none currently existing in South Norfolk. From a housing perspective, I therefore welcome the principle of the proposed homes for sale.

4.8 SNC Environmental Waste Strategy

- No comments received.

4.9 SNC Landscape Architect

- No objections subject to conditions.
- I consider that this revised proposal has addressed the harmful visual impact that the previous scheme was judged likely to have had.

4.10 NCC Planning Obligations Co-ordinator:

- **Education:** No obligations sought due to the age-restricted nature of this development.
- **Library:** No obligations sought due to the age-restricted nature of this development.
- **Adult Social Services:** Norfolk County Council would welcome the affordable and assisted living units being available for those with disabilities (mental health, learning disability and/or physical disability).
- Fire Hydrants required.

4.11 Police Architectural Liaison Officer

Would wish to raise the same comments as under the last application.

These were:

- If the applicant seeks to adopt the specifications contained within the SBD, Homes 2019 guidance or SBD, Commercial Development 2015 v2 guidance, they could achieve the prestigious Secured by Design Developer Award through their
- engagement on the scheme. I would encourage the adoption of the principles contained within Secured by Design.
- The developers should be aware of and promoting some degree of compartmentalisation within the larger communal buildings in order to promote the safety and security of potentially vulnerable members of our society.
- Concerns regarding boundary security of the development, in particular the height of the railings (1.2m) and hedges (unknown height) indicated around the houses/bungalows as seen on the site plan. Would-be offenders also use areas of open access - often using busy, dynamic places to 'hide' within and

move around the site to enter private dwellings. Secured by Design recommends the side and rear boundary treatments are 1.8m high to secure the dwelling.

4.12 NHS England

- No comments received.

4.13 NHSCCG

- No comments received.

4.14 GP's

- No comments received.

4.15 Norfolk And Waveney Local Medical Council

- No comments received.

4.16 NCC Lead Local Flood Authority

- No objections subject to conditions.

4.17 NHS STP Estates

- No comments received.

4.18 NCC Public Health

- No comments received.

4.19 Norfolk Fire Service

- No formally submitted comments but fire hydrants have been requested via the Planning Obligation Team.

4.20 Heathgate Surgery

- No comments received.

4.21 Historic England

- On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.

4.22 SNC Economic Development Officer

- Would support the retention and expansion of potential employment opportunities on the site. In this case, there would be a considerable opportunity for full and part-time employment in the long term as well as employment during the construction phase.

4.23 Norfolk Police

- No comments received.

4.24 NCC Social Services - Adult

- No comments received.

4.25 Historic Environment Service

- No objections subject to conditions.

4.26 Other Representations:

Original Proposal

- 7 letters of objection (In addition multiple letters have also been received from the same addresses)
- Raise concerns at how this application is being by SNDC
- I'm saddened that after this project was rejected for sound reasons that were supported by the community, this is back as a potential threat to our village
- Having viewed the new plans see no reason why the original reasons for rejection would be overturned based on the changes that have been made
- Is a gated community for a segregated single age group within the scope of the planning system?
- No demonstrable and verified need for such a large single use (ie retirement) village. Office National Statistics shows total population (16-64) of SNDC to be approx. 58% and below national and eastern region average; retirement statistics are therefore too small to quantify
- NPPF states that planning should be relevant, proportionate and necessary and should have economic, social and environmental considerations
- Sufficient land has already been allocated for building in Poringland
- Does not support social cohesion/inclusion
- Design is not in keeping with the local vernacular buildings at this end of the village and which are of heritage interest
- The area has a disproportionate amount of new build in relationship to population. Objective 9 of the JCS 2014 notes to protect,
- manage and enhance the natural, built and historic environment, including key landscapes, natural resources and areas of natural
- habitat or nature conservation value. The heritage sight lines of the listed barns and that of the local church should also be considered
- Are the properties to be freehold and open to all without any further encumbrances or leasehold with restricted covenants relating to re-sale and management fees? Will the management company be sold on and with the resultant increase in fees?
- Housing commitments within Poringland have not yet been built. Only 100 - 200 additional houses are now needed
- Are the leisure facilities to be open to the village or, if so, to be treated as a paying health club for non-retirement residents? If not, is this financially sustainable?

- Loss of privacy and overshadowing
- Not enough infrastructure to cope with the implications this project will bring, the doctors, dentists etc are fit to bursting now.
- Poringland doctors' surgeries are already oversubscribed and would struggle with extra pressure from a care home of vulnerable people.
- The Location is far from shops, bus stops and other amenities. Current bus services have contracted. GP surgeries are under pressure and are too far to walk to as is the Post Office
- The disturbance in terms of noise and dirt, airborne dust particles will impact my home and its appearance
- The build will be a blight on the landscape and is very out of character with the surroundings of fields and countryside
- The animals and wildlife that inhabit this space will be displaced or could die including wild birds such as red kites that live on this stretch as well as native great crested newts and in greater concentration bats
- Detrimental impact on wildlife, nesting birds and hedgehogs
- The local roads couldn't cope with the extra traffic or dust or mess
- Excess traffic leads to longer queues and can affect road safety in terms of trying to get children and vulnerable people across surrounding roads safely
- The entrances will be on bends, on a stretch of road currently 60mph. Traffic frequently speeds into the village at that point and the zebra crossing is already extremely dangerous
- This end of the village is not in possession of an ATS crossing, the pedestrian crossing is often overshoot, not allowing precedence to pedestrians by vehicles, in my opinion this will only worsen with extra traffic
- Poringland is already in dire need of a bypass as it is the end of the main road into Norwich and therefore gets heavily congested on a daily basis
- In addition to this there is a school on the main road that not only adds to the congestion, but also (and more importantly) puts children at risk of serious injury or worse. A development of this size will only increase the traffic flow in the area and cause longer daily disruption and more danger to life
- Insufficient parking, leading to detrimental impact on highway safety
- Believes the current Trics Analysis to be highly misrepresentative and therefore seeks N.C.C's further independent analysis
- The Poringland area is already too built up to handle the water disposal, as evidenced by the 3 year inconvenience the residents have endured to install a more robust water main. Further development and disruption is just an unforgivable burden, regardless of what the proposed development will be.
- The proposed entry/exit point will cause further disruption and slowing of traffic on the only main road into and out of Poringland. With proposals to include a total of 132 car parking spaces, the increased thoroughfare will only further aggravate an already notoriously bad traffic situation in the local area
- The Magnitude of Landscape Change is described on Landscape Visual Impact Assessment as being "Medium", although from a neighbouring resident's perspective the proposed changes would seem to more aptly fit the description for "High" (i.e. "Change that may be large in scale and extent, including the loss of key landscape elements and features or the addition of new uncharacteristic elements or features, leading to a change in the overall landscape character.")
- The proposed development would see one and two-storey buildings as well as a large three-story apartment block being built in the direct eye-line of mine and my neighbours' back gardens - significantly degrading the look and feel of our current idyllic view

