

Development Management Committee

Agenda

Members of the Development Management Committee:

Cllr V Thomson (Chairman)
Cllr L Neal (Vice Chairman)
Cllr D Bills
Cllr B Duffin
Cllr J Halls

Cllr T Holden
Cllr F Ellis
Cllr G Minshull
Cllr T Laidlaw

Date & Time:

Wednesday 12 January 2022
10.00am

Place:

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

Contact:

Leah Arthurton tel (01508) 533610
Email: democracy@southnorfolkandbroadland.gov.uk
Website: www.southnorfolkandbroadland.gov.uk

PUBLIC ATTENDANCE / PUBLIC SPEAKING

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 observe the meeting in person, or speak on an agenda item, please email your request to democracy@southnorfolkandbroadland.gov.uk, no later than **5.00pm** on **Friday 7 January 2022**. Please see further guidance on attending meetings at page 2 of this agenda. Places may be limited.

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.

Public Speaking and Attendance at Meetings

All public wishing to attend to observe, or speak at a meeting, are required to register a request by the date / time stipulated on the relevant agenda. Requests should be sent to: democracy@southnorfolkandbroadland.gov.uk

Public speaking can take place:

- Through a written representation
- In person at the Council offices

Anyone wishing to send in written representation must do so by emailing: democracy@southnorfolkandbroadland.gov.uk by 5pm on Friday 7 January 2022.

Please note that due COVID, the Council cannot guarantee the number of places available for public attendance, but we will endeavour to meet all requests.

Democratic Services will endeavour to ensure that each relevant group (ie. supporters, objectors, representatives from parish councils and local members) can be represented at meetings for public speaking purposes.

All those attending the meeting in person must sign in on the QR code for the building and arrive/ leave the venue promptly. The hand sanitiser provided should be used and social distancing must be observed at all times. Further guidance on what to do on arrival will follow once your initial registration has been accepted.

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 7)
4. Minutes of the Meeting of the Development Management Committee held on Wednesday, 15 December 2021;

(attached – page 9)

5. Planning Applications and Other Development Control Matters;

(attached – page 14)

To consider the items as listed below:

Item No.	Planning Ref No.	Parish	Site Address	Page No.
1	2021/2227/H	CRINGLEFORD	16 Brettingham Avenue Cringleford NR4 6XG	14
2	2021/2352/CU	FLORDON	Tas Valley Mushrooms Bungalow The Street Flordon Norfolk NR15 1RN	18
3	2021/2510/F	SHOTESHAM	Land south of Greenhill, The Common, Shotesham, Norfolk	25
4	2021/2546/F	SHOTESHAM	Glenview, The Common Shotesham NR15 1YD	39

Updates received after publication of this agenda relating to any application to be considered at this meeting will be published on our website:

<https://www.southnorfolkandbroadland.gov.uk/south-norfolk-committee-meetings/south-norfolk-council-development-management-planning-committee>

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 47)

8. Date of next scheduled meeting- Wednesday 9 February 2022

GUIDELINES FOR DETERMINING THE NEED TO VISIT AN APPLICATION SITE

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

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

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

2. PUBLIC SPEAKING: PLANNING APPLICATIONS

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

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

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

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

PLANNING APPLICATIONS AND OTHER DEVELOPMENT CONTROL MATTERS

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

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

Key to abbreviations used in Recommendations

CNDP - Cringleford Neighbourhood Development Plan

J.C.S - Joint Core Strategy

LSAAP - Long Stratton Area Action Plan – Pre-Submission

N.P.P.F - National Planning Policy Framework

P.D. - Permitted Development – buildings and works which do not normally require planning permission. (The effect of the condition is to require planning permission for the buildings and works specified)

S.N.L.P - South Norfolk Local Plan 2015

Site Specific Allocations and Policies Document

Development Management Policies Document

WAAP - Wymondham Area Action Plan

DECLARATIONS OF INTEREST AT MEETINGS

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

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

Does the interest directly:

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

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

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

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

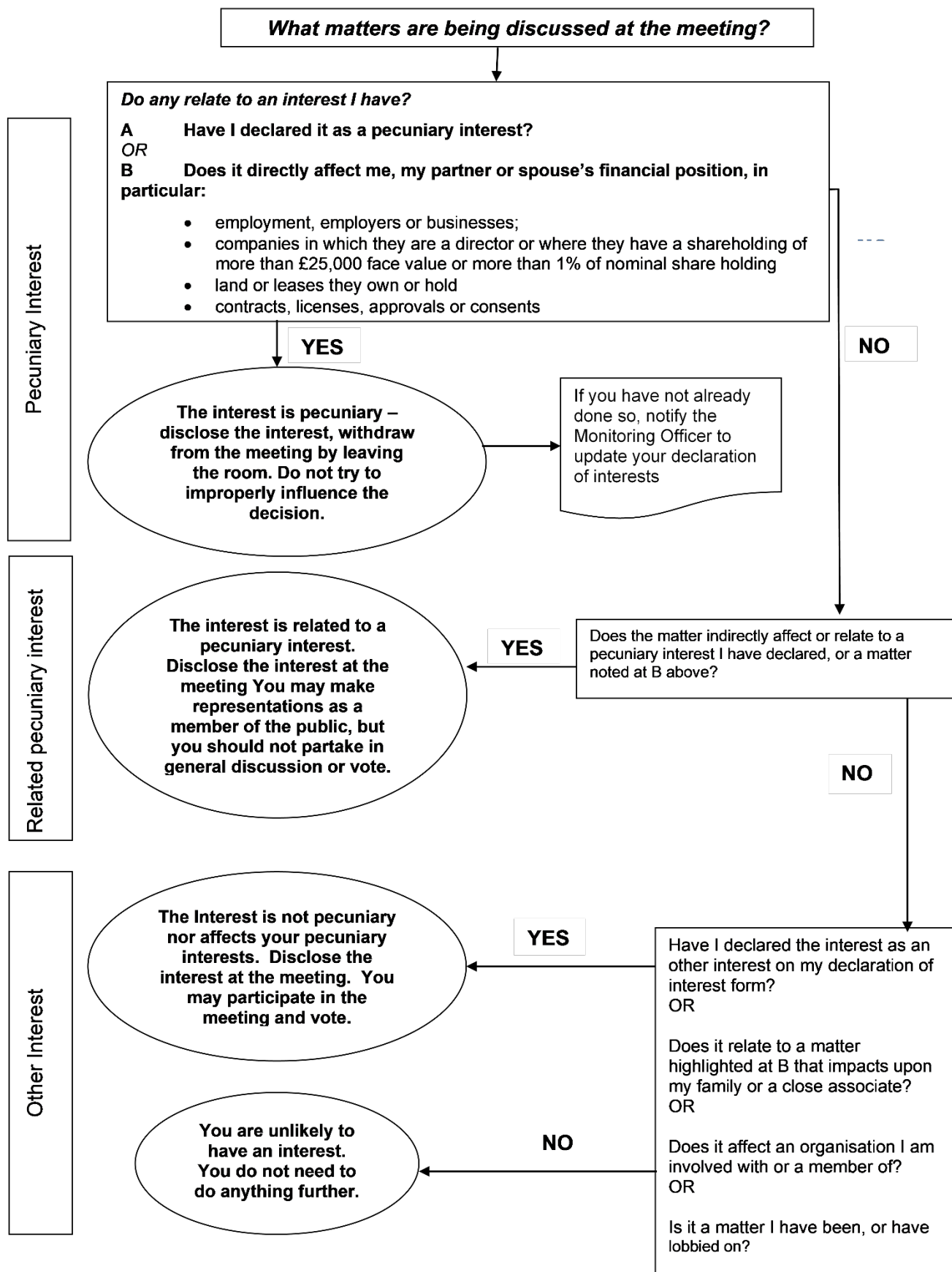
If yes, you need to inform the meeting. When it is discussed, you will have the right to make representations to the meeting as a member of the public, but you should not partake in general discussion or vote.

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

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

**FOR GUIDANCE REFER TO THE FLOWCHART OVERLEAF.
PLEASE REFER ANY QUERIES TO THE MONITORING OFFICER IN THE FIRST
INSTANCE**

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



Agenda Item 4

DEVELOPMENT MANAGEMENT COMMITTEE

Minutes of a meeting of the Development Management Committee of South Norfolk District Council, held on 15 December 2021 at 10am.

Committee Members Present: Councillors: V Thomson (Chairman), D Bills, B Duffin, F Ellis, T Holden, T Laidlaw, L Neal and G Minshull.

Apologies: Councillor: J Halls

Officers in Attendance: The Development Manager (T Lincoln), the Area Team Manager (G Beaumont) and the Principal Planning Officer (T Barker)

8 members of the public were also in attendance

587 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
2021/0569/F	BRACON ASH AND HETHEL	All	Local Planning Code of Practice Lobbied by the Agent Local Planning Code of Practice Lobbied by Objectors
2021/1875/F	ASHWELLTHORPE AND FUNDENHALL	B Duffin	Other interest Known to the Applicant

588 MINUTES

The minutes of the meeting of the Development Management Committee held on 17 November 2021 were confirmed as a correct record.

589 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 applications listed below.

Application	Parish	Speakers
2021/0569/F	BRACON ASH AND HETHEL	C Cox – Objector D Bryson – Applicant J Orchard – Agent H Berney – Landowner Cllr N Legg – Local Member
2021/1875/F	ASHWELLTHORPE AND FUNDENHALL	P Bailey – Objector P McAlenan – Agent Cllr N Legg – Local Member

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

590 PLANNING APPEALS

The Committee noted the planning appeals.

(The meeting concluded at 11:30am)

Chairman

Updates for DEVELOPMENT MANAGEMENT COMMITTEE
– 15 December 2021

Item	Updates	Page No
Item 1	<p>Lobbying material received from agent and Bracon Ash Residents Committee</p> <p>Updates to the report</p> <ul style="list-style-type: none"> - Further to para 5.10, please note that the other proposed sites differ in size. The proposed site at Marsh Lane to the south of Bracon Ash is smaller (25 MW) and the site just in to the east of Mulbarton is much larger (49.9MW) - Further to para 5.30, the Glint and Glare Assessment states that the “solar panels are designed to absorb as much light as possible and not to reflect it.” In terms of glare it clarifies this is not a direct reflection of the sun, but a reflection of the sky around the sun. The assessment considers all potential receptors before identifying the residential properties set out in para 5.30 of the DMC report as the only ones potentially affected. - Para 5.43 states that fencing details will be secured by condition. Proposed fencing details have been submitted as part of the application which are considered satisfactory and therefore it is proposed to secure these as part of the approved drawings condition (No3). Details of the fencing will be shown in the presentation. - The site is being leased not bought. 	
Item 2	<p>The application has been advertised as affecting the setting of a listed building. The listed building in question is Oak Farm approximately 110m to the west beyond the neighbouring property at Wellington House. In light of this distance, the presence of another residential property in between and the appearance of the proposed dwelling, the setting and significance of this listed building will be preserved. Regard has been to section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act and Policy DM4.10 of the Development Management Policies Document in reaching this view.</p> <p>.</p>	

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** : **2021/0569/F**
- Parish** : **BRACON ASH AND HETHEL**
- Applicant's Name** : David Bryson
- Site Address** : Land East of Cranes Road Hethel Norfolk

- Proposal** : Proposed Development for installation and operation of ground mounted solar farm and energy storage system. together with inverter platforms; control room; DNO station; storage containers; battery storage; security fencing & CCTV; temporary construction compound; and enhanced landscaping & ecological management.

- Decision** : Members voted unanimously for **Approval**

- Approved with conditions

- 1 Temporary Consent
- 2 Decommissioning
- 3 In accordance with submitted drawings
- 4 Drainage Strategy
- 5 Construction Traffic Management
- 6 Construction Management Plan
- 7 Noise mitigation
- 8 Tree Protection
- 9 Implementation of Landscaping
- 10 Ecology enhancement to be secured
- 11 Archaeology investigation

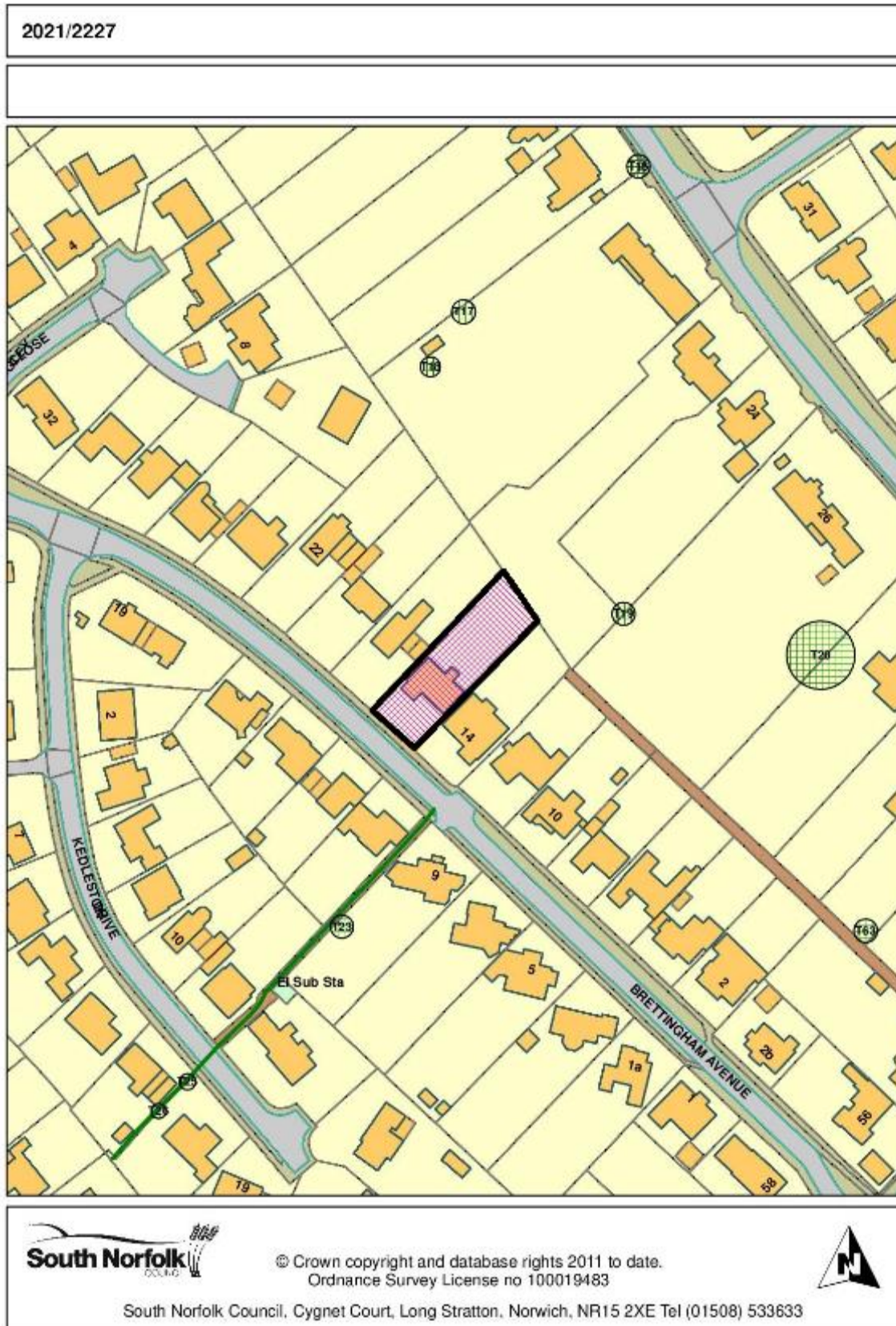
2. **Appl. No** : **2021/1875/F**
 Parish : **ASHWELLTHORPE AND FUNDENHALL**
 Applicant's Name : Ms Carrie Burridge
 Site Address : The Oaks, The Street, Fundenhall, NR16 1DS
- Proposal : Replacement to create 1.5 storey dwelling with dormer windows to front and rear
- Decision : Members voted unanimously for **Approval**
- Approved with Conditions
1. Time limit- Full Permission.
 2. In accordance with submitted drawings.
 3. External materials to be submitted for approval
 4. Water efficiency
 5. Contaminated land during construction (investigation).