- Loss of value of property
- Out of character
- Contradiction to the Poringland Neighbourhood Plan
- The Burgate Lane application was refused "by virtue of the detrimental impact the scheme would have on the rural landscape" and "significant harm to the rural character of the landscape"
- Loss of hedgerow
- High risk of flooding
- Concern regarding surface water run-off
- Noise, disturbance and light impact from around the clock care, deliveries and visitors
- Request that a Lighting Assessment - This type of proposal is likely to see high levels of ambient lighting for residents and staff; Noise Impact Assessment to the committed builds - Proximity of an internal road to the properties; Site Waste Management Plan - Please identify routes by Compactors preferably with turning radii, specifically the road in very close proximity to St. Lawrence; and a Phasing Plan - Demonstrating how the care home will remain live during the construction of multiple buildings including the care home
- Landscape Visual Impact Assessment is misleading, missing information, not accurate
- Question the conclusion that the overall impact is Minor/Adverse? One of the Largest buildings in Poringland with 30 outlying structures
- Planning Statement is inaccurate and gives false information
- Design and access statement is misleading
- Transport statement – question the parking arrangements and the vehicular movements
- 9 letters of support
- As the son of two former residents over many years, both of whom had excellent care during their twilight years
- Would benefit from moving into a smaller residence with care
- This is an opportunity for a very useful addition to the aging and growing Poringland Community
- There is a great need not only for high quality residential care for our elderly residents, but also for those who need some assistance whilst retaining some degree of independence
- This is especially the case in South Norfolk and the wider Norfolk area, details of which are mentioned in some of the supporting documents
- The application is well drawn up and the result would be a complex that would both blend in well with the surroundings but also deliver a pleasant environment for residents to live in
- Appreciate that it will have an impact on neighbours but feel that the proposal deals sympathetically with possible issues and the result would be harmonious with the existing housing and buildings. This contrasts with other sites in the immediate area
- Having used the existing Cresta Lodge for an elderly parent, I fully support the need for the redevelopment of the existing facility. We found the level of care to be first class but understand the limitations of the current building
- With an ageing population, the requirement for this type of development, which offers different levels of care according to need, is essential to the development

of our welfare system and it is critical that we provide for our elderly community and provide supportive and enjoyable places for them to spend their later years

- Being virtually self-contained it will have little impact on the local area and in fact would appear to offer excellent access via the B1332, although extending the 30MPH limit to the south would seem appropriate
- The changes made from the first proposal and can see there are significant alterations which improve the development density, height and overall impact
- Does not encroaching or negatively impacting the immediate surrounding area
- This proposed facility would provide a valuable service to our community and would ensure a safe and inclusive environment for its residents
- With an increasingly aging population and ever more uncertain challenges in society
- The proposed location is ideal as it provides modern facilities in close proximity to the community
- The construction of the new facility would create employment for construction workers during the build period which based on the phased approach to the project would give work for some time
- The facility itself would safeguard and inevitably create new employment opportunities both directly within the facility but also for its suppliers and subcontractors
- Will support various local amenities
- The design of the scheme is unique to the site and has taken the local vernacular into consideration
- It has been highlighted that the facility, namely the new bowling green and clubhouse, will be made available to the wider community and since the current bowls club has had to close this would offer a facility for the benefit of those players and integrate the community with the facility
- This development proposal would have no impact on the rural landscape as the proposal sites the main care home at the front of the site along the main road within an existing development area
- The remaining development at the rear is all low level (single storey) dwellings) that would prevent any privacy issues to existing homes.

Amended Proposal

- 5 letters of objections
- Maintain previous concerns
- Despite amendments to the overall site, the main building is still a modern 3 storey monstrosity that will ruin the beautiful historic entrance to the village
- This was one of the 4 reasons the original plan was denied and despite the reduction in dwellings, the main building remains unaltered in scale and appearance
- The public comments on this seem to follow a trend in that all who are 'supporting' the development, reside a reasonable distance away from the site. Whereas those who are 'Objecting' will be directly affected by it
- Unsuitable development for of development
- Flood Risk Assessment - the recent rainy weather demonstrated that the Bennett Home site at the opposite end of the village could not cope with water run- off and homes were flooded; this is in spite of a Flood Risk Assessment and presumably, methods to control excess water

- The plan states that water run-off is to be stored on site and then run through a culvert to land opposite and not owned by the applicant. Has the landowner of this land opposite the proposed development given his consent for this? Flooded fields would render the field useless for grazing (as is current) and spoil the natural environment/wildlife
 - There are a great number occupying this area that will be affected
 - Concerned at the highly contrasting Assessment made by The Landscape Architect to this proposal 2020/1925, in comparison to Burgate Lane 2019/1593. Believes this further demonstrates the 'easy ride' being enjoyed by the Applicant from some Consultees
-
- In Burgate Lane, The LA made specific references to the South Norfolk Landscape Assessment & which policies it is contrary. In this Application, the LA is silent to the obvious harms. D2 Poringland Settled Plateau Farmland is referenced. None of the key advice in respect of the sensitive landscape of the area has been referenced in the LA's Comments.
 - In Burgate Lane, The LA makes reference to Motorist Receptors from the B1332 and the harm to these for a proposal a significant distance away. However, in comparison with A Major Facility proposed on the B1332 and significantly bulked & higher, the LA has said...nothing.
 - In Burgate Lane, The LA makes specific references to the roof tops that will still be seen at 15 years growth whereas in this new Application they are not raised
 - The LA makes no comment with regard to the local distinction of the South Poringland Area. It has been specified both within the SNLA and in the Poringland Neighbourhood Plan as valued/important/distinctive. Not one mention is afforded to the relative importance of the Landscape at the location. While both Applications seek development within the 'important' zone, this Application seeks a major development in the core of this valued area as opposed to the fringe as shown in Burgate Lane. Where is this addressed?
 - The Neighbourhood Plan (Version 1.3 May '19) has a picture (Page 58) which is used as exemplar for Long Views, for which the Applicant seeks to develop upon. The LA does not argue the importance of these long views but again...is silent. However, in the Burgate Lane Proposal, The Long Views are addressed
 - SNDC should note that the Burgate Lane Development proposal directly adjoined an existing development pattern, whereas this proposal is completely irregular to the existing development pattern & significantly so. This has not been afforded any negative comment from the LA.
 - The Burgate Lane Application, much like this proposal, argues a 'reduced development.' However, this proposal continues with a full curtilage design. However, SNDC LA would seem much more generous in his appraisal of the updated 2020/1925 scheme, as if any concerns are alleviated! Despite it being contrary to SNDC policy in numerous areas.
 - Believe that this demonstrates the subtle support from SNDC, being very 'generous' and contradictory in their findings. SNDC can't have it 'both ways.' There is a clear disparity from developments not welcome and those that proceed with generous support. The difference in argument & tone is striking.