PLANNING APPLICATIONS AND OTHER DEVELOPMENT CONTROL MATTERS

Report of Director of Place

Other Applications

Application 1



1. **Application No :** **2021/2227/H**
 Parish : **CRINGLEFORD**

Applicant's Name: Mr Wang
Site Address 16 Brettingham Avenue Cringleford NR4 6XG
Proposal Amendments to approved scheme 2021/1108 to include front porch size
 and its roof shape change; rear extension roof change from flat roof to
 double hip roof; dormer addition to rear garage roof

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 is seeking planning permission for the addition of a dormer window to the rear roof slope of the garage, the addition of hipped roofs to the rear extension and alterations to the size and design of the front porch.
- 1.2 Planning permission has already been granted for extensions to the property, which has resulted in the former bungalow being converted to a two-storey dwelling.
- 1.3 The application site is a detached dwelling within the development boundary of Cringleford.

2. Relevant planning history

- | | | | |
|-----|-----------|---|----------|
| 2.1 | 2020/0001 | Erection of first floor and a single storey rear extension. | Approved |
| 2.2 | 2020/1370 | Erection of first floor and a single storey rear extension (resubmission of 2020/0001). | Approved |
| 2.3 | 2021/1108 | First floor extension, front porch, rear single storey extension, including external & internal alterations | Approved |

3 Planning Policies

- 3.1 National Planning Policy Framework (NPPF)
 NPPF 12 : Achieving well-designed places
- 3.2 Joint Core Strategy (JCS)
 Policy 2 : Promoting good design
- 3.3 South Norfolk Local Plan Development Management Policies
 DM3.4 : Residential extensions and conversions within Settlements
 DM3.8 : Design Principles applying to all development
 DM3.13 : Amenity, noise, quality of life
- 3.4 Cringleford Neighbourhood Plan

4. Consultations

4.1 Cringleford Parish Council

Object –

- Unacceptable impact on the neighbours and the character and appearance of the street.
- The current proposal would create a large, incongruous house of a size that would dwarf the adjacent bungalow.

4.2 District Councillor

Call-in the application to be considered by Planning Committee to allow the committee to consider the design/impact on the street scene and wider character of the area and amenity issues raised by the application.

4.3 Other Representations

Three letters of objection have been received raising the following concerns (summarised):

- Incremental expansion is unacceptable
- Concern about further additions to add additional first floor space
- Overbearing and out of character
- Overlooking and loss of privacy
- Hipped roof out of character
- Extension too close to boundary
- Loss of view from kitchen door window

5 Assessment

Key considerations

- 5.1 The principle of development is acceptable having regard to the extant planning permission. The key considerations are therefore design and neighbour amenity

Design and neighbour amenity

- 5.2 The porch is proposed to be enlarged and a hipped roof constructed rather than the lean-to design previously approved. The door is proposed to be moved to the side elevation rather than the front. The porch sits within the 'L' shape of the front of the dwelling and is set away from the boundary with the neighbours. The changes to the porch will have no significant adverse impact for neighbours light, outlook or privacy when considering the size of the works and the degree of separation to, and relationship with the neighbouring properties. The materials to be used in the construction of the porch will match those of the existing dwelling and the design is considered acceptable. There will be no significant adverse impact for the character and appearance of the area.
- 5.3 The single storey rear extension has already been approved with a 3m high flat roof incorporating two roof windows. The current proposal is for the construction of two shallow hipped roofs instead of the flat roof. As part of this change the eaves height is being reduced from 3m to 2.5m. The overall roof height will not exceed 3.2m. The side windows of the rear extension remain unchanged from the approved scheme. The patio doors on the rear elevation have been reduced in size and slightly repositioned. The gardens of these properties are north east facing and the property to the north west is a detached house with garaging on the boundary. The change to the roof design in conjunction with the lowering of the eaves of the rear extension will not make a significant difference in terms of overshadowing or loss of light. As the window positions on the side are not changing there will be no additional loss of privacy for the neighbours.

- 5.4 Comments have been made that the hipped roofs are not in keeping with the character of the neighbouring properties, in particular the flat roof of the neighbours garage. The single storey rear extension will not be visible from the street and therefore not seen in the context of the wider street scene. It is considered that the design is acceptable in this case.
- 5.5 The final element of this proposal is the addition of a dormer window on the rear roof slope of the garage. The height and pitch of the garage roof will not be altered from that already approved. The dormer window will allow the roof space of the garage to be used as an en-suite bathroom for one of the new first floor bedrooms. This is a minor addition to the roof, set in from the side elevation and not extending beyond the rear elevation of the first floor of the dwelling. The dormer extension is to the north of the neighbour at 14 Brettingham Avenue and as such the addition will have no significant additional adverse impact for light or cause an overbearing impact.
- 5.6 The neighbour at 14 Brettingham Avenue is within 2m of the development and concerns have been raised regarding loss of privacy and overlooking. The location of the dormer, which is relatively close to the boundary, does create some potential for overlooking into the rear garden of 14 Brettingham Avenue. However, as this window will serve a bathroom it would be possible to install a fixed shut and obscure glazed window to protect neighbour's privacy. For this reason, it is considered that the dormer window could be installed without any significant adverse impact for neighbours privacy with the imposition of an appropriate condition. Although views from the kitchen door on the side elevation will be marginally affected, this would not be to an objectionable degree.
- 5.7 Concerns have been raised about loss of privacy from a resident located on Keswick Road. While the development has created a first floor, with windows on the rear elevation, this has already been approved. The addition of a further window on the rear, to serve a bathroom will not create any significant additional loss of privacy. Notwithstanding this there are other two-storey properties located on Brettingham Avenue. In addition, the distance between the two properties is approximately 120m, which would prevent any direct overlooking or loss of privacy issues.

Other Issues

- 5.8 Comments have been made by Cringleford Parish Council, District Councillor's and neighbours about the scale and character of the development being out of keeping with the area, the degree of change from the previously approved scheme is relatively modest and as such has little additional impact on that previously deemed to be acceptable as part of the previous approval. -
- 5.9 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.
- 5.10 This application is not liable for Community Infrastructure Levy (CIL).

Conclusion

- 6.1 Based on the reasons set out above the application is considered to be acceptable and in accordance with Policies DM3.4, DM3.8 and DM3.13 of the South Norfolk Local Plan Development Management Policies.

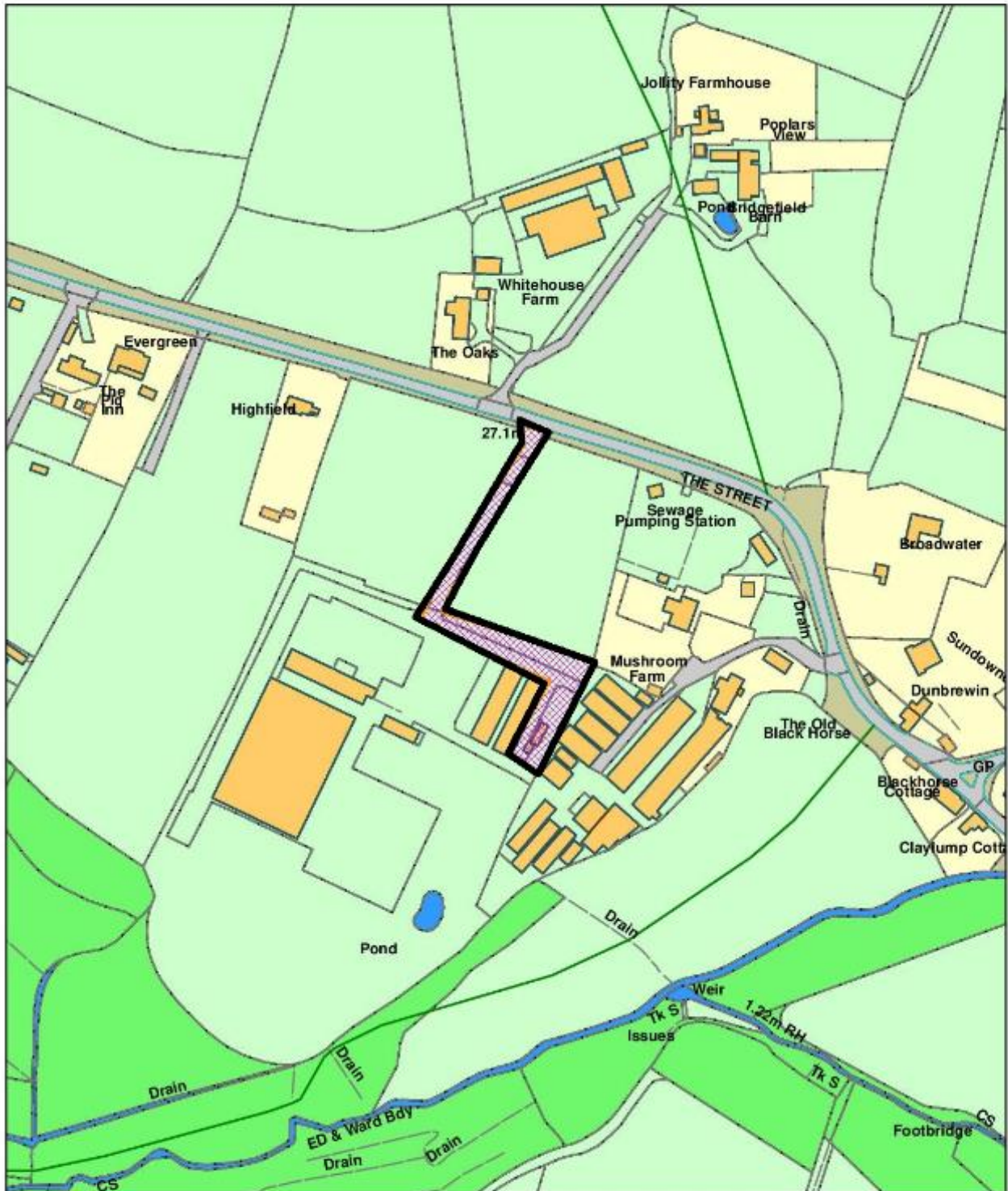
Recommendation : Approval with Conditions

- 1 Time Limit - Full Permission
- 2 In accordance with submitted drawings
- 3 Fixed shut and obscure glazing

Contact Officer Julie Fox
Telephone Number 01603 430631
E-mail julie.fox@southnorfolkandbroadland.gov.uk

Application 2

2021/2352



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

2. Application No : 2021/2352/CU
Parish : FLORDON

Applicant's Name: Mr T Tumov
Site Address Tas Valley Mushrooms Bungalow The Street Flordon Norfolk NR15 1RN
Proposal Change of use of land for retention of 3No static caravans and siting of 2No new static caravans

Reason for reporting to committee

The applicant is known to be a member, employee, or close relative of a member of South Norfolk Council.

Recommendation summary :

Refusal

1 Proposal and site context

- 1.1 Tas Valley Mushrooms is located to the west of Flordon with access from The Street. The site is located adjacent to Flordon Common which is a Site of Special Scientific Interest (SSSI) and form part of the Norfolk River Valleys Special Area of Conservation (SAC). Tas Valley Mushrooms in a site within an agricultural land use used for the growing of mushrooms. The site has been subject to a number of planning applications to expand the site and increase the number of growing tunnels.
- 1.2 This application is partially retrospective and seeks the retention of three caravans on site to provide accommodate for worker of the mushroom farm, and the siting of two new static caravans.
- 1.3 There is a separate application currently under consideration on the site which is for a variation of condition application in relation to 7 of the growing tunnels.

2. Relevant planning history

- | | | | |
|-----|-----------|--|----------|
| 2.1 | 2013/1415 | Erection of eight plastic covered agricultural buildings. New entrance to site. | Approved |
| 2.2 | 2015/2748 | Variation of conditions 2, 4 and 11 of planning consent 2013/1415/F (Condition 2 variation - enlarge the size of the previously approved staff building, larger boiler room building than originally approved and to build the deliveries/collection building, Condition 4 variation - closure of original site access and Condition 11 - hours of operation). | Approved |
| 2.3 | 2016/0728 | Discharge of Conditions 6 and 12 of planning consent 2013/1415 (8 plastic covered ag. buildings & new entrance) - Surface water and drainage management plan. | Approved |
| 2.4 | 2016/1770 | Discharge of conditions 14 and 15 of planning permission 2015/2748 - noise management, improved signs | Approved |

2.5	2016/2923	Discharge of conditions 4B, 10 and 13 of planning consent 2015/2748/RVC - (4b) new barrier to cease access, (10) external lighting, details of equipment to be used on site	Approved
2.6	2016/2955	Proposed extensions to existing bungalow and associated alterations.	Approved
2.7	2019/2288	Details of condition 4, 5 and 9 of 2018/1318 - (4) Surface water drainage (5) Drainage Management Plan (9) Biodiversity Plan -bird/bat/barn owl boxes	Approved
2.8	2018/1318	Erection of 7 Plastic covered tunnels	Approved
2.9	2021/1671	Variation of conditions 10 - weather cowl, 13 - acoustic louvres, 14 - noise from inlet fans and 15 - verification testing and removal of conditions 6 - requirement to remove bund and 16 - concrete paved forklift haul road of 2018/1318	Under consideration
3	<u>Planning Policies</u>		
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 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		
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		
3.3	South Norfolk Local Plan Development Management Policies DM1.1 : Ensuring Development Management contributes to achieving sustainable development in South Norfolk DM1.3 : The sustainable location of new development DM1.4 : Environmental Quality and local distinctiveness DM2.1 : Employment and business development DM2.11 : Agricultural and other occupational dwellings in the Countryside DM3.1 : Meeting Housing requirements and needs 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 DM4.2 : Sustainable drainage and water management DM4.4 : Natural Environmental assets - designated and locally important open space		
3.4	Supplementary Planning Documents (SPD)		

4. Consultations

4.1 Flordon Parish Council

- Concern that the application form has been completed incorrectly.
- It is unclear how foul and surface water drainage will be dealt with.
- Unclear how many employees will live in each caravan
- Mushrooms are grown all year and are not seasonal. These are permanent workers and Brexit should not affect them. No evidence has shown that Tas Valley Mushrooms have advertised in the normal way for new employees.
- Flordon is a small village with a lack of services and facilities.

4.2 District Councillor

Cllr Vivienne Clifford-Jackson - We are deeply frustrated at the lack of engagement by TVM with the local community and strongly object to the idea of living accommodation on the site. Conditions have been repeatedly flouted and instead further planning applications are submitted. It is making a mockery of the planning process and I sincerely hope that the committee can make strong recommendations to the officers. We support local business but have never seen what this company contributes to the local economy.