5 Assessment

Key considerations

- 5.1 The main issues to be considered are:
- The principle of development.
 - Provision of care home.
 - Extra care apartments and bungalows.
 - Highway safety.
 - Impact on the character and appearance of the area of the area.
 - Setting of listed buildings.
 - Residential amenity.
 - Trees.
 - Ecology and flood risk/drainage.

Principle

- 5.2 Planning law requires that applications must be determined in accordance with the Development Plan, unless material considerations indicate otherwise. The National Planning Policy Framework (NPPF) is a material consideration in determining planning decisions.
- 5.3 The site lies outside the development boundary for the village of Poringland as defined by the South Norfolk Local Plan (SNLP). Policy DM1.3 states that permission for development outside of development boundaries will only be granted where specific Development Management Policies allow for development (criterion c) or otherwise demonstrates overriding benefits in terms of economic, social and environmental dimensions as set out in Policy DM1.1 (criterion d).
- 5.4 There is no specific policy relating to the nature of development proposed within the SNLP. Joint Core Strategy (JCS) Policy 4 specifically requires allocations to be made for housing with care within the Norwich Policy Area, in which Poringland falls. There is, however no specific exceptions made within this policy for such development outside of development boundaries. JCS Policy 7 looks for expansion of care home provision specialising in dementia care in Wymondham, Long Stratton and Loddon and/or Poringland.
- 5.5 Albeit Cresta Lodge is an existing care home and therefore is an employment and business use and as such Policy DM2.1 allows for the expansion of existing businesses located in the Countryside provided that it does not have a significant adverse impact on the local and natural environment and character of the countryside, and should protect the amenities of the neighbouring occupiers.
- 5.6 On the basis of the above the following assessment seeks to establish whether the care home component of the scheme complies with all relevant policies including those of criterion 2d) of Policy DM1.3 of the SNLP as to whether or not the application provides overriding benefits in terms of economic, social and environmental dimensions and whether the scheme represents sustainable development as set out in the NPPF, with reference to the three dimensions (economic role, social role and environmental role) and under each of these three headings the relevant South Norfolk Local Plan Development Management Policies will be referred to.

Economic Objective

- 5.7 The NPPF highlights the economic objective as "to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth, innovation and improved productivity; by identifying and coordinating the provision of infrastructure."
- 5.8 There would be local economic benefits from the retention and generation of employment for the various uses proposed; equally from the construction and serving of the care village; and also, from the additional household expenditure and Council Tax revenue.

Social Objective

- 5.9 The NPPF confirms the social objective as "to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect the current and future needs and support communities' health, social and cultural well-being."

Need for care homes and homes with care

- 5.10 Norfolk County Council has identified that South Norfolk has an unmet need to provide 360 affordable Extra Care units by 2028. Equally, the Strategic Housing Market assessment 2017 shows a requirement for the provision of 634 C2 bed spaces within South Norfolk, within the period of 2015 to 2036.
- 5.11 Under the last application Norfolk County Council raised the following comments regarding Adult Social Care, which are relevant to this application:
- 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.
 - Extra care housing: Adult Social Care recognises 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.
 - Norfolk County Council has recognised a need for more extra care in South Norfolk district to build an additional 360 extra care units, of which 144 are to be at affordable rent levels by 2028.
 - Residential and nursing homes: Norfolk County Council also recognises that there will be a need for Residential and Nursing home 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. 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.
- 5.12 In order for the application to be considered as homes with care they need to fall within the use class C2.

- 5.13 The use class order defines a C2 use as "use for the provision of residential accommodation and care to people in need of care (other than a use within class C3 (dwelling houses). Care as defined in the Order as personal care for people in need of such care by reason of old age, disablement, past or present dependence on alcohol or drugs, or past or present mental disorder and treatment'.
- 5.14 It was agreed in the Sidmouth appeal decision (ref APP/U1105/W/17/3177340) that there is no definitive means by which to establish the use class of Extra Care housing units...Ultimately, this is a matter of fact and degree in each individual case.
- 5.15 The supporting information provided confirms that the extra care apartments and bungalows will be offered on a long lease arrangement, will pay a monthly service charge related to the maintenance of communal facilities and payment of a minimum care package. In line with appeal decisions of both Sidmouth and Buckingham (APPJ0405/W/17/3181140) the care package is of at least 1.5 hours per week. Prospective purchasers would be assessed for their care need and would need to satisfy an eligibility criteria where at least one occupier would require as a minimum the standard care package. Additional care would be tailored for the changing life needs of the residents. The use and occupation of the development for extra care accommodation would require a Section 106 agreement and the applicants have agreed to enter into one. In view of the above I consider that the development would fall into the use class C2 and therefore a significant material consideration/benefit of the application is that it provides housing with care against the identified unmet need.

Layout/design

- 5.16 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.
- 5.17 The site lies to the south of historic core of Poringland village. Although Poringland has been significantly expanded with suburban style housing in the late C20/early C21, the core is still an identifiable historic grouping with limited development in the approach from the south, so still retains its connection to the rural hinterland to the south.
- 5.18 Although there has been some development on the west side of the approach along Bungay Road, it is well set back behind landscaping, and also some development on the east side, characterised by detached properties with bespoke design, again set back from the road behind hedging, the historic core of the settlement is still entered relatively quickly in the southern approach. The character of this area to the south of the settlement is therefore still relatively rural with limited development, and it is not dominated by the more regular layout and consistency of building lines and forms of later suburban style estate development that characterises other parts and approaches into the settlement.
- 5.19 Whilst although not a conservation area, there is a concentration of heritage assets to the north of the site which have a relatively low rural density and historic grain.

To the south of the site the views with open countryside are quite open with dipping gradient to the south. In urban design terms, although there has been some suburban style development, this area is still characterised in the southern approach along Bungay Road as a well vegetated, more rural settlement character with historic buildings and a looser grain of development.