Cllr Nigel Legg - There are many local concerns regarding the operation of the Mushroom Farm and the issues regarding Enforcement. The operation is year round rather than seasonal which suggests that the residents would be permanent. There are thus concerns regarding the sustainability of such a project.

Cllr Gerald Francis – This should go to committee as this is a non residential factory site and it is not necessary to have any caravans.

4.3 Water Management Alliance

I note that the applicant has indicated that they intend to dispose of surface water via infiltration, however I cannot see that the viability of the proposed drainage strategy has been evidenced. As such we would recommend that the proposed strategy is supported by ground investigation to determine the infiltration potential of the site and the depth to groundwater. If on-site material were to be considered favourable then we would advise infiltration testing in line with BRE Digest 365 (or equivalent) to be undertaken to determine its efficiency.

4.4 NCC Highways

No highways objections

4.5 Other Representations

7 objections have been received in regard to the development in relation too:

- Unclear why workers need to live on the farm
- 3 of the caravans are already on the site, this is a mockery of the planning department
- TVM is a full time farm with a number of later nights and early mornings. It is not seasonal as quotes

- Conditions of previous applications have not been complied with
- This application will not stop commuting as there are no longer shops for workers to serve the workers
- Noise from the site affects amenity
- Site is no longer a farm but an industrial site
- Unclear where the drainage from the site is going to go
- Where will domestic waste be stored

5 Assessment

Key considerations

- 5.1 The key considerations are the principle of development, including the justification and use of the caravans, the design and appearance of the site in relation to landscape, accessibility and transport, drainage and ecology.

Principle

- 5.2 The application site is located outside of any defined development limits and as such, consideration under policy DM1.3 is directed towards criterion (c) and (d). Criterion (c) allows for development outside limits where other development management policies offer an exception; while criterion (d) requires proposals to demonstrate overriding benefits within the bounds of the social, environmental and economic arms of sustainable development.
- 5.3 Firstly, with regard to criterion (c), the application site is within an agricultural use and as such Policy DM2.11 is of relevance to the determination of this application. Considering the proposal under Policy DM2.11 all enterprises are required to demonstrate the following:
- 1a) There is a demonstrated functional need for one or more fulltime workers to be readily available at all times for the enterprise; and*
- b) The functional need could not be met by another existing dwelling in the area that is available and suitable;*
- 5.4 In this regard the applicant has provided information to clarify the need for static caravans to be placed on the site. They have confirmed that following Brexit a number of workers on the site have left and it has been difficult to recruit local staff. Notwithstanding this, the planning permission for the growing tunnels includes a condition restricting the operation hours of the site to ensure it does not have an adverse impact upon the amenity of neighbouring residents. The proposal therefore fails to meet the test at criterion 1a.
- 5.5 In relation to criterion 1b, the applicant has set out that the new Government scheme for temporary workers requires the employer to provide accommodation, and the applicant has set out that it is difficult to find accommodation for 6 month leases. Whilst the concerns of the applicant are understood, I do not consider that sufficient evidence has been provided to suggest that the accommodation cannot be provided by another dwelling in the area. The proposal therefore fails to meet the requirements of criterion 1b.
- 5.6 The site is for an established enterprise, and therefore for completeness the following tests of Policy DM2.11 would also apply and need to be met:
- c) The enterprise has been established for at least 3 years and is likely to remain financially viable for the foreseeable future; and*
- d) The proposal does not represent a replacement of another dwelling on the site (or the former holding of which the site formed a part) that has been sold on the open market in the last five years; and*
- e) The proposed dwelling is no larger than that required to meet the functional needs of the enterprise and is affordable from a viable income derived from the enterprise in the long term.*

- 5.7 The proposal is for an existing enterprise which has been established for more than 3 years. Having regard to the size of the static caravans proposed, it is considered that it would have comply with the requirements of criteria c-e.
- 5.8 The proposal is considered to fail to meet the requirements of DM2.11. It is also not considered to provide overriding public benefits as would be required under DM1.3d

Design and Layout and Landscaping

- 5.9 The caravans are proposed to be located in a relatively enclosed area of the site so although they offer no aesthetic or design value, they also offer little harm in relation to the design and appearance of the site in the context of the functional appearance of the other buildings associated with it. I consider this to be of neutral consideration.
- 5.10 A plan has been included to show the location of the caravans. These are located adjacent to existing tunnels on the site, and does not extent the and screened from wider public view via existing landscape planting. The location of the development is not considered to result in harm to the landscape.

Amenity

- 5.11 The location of the caravans is within an active business site and proposed to be related to it. Even with the assumption that the units would be tied to the business, the proposal does not include any private amenity space outside of the caravans. Previous concerns have been raised in relation to noise and disturbance from this site on local residents, and concern that condition restricting the operating hours and noise levels are not being complied with. The caravans are not considered to result in an additional adverse amenity impact upon neighbouring residents, however there is concern about the lack of amenity for future residents of the site. Given a potential tie to the existing business I do not consider this to be of a scale to cause a reason to refuse the application in its own right, however, I do consider it to be a minor social harm as a result of its impact on living conditions for the proposed units.

Drainage

- 5.12 A number of concerns have been received in relation to the drainage for both surface water and foul from the caravans. The site is located in close proximity to Norfolk Valle Fens SAC and wash off from the tunnels is filtered via reed beds prior to leaving the site. The applicant has confirmed that surface water would be dealt with via infiltration, whilst foul water would be connected to the sites existing waster system. Precise details of how this would be achieved have not been possible, however it is reasonable to consider that this could be dealt with via suitable conditions.

Highways

- 5.13 Policy DM3.11 relates to the satisfactory functioning of the highway, whilst policy DM3.12 requires development to provide sufficient parking provision. The application has been reviewed by the Highways Authority who have confirmed that they do not have any objections to the development. The site would utilise the existing access for the business. No parking is provided adjacent to the caravans, however there is a large parking area at the front of the site. The proposal is considered to accord with the requirements of DM3.11 and DM3.12.

Other Issues

- 5.14 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.
- 5.15 This application is liable for Community Infrastructure Levy (CIL)

Conclusion

- 5.16 As set out above, the proposal is not considered to meet the requirements of Policy DM2.11 in relation to the need for agricultural workers dwellings being located on the site.
- 5.17 In terms of DM1.3 and whether the application demonstrates overriding benefits considerations have included design, landscape, transport/highways, drainage, amenity and employment and business development. Within this, design/layout and drainage both contribute neutral considerations to the balance. In terms of Policy DM1.3 and DM1.1 an overriding benefit is a high bar that requires a significant factor. The assessment has demonstrated multiple sources of harm, one of which is at a highly significant level and therefore the moderate economic benefit is insufficient to be considered overriding in this instance.