- 5.20 The revised proposal, taking into account the reasons for refusal, has been reduced in size and now proposes a 41 bed care home (with 10 extra care apartments on ground floor, Use Class C2) and 44 extra care lodges (all Use Class C2), together with vehicular access, landscaping and communal facilities including, restaurant, cafe, bar, gym, therapy rooms, hair salon, shop and bowls green. The size and type of unit provides for a range of accommodation for the retirement sector. The major built form is now the Care Home, which has been relocated off the southern boundary to the northern boundary adjacent to Bungay Road. It will replace the existing 25 bed care home and two detached dwellings. The main building remains at three storey (the third storey being an attic storey with gabled and dormer windows), with the design adopting a style loosely resembling an Elizabethan/Jacobean E type frontage with gable projections, which assists in breaking up the bulk and massing of the building.
- 5.21 It is proposed to utilise a limited palette of materials; quality red blend brick with white cement/lime mortar, a colour through render and weatherboarding, red or black pantiles, cream windows and doors to the Care Home and graphite grey to the other buildings. The design approach is to provide a contemporary appearance, but still recognise the local vernacular. A condition requiring the agreement of the materials has been included within the list of conditions, as these are considered important to lend character to the buildings.
- 5.22 Concern was raised previously to the extent of development and hard surfacing across the site, and the limited landscaping. This made the site appear dense and heavily built up, which would not be in keeping with edge of settlement grain in a rural context. This is a much-improved scheme with the reduction of height of buildings (with the exception of the main block) across the site to one storey. The impact in terms of views across the fields from the footpath to the south in urban design terms with regard to the village edge will be much improved. More space is provided to the south, which is shaped around by buildings, providing a looser and more informal landscaped edge to the development. However, in design terms, it was considered that it would be better if tree planting was carried out with the aim of mature hedge/field trees being established to further improve the transition from the village edge to the surrounding fields/open countryside. These details have now been provided by the applicant.
- 5.23 Minor design concerns were raised with regard to what could be considered a cramped layout with units 16 and 17 and clarity of the division between public and private space. It is, however appreciated that the dwellings will also be within a managed 'envelope' of privately managed space that will be accessible and that a greater degree of amenity space will be shared between residents. Concerns were also raised regarding the size of windows in the third storey of the main block and window detailing for lintels of bungalow units. The application has been amended to satisfactorily address these concerns.
- 5.24 With regard to developing the site, the South Norfolk Place Making Guide has some key design principles, which includes: "Ensure that new development is well

integrated into the landscape and maintains the quality of the transition between the settled and agricultural landscape." The National Design Guide outlines ten characteristics that a development should adhere to, such as C1 in terms of how the site "understands and relates well to the site, its local and wider context' and also, I1 in terms of development to 'respond to the existing local character and identity.'

- 5.25 It is considered that in view of the above, the proposed layout and design of the Care Home and bungalows would result in a sufficiently high-quality development. Overall, the scheme results in a development with its own distinctive character and does not harm the setting of the village or the character and appearance of the area.
- 5.26 The scheme is therefore considered acceptable in terms of its design, scale, layout and relationship to the surrounding area. On this basis, it is considered that the proposal would accord with policies DM 3.8, Policy 2 of the JCS, together with Section 7 of the NPPF and the design principle 3.4.1 of the South Norfolk Place-Making Guide.

Access and highways

- 5.27 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.
- 5.28 At present the development site, which consists of an existing care home site and residential dwellings (which will be demolished), has a number of vehicular accesses directly onto the B1332 Bungay Road. The previously submitted application provided for an 'in' and a separate 'out' access, however the NCC Highway Authority objected to this on highway safety grounds. The proposal was amended according, and this new submission reflects the previously agreed means of access. NCC Highway Authority raises no objections subject to the imposition of conditions. It should be noted that the previous application was not refused on highway safety grounds and this scheme represents a reduction in the amount of development.
- 5.29 Concerns have been raised in respect of the irregularities within the schedule of application documents, plans and drawings. The applicant has provided clarification on the number of car parking spaces provided within the development site, the number of jobs likely to be created out of the proposals, the anticipated shift patterns of staff on site and the consideration of those trips within the Transport Statement.
- 5.30 The site layout plan shows that there will be 32 car parking spaces plus two disabled car parking spaces associated with the main care home. The original Transport Statement made reference to 30 car parking spaces and 2 disabled spaces which was correct for the layout assessed, however a further two spaces are being provided now so there is a discrepancy of two spaces. Furthermore, these 2 parking spaces will provide electric vehicle charging points. The proposed extra care bungalows will require 44 car parking spaces. The submitted masterplan demonstrates that there are 44 car parking spaces provided for the bungalow accommodation (i.e. one for each bungalow). All car parking spaces related to individual bungalows will be constructed to meet standards for disabled spaces.

The scheme is therefore considered fully compliant with adopted car parking standards. The applicant considers that the assessment of the trip generation of the site is reasonable and representative. They have acknowledged over an entire day there could be an additional 77 vehicle trips arriving and 77 vehicle trips departing. The highest vehicle movement increase is from 1300 hours to 1400 hours where it is predicted that there would be 18 extra vehicles accessing the site.

- 5.31 The Highway Authority have considered the applicant's most recent comments, in light of the concerns raised regarding the Transport Assessment and the amount of car parking provided for the development and continue to raise no objections.
- 5.32 In terms of sustainability / accessibility, it is accepted that the site is well positioned albeit located on the edge of the built village environment. Further improvement will be required to the existing footway on the south side of the B1332 which links the site back to Shotesham Road. Whilst at present there is a continuous footway, this section is considered to be substandard, by virtue of its narrow width, and not suitable to safely cater for the increased pedestrian flow (staff / residents / visitors / external users of on-site facilities) associated with the development.
- 5.33 Concerns have been raised by the local residents regarding the existing highway issues including highway safety, nature of the existing road network, on-site parking, trip generation etc. However, and as set above, 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.
- 5.34 In view of the above, the proposal therefore accords with Policy DM3.11 and DM3.12 of the Development Management Policies document.