Recommendation : Refusal

1. Contrary to DM2.11
2. Outside of Development Limits

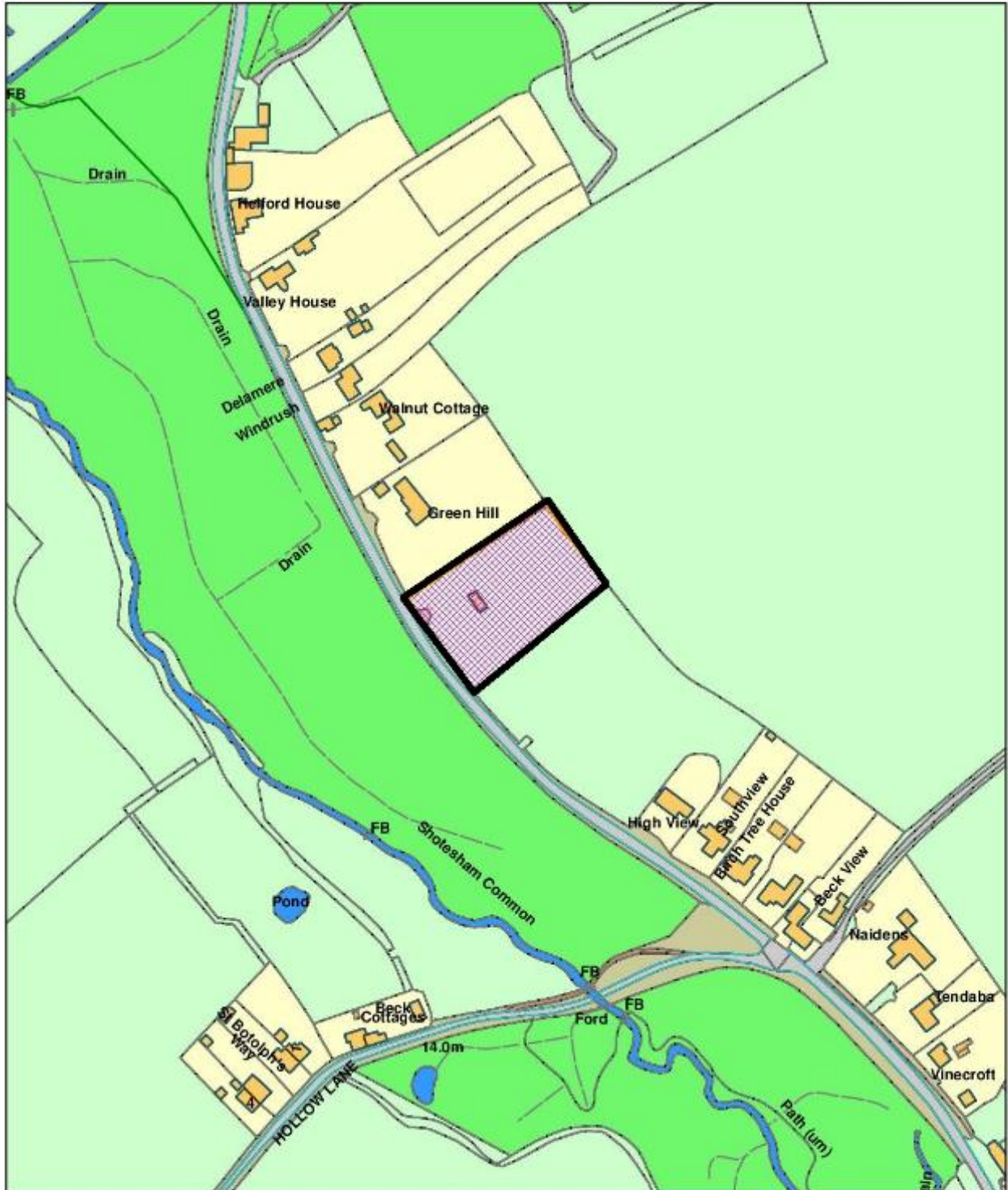
Reasons for Refusal

- 1 The application fails to demonstrate an essential functional need for onsite agricultural worker's accommodation. Furthermore, multiple significant settlements are located in closer proximity to the locations of need providing significant opportunity to provide accommodation that is better related. As such, the proposal is contrary to Policy DM2.11 of the South Norfolk Development Management Policies Document 2015 and Paragraph 80 of the NPPF (July 2021).
- 2 The proposal would result in a new dwellings outside of any defined development limits and distant from the closest one and contrary to the aims of Policy DM1.3 of the South Norfolk Development Management Policies Document 2015 by virtue of a lack of justification through an alternative development management policy designed to permit dwellings in the countryside, DM1.3(criterion (c) or demonstration of overriding benefits in relation to economic, social and environmental considerations (criterion d).

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Application 3

2021/2510



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

**3. Application No : 2021/2510/F
Parish : SHOTESHAM**

Applicant's Name: Mr Richard Mantin
Site Address Land south of Greenhill, The Common, Shotesham, Norfolk
Proposal Demolition of redundant stable and construction of new single storey dwelling.

Reason for reporting to Committee

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

Recommendation summary:

Refusal

1 Proposal and site context

- 1.1 The application site is on the eastern side of The Common to the south of the property known as Greenhill and to the north of the main village of Shotesham. It is accessed directly from the highway and currently accommodates a brick built stable block. Levels increase steadily from the highway up to the rear of the site as part of the Tas river valley.
- 1.2 Neighbouring properties include a bungalow at Greenhill to the north with further residential development beyond along The Common. Agricultural land is located to the rear/east and a field adjoins the site to the south. Shotesham Common, a Site of Special Scientific Interest (SSSI) is on the opposite/west side of the road.
- 1.3 There is some planning history to the site, most recently application ref. 2018/1059 which proposed a single bungalow and was refused and dismissed on appeal. The appeal decision is attached as Appendix A to this report and the planning history will be considered further later on.
- 1.4 The current application seeks planning permission to demolish the existing redundant stable block and to construct a 3-bed single-storey dwelling in a similar position to the stable block. The dwelling will in part be dug into the valley side and will be served by the existing access and drive. Materials proposed for use include dark grey or black timber boarding on the walls and roof will be dark grey zinc along the front facing section and grass for the remainder. An overhead cable on the site is also proposed to be removed as part of the application.

2. Relevant planning history

2.1	2010/1414	Code 6 level sustainable underground dwelling, underground garaging and landscape proposal (resubmission of 2009/1774/F)	Approved
2.2	2012/2263	Proposed new dwelling	Approved
2.3	2014/0374	Proposed new dwelling	Refused Dismissed on appeal

2.4	2018/1059	Demolition of an existing outbuilding previously used as storage and the construction of a new single storey 3-bed dwelling with integral garage	Refused. Dismissed on appeal
2.5	2019/2386	Retention of resurfaced access drive.	Approved
3	<u>Planning Policies</u>		
3.1	National Planning Policy Framework (NPPF) NPPF 02 : Achieving sustainable development NPPF 04 : Decision-making NPPF 05 : Delivering a sufficient supply of homes NPPF 09: Promoting sustainable transport NPPF 12 : Achieving well-designed places NPPF 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 6 : Access and Transportation Policy 16 : Other Villages Policy 17 : Small rural communities and the countryside		
3.3	South Norfolk Local Plan (SNLP) Development Management Policies Document DM1.1 : Ensuring Development Management contributes to achieving sustainable development in South Norfolk DM1.3 : The sustainable location of new development DM1.4 : Environmental Quality and local distinctiveness DM3.1 : Meeting Housing requirements and needs DM3.8 : Design Principles applying to all development DM3.10 : Promotion of sustainable transport DM3.11 : Road safety and the free flow of traffic DM3.12 : Provision of vehicle parking DM3.13 : Amenity, noise, quality of life 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	Statutory duties relating to conservation areas: Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 provides: <i>"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."</i>		

4. Consultations

4.1 Shotesham Parish Council

Parish councillors believe that the proposed dwelling will do substantial harm to the conservation area and be of no public benefit. The councillors unanimously refused the application.

4.2 District Councillor Cllr F Ellis:

If the officer recommends refusal, I ask that because of the high standard of design, this application would merit it being considered further by the Committee.

4.3 Senior Heritage & Design Officer

The existing site is the location of a former stables, which is now derelict. It is located within the conservation area on the east side of a tributary to the Tas which has created a special landscape character with the land sloping up to the rear and marshy floodplain below. There is significant existing tree planting to the front of the site. To the north is an existing bungalow and to the south a more open field/paddock. The land to the south remains undeveloped, and landscape spaces are important to the overall character of the village and the conservation area, however this plot does not make as significant a contribution to that character as other spaces along the road, although there is landscaping to the front.