Impact on Residential Amenity

- 5.35 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.
- 5.36 To the east of the site are the consented 3 detached residential properties. 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 significant change to the present situation presently enjoyed by the existing dwelling and that which would be enjoyed by the consented dwellings, the application has been amended to minimise the impact the care village will have.
- 5.37 The eastern elevation of the Care Home has been redesigned following concerns raised at the potential overlooking from windows within this elevation. The applicant has changed the eastern elevation of the care home to mitigate to the greatest possible extent any potential impacts on the amenity space of the adjacent properties, without compromising the viability of the care home or its ability to provide high quality accommodation for its future occupants. The first floor of the care home has been amended through a revision to the internal orientation of bedrooms 3 and 4. This has ensured that bedroom 4 now only has a view out to

the north of the care home, rather than views out towards plot 1 of the adjacent site. The projection of the eastern elevation of the care home has been increased for bedrooms 5 and 6 on the first floor and for bedroom 29 on the second floor of the care home. Bedroom 5 now has a view out to the north and bedroom 6 has a view out to the south. For bedroom 29, the amendments to the care home are such that two dormer windows have been provided which focus views out of the room to both the north and south only. The terrace, at the southern end of the eastern elevation of the care home has been modified to include 1.8m high privacy screening to prevent views out to the east towards the adjacent properties. Whilst three-bedroom windows will maintain some views towards plots 1 and 2, these will be partially obscured by the proposed amendments to bedrooms 5, 6 and 29, will be further mitigated by the proposed mature planting along the eastern boundary and by the move of lodge 32 to the north. The distances between the remaining bedroom windows and the private amenity space/existing windows of the neighbouring properties are similar to or exceed accepted distances for other residential developments in Poringland. The closest distance from window of the care home (bedroom 30) to the closest window of plot 1 of the neighbouring site is 26.4m. From the window of bedroom 8, the closest window of plot 2 on the adjacent site is 36m.

- 5.38 The materials to be used for the access drive surfacing would keep noise and disturbance from vehicles to a minimum; and a condition is suggested to control the surfacing to protect the amenities of the neighbours.
- 5.39 In view of the above it is considered that the amended proposal would not give to a situation so detrimental to neighbouring properties amenities via overlooking/loss of privacy as to warrant refusal on this ground.
- 5.40 Issues have been raised regarding noise, disturbance and pollution, for example, which are fully appreciated. The application has been assessed by the Environmental Services Officer, who 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 etc; any external lighting to agreed; and 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.
- 5.41 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 any significant harm to the amenities of existing or consented properties and accords with DM3.13 and DM3.14 of the Development Management Policies document.
- 5.42 Summary of Social Role:
The development provides significant benefits from the provision of homes with care, and these benefits are not outweighed by any identified harms.

Environmental Objective

- 5.43 The NPPF confirms the environmental objective as "to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, use natural resources prudently,

minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy."

Landscaping, Impact on the character of the area

- 5.44 A core planning principle of the National Planning Policy Framework is to recognise the intrinsic character and beauty of the countryside, which is reflected in Policy DM1.3 of the Development Management Policies document. Planning Practice Guidance clarifies that conservation and enhancement of the landscape, not only designated landscapes, contributes to upholding this principle. Policy DM4.5 requires all development to respect, conserve and where possible enhance the landscape character of its immediate and wider environment. 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.
- 5.45 The site lies within the D2 Poringland Settled Plateau which is located south-east of Norwich. The key characteristics described in the South Norfolk Place Making Guide are described as being composed of 'Flat landscape which rises to a gentle central dome'...'Long views to Norwich from the northern edge and to the Tas Valley'...'Densely settled core area, predominantly of ribbons of post-war bungalows and other development along the small roads'... The Landscape Character Assessment also adds 'Large scale open arable fields.'...'Poor hedgerows but wide roadside verges'..Wooded character in parts and when viewed from afar'.
- 5.46 The submission is supported by a Landscape and Visual Impact Assessment (LVIA).
For the previous (refused) scheme it was clear that the most notable adverse visual effect would be from the southern aspect approach, in the views from the public footpath. The overall significance of the visual effect was deemed to be moderate/substantial which the accompanying methodology categorised as significant in terms of the Environmental Impact Assessment (EIA) Regulations.
- 5.47 The current proposals have reorganised the site layout to set the main Care Home building to the northern side of the scheme (it was previously at the south). The development to the south of the site now comprises single-storey elements and amenity spaces. It is still proposed to provide a new hedged boundary along the south, with complimentary tree planting. The Landscape and Visual Impact concludes that the visual effect of the proposed development will be moderate, which is not significant in EIA terms. The Landscape Architect does not disagree with this assessment.
- 5.48 He considers that the submitted proposal has addressed the harmful visual impact that the previous scheme was judged likely to have had. Therefore, raising no objection to the development as proposed.
- 5.49 In respect of the impact of the proposal on existing trees the Landscape Architect considers it regrettable that the loss of the category A sweet gum tree is a consequence of the scheme, but this is essentially an ornamental garden tree, and his judgement is that its loss is of no particular wider significance. The scheme also proposes loss of some other category B trees in the vicinity of the proposed new

care home; this is not ideal, but there will be extensive new tree planting as part of the overall scheme. There are some identified conflicts with retained trees, and these will need to be addressed by no-dig construction methods for the proposed accesses and drives. He does have a reservation, however, about the relationship to the oak (T29) which is due west of the individual unit at plots 12 and 13. Large trees can cause anxiety for residents, especially the elderly, so would encourage as much space around this as possible, especially as it is a key existing feature along the boundary. Loss of evening light might be an issue for future residents, so it might be prudent to consider introducing further fenestration to the southern elevation of these units. Suitable conditions have been included on the list of conditions set out in the agenda.

- 5.50 In view of the above and as a consequence of the amended layout and design as set out above, it is considered that the proposal would not be significantly harmful to the character and visual appearance of the area and would make a positive additional contribution to the village, that would integrate itself appropriately into the settlement form and character of its surroundings. The proposal in view of the above is therefore considered to accord with policies DM1.3, DM4.9, DM4.8 and DM4.5 of the Development Management Policies document.

Ecology

- 5.51 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.
- 5.52 An Ecological Assessment has been provided and assessed by the NCC Ecologist who has confirmed that they agree with the assessment and mitigation proposals to reduce the likelihood of impacts on ecological receptors. Due to the distances involved between the site and designated sites and the scale of the proposed development there are unlikely to be impacts on designated sites. As such the proposal accords with DM4.4 of the Development Management Policies document and Section 15 of the NPPF.

Drainage

- 5.53 Policy 1 of JCS and Policy DM4.2 require development to minimise the possibilities of flooding and pollution.
- 5.54 Surface Water Drainage and Flood Risk
Concern have been raised as set out above regarding drainage, and it is fully appreciated that that there are known drainage problems and flooding in the village. The site is located within Flood Risk Zone 1 and therefore is not at risk from flooding from nearby water course. A Flood Risk Assessment (FRA) has been submitted with the application.
- 5.55 The Lead Local Flood Authority (LLFA) objected to the previous application in the absence of an acceptable FRA/drainage Strategy in respects of impacts from the development adversely effecting flood risk. Furthermore it had not provided sufficient justification for not following the SuDS hierarchy to assess the suitability of discharging collected surface water to ground via infiltration as infiltration rates in

the east of the site appear to be suitable for a soakaway. They also required evidence of the connection of the proposed discharge location to a wider watercourse network. These details were submitted at that time and this application has also been supported by the amended scheme. The LLFA have confirmed that the sustainable drainage strategy for the site is considered acceptable subject to the appropriate conditions.

5.56 Foul Water drainage

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 Poringland Water Recycling Centre that will have available capacity for these flows.

- 5.57 Whilst the concerns raised in respect of the 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.

Impact on the setting of Listed Buildings

- 5.58 The site lies to the south of historic core of Poringland village. Although Poringland has been significantly expanded with suburban style housing in the late C20/early C21, the core is still an identifiable historic grouping with limited development in the approach from the south, so still retains its connection to rural hinterland to the south. The historic core of the settlement contains several listed buildings including the grade I listed Church of All Saints and grade II* Church Farm and it's grade II barn. Other buildings in this historic grouping includes Porch House grade II* Margin Cottage and Forge Cottage.

- 5.59 Although there has been encroaching development on the setting of these buildings with development of Critoph Close to the west of Church Farmhouse, and development along Howe Lane, the connection to the open countryside to the south of church farm house is still preserved with the field to the south and this area of land. There is some limited development to the east of the site but landscaping around the existing pond separates this area in views. The church tower is clearly visible across the fields from open countryside to the south and the footpath. Whilst not designated as a conservation area, these listing buildings can be considered to be part of an historic grouping of buildings which functions as the historic village core of settlement in terms of neighbourhood character.

- 5.60 The church, church farmhouse and barn are the heritage assets which potentially are directly affected in terms of the setting of the listed buildings. The submitted heritage statement details the impact of the scheme on the various nearby heritage assets. Considering the positioning and height of the proposed buildings, and how the setting of the various listed buildings has already been affected by more modern development within their context to the west. Therefore, officers are in agreement with the statement that there is an impact on the setting of the church and the barn, but that this would be negligible in terms of experiencing the individual assets, as their immediate context remains preserved. The development therefore is considered acceptable in regard to Policy DM4.10. Equally in consideration of the Council's duties under the Act it is considered for the reasons set out above that the proposal would not adversely affect the setting of the listed buildings.

5.61 Summary of the environmental role:

The development would not result in harm to the rural character of the landscape for the reasons identified above and does not represent significant harmful impacts.

Other Issues

5.62 Planning Obligations:

The proposal is required to provide fire hydrants which is proposed to be a condition of any consent.

5.63 Direct mitigation and GI provision should be included within the site proposal.

Mitigation for new and existing GI features identified as strategic shall be funded by the Community Infrastructure Levy (CIL) through the Greater Norwich Investment

5.64 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.

5.65 This application is not liable for Community Infrastructure Levy (CIL) due to falling within use class C2.

COVID as a material planning consideration

5.66 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.

Conclusion

5.67 The proposed development provides the benefit of homes with care which will help South Norfolk's identified unmet need as well as retaining and providing new employment, both of which are considered to be significant benefits of the scheme. The proposal is considered acceptable in terms of design and layout. Furthermore, the development will not adversely impact on the character or appearance of the area or the setting of nearby listed buildings to a material degree. It will not be detrimental to highway safety; drainage; ecology; nor adversely affect the amenities of nearby residential properties. Given the clear benefits of the scheme and the absence of any meaningful harm it is considered that the scheme satisfies the requirements of criterion 2d) of Policy DM1.3 of the SNLP. Likewise, it is considered that the development represents a sustainable development, having regard to the three tests (social, economic and environmental) set out in the NPPF. In view of the above, I recommend that the application be approved.