The design has been carefully considered to integrate carefully into its surroundings. With good detailing, it would be a well designed house and considered a good standard of architecture. Such an approach to a dwelling would help to raise the standard of the design in the rural area through its sensitive and considered approach to its rural surroundings.

With regard to the existing setting, although this is a relatively undeveloped site in the CA, and to some extent a space in the village, it has been altered in terms of landscaping with the existing stable complex which is now dilapidated and no longer able to be used. It is not a structure of any architectural or historic merit and in its deteriorated state it can be considered to some extent an eyesore and a negative feature within the conservation area and the character of the surrounding area. The plot itself has also been altered and is 'scruffy' in appearance since this use has lapsed and could benefit from a more positive use. The use of the land is limited by the existing building, planting and the sloping nature of the site and I would suggest that it is most likely to be left as waste land as the costs to sensitively relandscape the area would likely be unable to be recovered from any future land use if not development – it may be difficult to find a viable agricultural use.

As part of this scheme the landscaping to the front will be maintained. The house is designed to be a house but imbedded into the embankment and with a rural look, including louvered windows to the front with the same proportions as stable openings. The design uses contemporary elements but with materials that blend in with the colours and textures of materials in the surrounding area so that the building is not overly strident in its appearance. Through effectively 'tidying up' this redundant site and giving the land a use, when other uses are not readily available, I consider that it will enhance the immediate setting and will fit in well with the overall form and layout of the surroundings.

I therefore consider that the design is sensitive to the character of the area in terms of being designed with a scale, massing and height that will be recessive in nature and feel 'embedded' into the natural habitat within the plot and will therefore not detract from the opening and rural character of the more spacious plot of land to the south. It will enhance the area by ensuring that the existing landscaping is sensitively altered to have a more positive impact on the area's character and can be considered an enhancement of the site.

I consider that the development can be considered to be an appropriately designed building on an appropriate site, and therefore I consider the proposal for a dwelling to be considered acceptable under paragraph 80 of the NPPF if the dwelling is considered to be isolated, or the design can be given significant weight under paragraph 134 of the NPPF. This would be in terms of being good design that will help to raise the standard of design more generally in the area by the building being a contemporary design that is sensitively integrated so that it sits harmoniously within the surrounding character.

4.4 NCC Highways

Planning conditions recommended in relation to the provision of visibility splays, the position of gates and parking/turning areas.

4.5 SNC Water Management Officer

No comments received

4.6 Other representations

70 comments submitted in support of or not objecting to the application on the following summarised grounds:-

- The stable block on site has been a feature for many years and is redundant. The proposed dwelling has been sympathetically designed to blend into the landscape and be sensitive to it.
- The site will be enhanced as a result of this development.
- The development is imaginative and unobtrusive.
- The development will be ecologically sound.
- Although outside of the development boundary, this is an infill plot. The proposal will provide a progressive approach to design in the area.
- I disagree strongly with the District Council's assertion that this site is outside what they refer to as the "village development boundary" Clearly it is not, and the notion that this land lies outside such an artificial boundary is ludicrous. Whilst I would not favour a lot of residential development in the village I do think that there are small parcels of land that are quite suitable for carefully designed small scale development and this is one such site.
- Looking from the opposite side of the valley, there will be little difference in appearance from the stables.
- Appropriate planting of trees and hedging will enhance the building and contribute to the natural environment.
- It will be good to see the plot used rather than left barren.
- It is high time we embraced new buildings which demonstrate innovation in terms of environmental sustainability.

2 comments received neither objecting nor supporting the application:-

- Note that significant effort has gone into researching the surrounding buildings in the village but concerned that some features of the dwelling will be overly modern compared to the rest of the village. Would ask that the design is carefully considered to make sure that the development is sympathetic to and enhances the landscape.

- Some concerns over visibility to and from the access.
- Need to be mindful of potential foul water pollution, light pollution and water drainage into The Common.
- Given the habitat the site provides, I would prefer it to remain undeveloped. However, I recognise the effort that has been made to develop a proposal that minimises harm.
- If permission is granted, I would request that a native hedge with integral trees be planted along the eastern boundary to mitigate some of the effects.

Other comment -

There has been an effort to reduce the overall profile of the dwelling as seen from the road but it cannot be claimed as a whole to be well integrated into the hill. It is imposing and impressive in appearance and will present a strong impression due to a wide, full height, above ground, main elevation set not far back from the road.

One objection received on the following summarised grounds:-

- The site is within the conservation area and outside of the development boundary. Although Shotesham is fairly linear, it is the 'gaps' in the housing along the village which help give it its special character. This is particularly important at this site and the adjoining one which overlook the Common (an SSSI).
- If permission is granted to this building there will absolutely no reason why any application on the 2 sites to the east could be refused, if of reasonable design.
- The building will be visible from all directions and is a fairly large mass. The existing 2-3 silver birch trees between it and the road will provide very little by way of screening.

5 Assessment

Key considerations

5.1 Principle of development and planning history

Location of site

Impact on the character and appearance of the area, including the conservation area

Impact on residential amenity

Highway safety

Trees and ecology

Principle of development and planning history

5.2 Planning law requires applications for planning permission to be determined in accordance with the provisions of the development plan unless material considerations dictate otherwise. The NPPF is one such material consideration.

5.3 The site is located outside of the development boundary that has been defined for Shotesham. Policy DM1.3 of the SNLP permits development outside of development boundaries where specific development management policies allow (criterion (2, c)) or where there are overriding benefits in terms of the economic, social and environmental dimensions of sustainable development (criterion (2, d)). In this case, criterion (c) is not considered to apply so instead, criterion (d) is relevant. Whether the application demonstrates overriding benefits to warrant approving this application will be considered later in this assessment. Of relevance to this is that there is a five year housing land supply across the Greater Norwich area meaning that full weight can be given to the Council's policies relating to the supply of housing, which includes Policy DM1.3.

5.4 Although he has not sought to do so as part of the application, in pre-application discussions the agent suggested that paragraph 80(e) of the NPPF could be engaged. This states that "*Planning policies and decisions should avoid the development of isolated homes in the countryside unless...*"

(e) the design is of exceptional quality, in that it:

- is truly outstanding, reflecting the highest standards in architecture, and would help to raise standards of design more generally in rural areas; and
- would significantly enhance its immediate setting, and be sensitive to the defining characteristics of the local area."

- 5.5 The site is in the countryside but I do not consider it to be isolated from a settlement. It bounds a string of residential development to the north of the main core of Shotesham and is part of a settlement. Consequently, I am not persuaded that paragraph 80(e) is engaged and that instead, Policy DM1.3 is key.
- 5.6 Touching upon the planning history of the site, there have been previous refusals and approvals for dwellings. Application 2010/1414 was approved at Committee as Members at that time considered the design of the dwelling to be ground breaking sustainable development given that the dwelling was to be built to Level 6 of the Code for Sustainable Homes and would not have a detrimental impact on the surrounding area. The 2012 application was for a smaller dwelling and also approved by Committee for similar reasons. The 2014 application sought outline planning permission but was refused and dismissed on appeal on the basis that the Inspector did not consider that there was sufficient information available to ensure that the surrounding rural character and the setting of the river valley would not be unacceptably eroded. In the context there being in excess of a five year housing supply in the rural policy area at that time, the Inspector also took the view that the contributions to the economic and social roles of sustainable development were limited. More recently, application 2018/1059 was refused and dismissed on appeal on the grounds of the design of the bungalow resulting in harm to the character of the surrounding area and conservation area, the site not being sustainably located and no evidence being provided to show that there would be no harm to any protected species that might be present.
- 5.7 By way of commentary, much has changed since 2010, 2012 and 2014. The NPPF was introduced in 2012 with subsequent amendments made (most recently in 2021), the Code for Sustainable Homes has been withdrawn, the current local plan was adopted in 2015, the site is now within a conservation area and in 2018, clarification was provided by the Courts in the Braintree case on the meaning of isolated homes. While each application should be considered on its own merits, regard must also be had to any relevant planning history too. In this instance, I would judge the most relevant application to be 2018/1059, which was dismissed on appeal in April 2019 as the development plan policies are the same and the changes to the NPPF in 2021 are not so significant so as to materially change the assessment of the application.