Recommendation: Authorise the Director of Place to approve conditions

1. Time Limit - Full Permission
2. In accordance with submitted drawings
3. Boundary treatments to be agreed

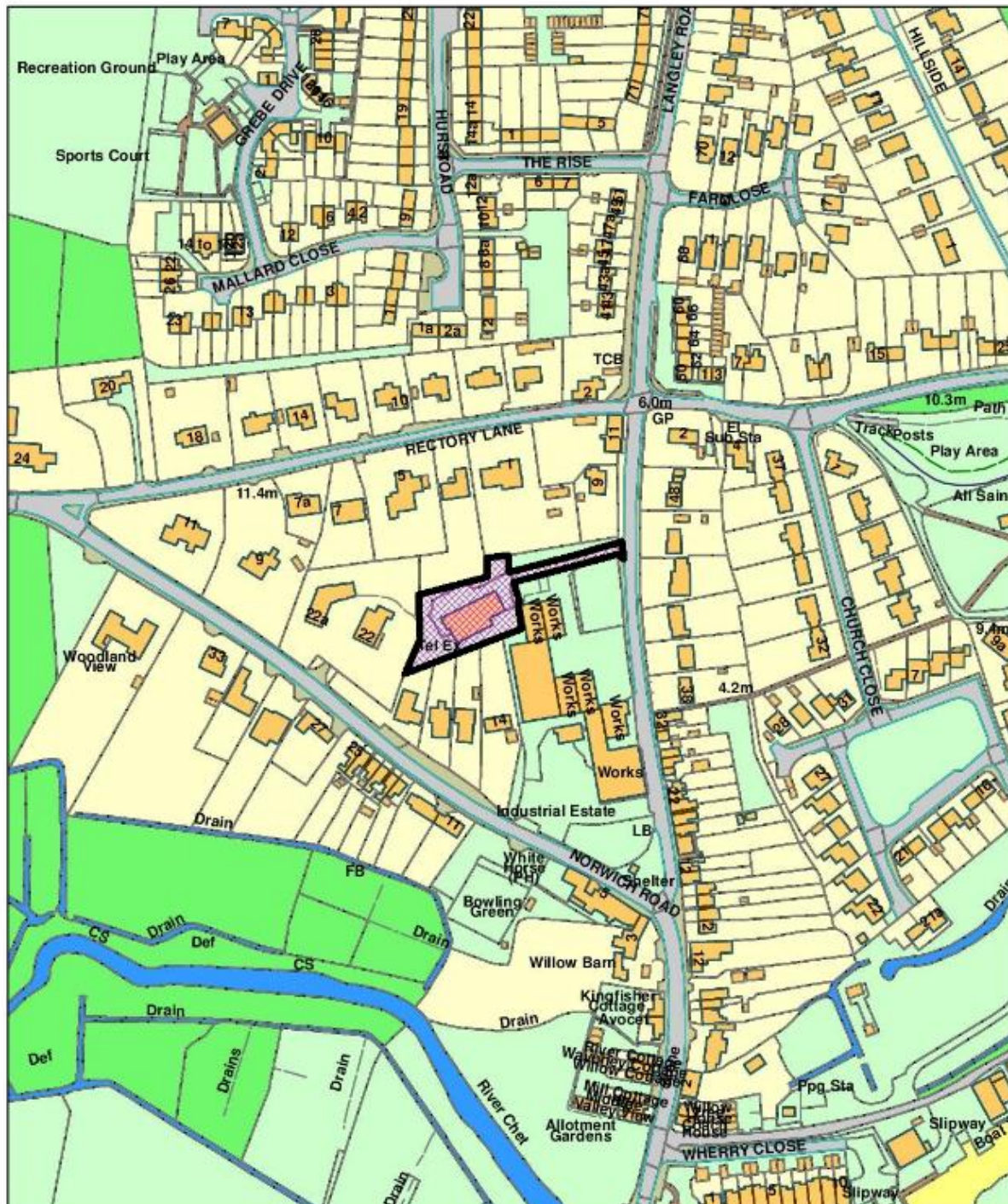
4. Materials to be agreed
5. Written scheme of archaeological investigation
6. Provision of fire hydrants
7. Water efficiency
8. Renewable energy
9. Detailed design of surface water drainage to be agreed
10. Foul Water to main sewer
11. Landscaping scheme
12. Long term landscape management plan
13. Tree protection (implementation only)
14. Details of no/minimal dig construction to be submitted
15. Retention of tree and hedgerows
16. No additional external lighting without details
17. Noise management plan for refuse bins to be agreed
18. Construction Management Plan
19. Noise and mitigation plan
20. Cooking fume extraction system to be agreed
21. No generators/air plant without consent
22. Contaminated land - Investigation
23. Implementation of remediation scheme
24. Contaminated land during construction
25. Ecology Mitigation
26. Biodiversity Enhancement Plan
27. Lighting design for light-sensitive biodiversity
28. Construction Traffic (Parking) management plan
29. Existing Access, Widen or Improve
30. Visibility splay, approved plan
31. Access Gates – Restriction
32. Access – Gradient
33. Traffic Regulation Orders
34. Provision of parking, service
35. Highway Improvements Offsite
36. Highway Improvements Offsite implementation
37. Air Source heat pumps
38. No PD for Classes ABCD&E
39. No PD for fences, walls etc
40. Restricted use of the restaurant/café
41. Details of the access road/drive surfacing

Contact Officer:
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2020/2042

Not Set



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

3. Application No: 2020/2042
Parish: CHEDGRAVE

Applicants Name	Telefonica UK Limited and CTIL
Site Address	Telephone Exchange, Langley Road, Chedgrave, NR14 6HD
Proposal	Electronic communications base station comprising a 17.5m high monopole mast, shrouded antennas, two 0.6m diameter transmission dishes, two equipment cabinets, an electric meter supply cabinet, and ancillary electronic communications apparatus.

Reason for reporting to committee

The Development Manager has requested that the application be determined by the Development Management Committee due to the local interest.

Recommendation summary:

Prior approval not required

1 Proposal and site context

- 1.1 The application site is the existing telephone exchange building located off Langley Road in Chedgrave. The site is in an elevated position in a mixed commercial/residential area with a small group of commercial buildings being located to the south. The site is in the heart of the village and in close proximity to a large number of properties in particular bungalows along Norwich Road.
- 1.2 The site is outside the Conservation Area which is located to the south and to the east. There are also listed buildings within the vicinity of the site.
- 1.3 The application seeks prior approval for electronic communications base station comprising a 17.5m high monopole mast, shrouded antennas, two 0.6m diameter transmission dishes, two equipment cabinets, an electric meter supply cabinet, and ancillary electronic communications apparatus.

2 Relevant planning history

2.1	2017/0845	Installation of a 17 metre high telecommunications monopole tower with associated ground-based equipment.	Approval of details – refused
2.2	2000/1609	Erection of 15m monopole with 3 no. cross polar antennas & 2 no. transmission dishes along with a radio equipment cabin	Approved in part, Refused in part

3 Planning Policies

- 3.1 National Planning Policy Framework (NPPF)
NPPF 10 : Supporting high quality communication
NPPF 12 : Achieving well-designed places

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 6 : Access and Transportation

3.3 South Norfolk Local Plan (SNLP) Development Management Policies

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

DM3.8 : Design Principles applying to all development

DM4.10 : Heritage Assets

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

S66 (1) Planning (Listed Buildings and Conservation Areas) Act 1990 provides: "In considering whether to grant planning permission 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 Planning (Listed Buildings and Conservation Areas) 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 Chedgrave Parish Council

No comments received

4.2 District Councillors

Cllr Mason Billig

If officers are minded to refuse this application, it must go to the Development Management Committee for determination

4.3 NCC Highways

No objections

4.4 SNC Senior Heritage Officer

It will have less of an impact, but still some impact, and this therefore needs to be taken into account. Although it will draw less visual attention, it will nevertheless stand out as being incongruous due to its height, and will still be noticeable. It can therefore still be considered to have a harmful impact on the character and

appearance of the conservation area. This needs to be taken into account in the planning balance weighing up the public benefits against the level of harm caused.

4.5 Other Representations

13 letters of objection received raising the following concerns (summarised):

- Overshadowing
- Unsightly
- Impact on health
- Impact on enjoyment of amenity
- Impact on wildlife
- Too close to residential properties
- One states that they have 4G signal throughout Loddon and Chedgrave
- Errors in statement
- Ground conditions are similar to George Lane which has been discounted due to sand based substrate
- Other more suitable sites
- Depreciate property value
- Majority of surrounding buildings single storey
- Some bungalows set on lower ground

38 letters of support raising the following points (summarised):

- Mobile service desperately needed
- People rely heavily on this service, particularly with current COVID situation
- Necessary for safety so people can contact others and emergency services
- Central location benefits everyone
- Proven to be safe
- With increased home working increased signal will help
- Communication paramount for peoples mental health
- Benefits to local business.

5 Assessment

Key considerations

- 5.1 Submitted as a prior approval application under Part 16 of the GPDO, as amended in 2020, which only allows the Local Planning Authority to consider siting and appearance of the proposed installation.

Principle

- 5.2 The principle of development is established by the GPDO which states that the proposed is permitted development subject to prior approval.
- 5.3 Section 10 of the NPPF highlights the important role that technology plays in today's society and that Council's should seek to support such development and includes the following (Para 112 of the NPPF):
- 5.4 Advanced, high quality and reliable communications infrastructure is essential for economic growth and social well-being. Planning policies and decisions should

support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broadband connections. Policies should set out how high quality digital infrastructure, providing access to services from a range of providers, is expected to be delivered and upgraded over time; and should prioritise full fibre connections to existing and new developments (as these connections will, in almost all cases, provide the optimum solution).

5.5 With this in mind the following assesses the merits of this scheme.

Differences from 2017/0845

5.6 As is evident from the planning history section of the report, an application for a mast was refused in 2017 (2017/0845) as it was considered that the benefits did not outweigh the harm considered to be unacceptable visual impact, harm to setting of conservation area and overly dominant on residential properties.

5.7 There are a number of differences between the current proposal and the previous application. These are as follows:

- The mast has been reduced in bulk, particularly at the top where the antennas will now be shrouded resulting in a more streamlined and less bulky finish.
- The mast has been moved approximately 30m westwards from the previous one.
- Another site at Mussett Engineering to the south east of Loddon has now been discounted as it would not provide coverage to Chedgrave which means the need for an additional site and mast is required to meet this. This is relevant insofar as in considering the previous application in 2017 the site at Mussett Engineering was considered a possible alternative to meet stated need and was consequently a material consideration which weighed against the application.

5.8 Officers would also wish to highlight that since the 2017 application was determined another site at George Lane has been explored and approval was granted for this site. Unfortunately, however, due to ground conditions it was not possible to implement this approval.

Siting and Appearance

5.9 Given its siting close to the Conservation Area and presence of listed buildings in the wider locality input has been sought from the Council's Senior Design and Heritage Officer and they have made the following observations:

'This application has significantly improved the visual appearance through shrouding the mast antennae so that it is read as one tall simple 'streamlined' structure – however it will still be quite a bulky structure at height – and visually incongruous.' and *'It will have less of an impact, but still some impact'*

5.10 The impact was in the previous application in 2017 was referred to as being 'less than significant harm' and it is considered that the level of harm has been further reduced in the current scheme through the revised design, however, there is still a level of harm that is still considered to fall within the term "less than substantial harm". The NPPF states at paragraph 196 that *'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage*

asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'

- 5.11 In terms of the setting listed buildings, having discussed the matter further with the Council's Senior Design and Heritage Officer they are satisfied that the setting of listed locally are not harmed by the proposal.

Amenity

- 5.12 It is acknowledged that the location of the mast has been moved from the east side of the building to the west which is closer to the residential properties bordering the site. This has been done to move the mast closer to the mature trees along the western site boundary which will aid in reducing the visual impact of the mast from some "wider" views. This does mean that for a small number of neighbouring residential sites the mast will still be prominent which is considered to present some level of harm. Again this harm must be weighed in the decision-making process.

Other matters

- 5.13 The NPPF also requires the operators to provide evidence that they have looked at alternative sites. A number of alternative sites have been put forward and discounted for a number of reasons. As previously mentioned, the discounting of the Mussett Engineering site and the approval, but subsequent discounting of George Lane as a viable site show that this has been further explored since the 2017 application. Officers are satisfied that other sites are not presently available to meet the acknowledged need.
- 5.14 The Broads Authority Area is located some distance to the south east, it is not considered that the proposed installation would significantly affect the visual amenity of the Broads Area
- 5.15 The ground based equipment cabins will be well screened and will not detract from the visual amenity of the area.
- 5.16 A number of concerns have been raised regarding health impacts. An ICNIRP certificate has been submitted with the application and the NPPF also makes it clear that the Local Planning Authority should not seek to determine health safeguards if this certificate is provided.
- 5.17 The proposal would not result in any significant highway safety issues.
- 5.18 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.

Public benefit

- 5.19 As noted above paragraph 112 of the NPPF states 'Advanced, high quality and reliable communications infrastructure is essential for economic growth and social well-being. Planning policies and decisions should support the expansion of

electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broadband connections.'

- 5.20 There is a clear public benefit as demonstrated by the coverage maps provided insofar as these show that current coverage is poor to non-existent in much of Loddon and Chedgrave. The mast will provide coverage to the vast majority of these areas bringing the benefit of improved signal to a large number of local residents and businesses.
- 5.21 Given the current circumstances of COVID-19, with many more people working from home and people having to spend more of their free time at home the need for this service is arguably now even greater than when previous applications were determined. This in many ways is evidenced by the support received for the proposal.

Conclusion

- 5.22 In weighing any adverse impacts against the benefits of this proposal it is considered that the wider public benefits the scheme would bring to the Parish, when noting the absence of any clear alternative sites for meeting the accepted need for improved telecommunications infrastructure, these are considered sufficient to outweigh the modest harm to the setting of the conservation area and the impacts upon neighbouring properties to the extent that the application is considered acceptable in planning terms and therefore prior approval is not required.
- 5.23 This application is not liable for Community Infrastructure Levy (CIL) as the equipment cabin is less than 100 square metres

Recommendation: Prior approval is not required.

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Planning Appeals

Appeals received from 31 December 2020 to 12 January 2021

Ref	Parish / Site	Appellant	Proposal	Decision Maker	Final Decision
2020/1514	Kirby Bedon 5 Holmemead Whitlingham Lane Kirby Bedon Norfolk NR14 8UA	Mr M Davey	Revised location of detached workshop, office and bedroom annexe following planning consent 2019/2519	Delegated	Refusal
2020/0600	Kimberley And Carleton Forehoe Land North West of Norwich Road Kimberley Norfolk	Mr & Mrs C House	Proposed over 55's, self-build dwelling (resubmission of 2019/2486)	Development Management Committee	Refusal
2020/1747	Costessey 104 West End Costessey NR8 5AJ	Mr George Carrs	Retention of front dormer and first floor rear extension (resubmission of 2019/2466).	Delegated	Refusal

Planning Appeals

Appeals decisions from 31 December 2020 to 12 January 2021

None received