Location of site

- 5.8 In refusing planning application number 2018/1059, one of the reasons for refusal was:-
- The site lies in a location where there are no dedicated pedestrian paths to access services and facilities which are limited in the village, which would thereby result in an overreliance on the private car/vehicle contrary to the requirements of Policy DM3.10 of the South Norfolk Local Plan and the aims of the NPPF.*
- 5.9 This was supported by the Inspector in the subsequent appeal in paragraphs 12 and 13 of his decision.

- 5.10 There has been no change in circumstances since that decision. The development boundary is the same, as is Policy DM3.10. The site is located approximately 100m from the nearest part of the development boundary that has been defined for Shotesham. There is a very limited range of services within the village: a public house, village hall and church and the bus service passing through the village operates on a limited basis. Using a range of non-car modes of transport to access those services and amenities along with a range of other day to day facilities/services/amenities such as convenience shopping, medical facilities and employment is highly unlikely in view of road conditions and distances. Instead, occupants are highly likely to be reliant on their private motor vehicle(s) for journeys. The site is therefore not located to minimise the need to travel nor does it give priority to low impacts modes of travel. The application is contrary to Policies 1 and 6 of the JCS in this regard and Policy DM3.10 of the SNLP.

Impact on the character and appearance of the area, including the conservation area

- 5.11 In commenting on the application, the Senior Heritage and Design Officer set out his view that the design of the dwelling has been carefully considered to integrate carefully into its surroundings. With good detailing, it would be a well-designed dwelling and considered a good standard of architecture. Such an approach to a dwelling would help to raise the standard of the design in the rural area through its sensitive and considered approach to its rural surroundings.
- 5.12 The landscaping to the front will be maintained as part of the development and the dwelling will be embedded into the embankment with a rural look, including louvered windows to the front with the same proportions as stable openings. The design uses contemporary elements but with materials that blend in with the colours and textures of materials in the surrounding area. The Senior Heritage and Design Officer is of the view that through effectively 'tidying up' this redundant site and giving the land a use, when other uses are not readily available, the dwelling will enhance the immediate setting and will fit in well with the overall form and layout of the surroundings. He therefore considers that the design is sensitive to the character of the area in terms of being designed with a scale, massing and height that will be recessive in nature and feel 'embedded' into the natural habitat within the plot and will therefore not detract from the opening and rural character of the more spacious plot of land to the south. It will enhance the area by ensuring that the existing landscaping is sensitively altered to have a more positive impact on the area's character and can be considered an enhancement of the site.
- 5.13 The Senior Heritage and Design Officer set out his view that if the site was considered isolated, the dwelling would be considered acceptable under paragraph 80 of the NPPF. However, for the reasons set out in section 5.4, I do not consider the site to be isolated. On the other hand, paragraph 134 of the NPPF explains that significant weight should be given to outstanding or innovative designs which promote high levels of sustainability or help to raise the standard of design more generally in an area so long as they fit in with the overall form and layout of their surroundings.
- 5.14 The existing stable is redundant but not derelict. It does not make a significant contribution to the surrounding conservation area. Rather, given its modest and recessive appearance, it makes a neutral contribution, neither enhancing nor harming the character and appearance of the conservation area. It is evident that careful consideration has been given to the proposed dwelling and how it will sit within the site and the landscape through the scale, layout and appearance, including the choice of materials. It is accepted that the dwelling represents a high standard of design. However, be that as it may, the character of the site as a whole will change too from its current largely undeveloped appearance to something altogether more domestic in appearance. In paragraphs 10 and 11 of his decision, the appeal Inspector observed that the Tas Rural River valley landscape offers expansive and relatively unspoilt views and that the significance of the conservation area relates partly to Shotesham being a small, historic village nesting in this mainly open river valley landscape. It would be possible to remove permitted development rights to prevent means of enclosure and outbuildings being erected and additional areas of hardstanding being provided around the site but this would not extend to the maintenance and use of the site similar to that which one might expect to see at a residential

property e.g. lawned areas, play equipment, garden furniture. This will erode the contribution that the site as a whole makes to the character of the area and surrounding landscape. Overall, despite the acceptable design of the dwelling by itself, I consider that the domestication of the site arising from this development will be detrimental to the character and appearance of the river valley and surrounding conservation area. The application is therefore contrary to Policy 1 of the JCS and Policies DM1.4, DM3.8, DM4.5 and DM4.10 of the SNLP. I have had regard to section 72 of the Planning (Listed Buildings and Conservation Areas) Act in reaching this view.

Impact on residential amenity

- 5.15 The position and scale of the proposed dwelling is such that it will not lead to direct overlooking or be otherwise overbearing to neighbouring properties and vice versa. Sufficient garden space is also shown as being provided. The application complies with Policy DM3.13 of the SNLP.

Highway safety

- 5.16 Subject to the imposition of conditions relating to the provision of visibility splays and the parking and turning area and that any gates or other means of obstruction are set back from the highway, the Highway Authority has not objected to the application. Sufficient parking is also shown as being provided. The application complies with Policies DM3.11 and DM3.12 of the SNLP.

Trees and ecology

- 5.17 In order to accommodate the dwelling, a group of category C apple trees and category C hazel trees will need to be removed. These trees occupy parts of the mid-section of the site and are not of significant amenity value within the surrounding area so their removal is acceptable. Opportunities exist to compensate for the loss of these trees, which would permit the application to comply with Policy DM4.9 of the SNLP.
- 5.18 An Ecology Report was submitted in support of the application. This noted that the site is opposite Shotesham Common SSSI but considered that the construction impacts of the development will remain within the site. Buildings and trees were found to have negligible potential for roosting bats and while there may be potential for nesting birds in the trees and hedges and reptiles within the grassland on site, mitigation measures have been recommended to minimise the risk of any potential harm. Mitigation has also been recommended to minimise the risk of Shotesham Common being affected by lighting. Enhancement measures have also been recommended in respect of bat and bird boxes, the creation of a hibernacula and the suggestion of additional planting. These measures could be secured via planning conditions and to ensure compliance with Policy 1 of the JCS and Policy D4.4 of the SNLP.

Other issues

- 5.19 The agent has made reference to the emerging South Norfolk Village Clusters Housing Allocations Plan and this application meeting the objectives of that plan in terms of it meeting housing needs, protecting village communities, supporting rural services and communities and protecting the character of the village and its setting. Shotesham has been grouped with Stoke Holy Cross, Caistor St. Edmund and Bixley to form a cluster but the development boundary is not proposed to be extended for the village. Moreover, the stage at which this plan is at is such that it would be premature at this stage to give weight to it in the decision-making process.
- 5.20 An indication has been given that the application will be a self-build property. This weighs in its favour but in the context of the healthy land supply figure across the Greater Norwich area and this site being in an unsustainable location, the benefits will be limited.

- 5.21 Paragraph 69 of the NPPF states that small and medium sized sites can made an important contribution to meeting the housing requirement of an area. This is a material planning consideration. However, this site is not considered suitable for the reasons already set out.
- 5.22 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 outlined above are of greater importance.
- 5.23 The need to support the economy during and following the COVID-19 pandemic is a material consideration that weighs in favour of the application. The development will contribute to the local economy during its construction and occupational phases but in view of it being for one dwelling, the benefits arising will be limited.
- 5.24 The development is liable for the Community Infrastructure Levy although it is open to the applicants to claim self-build exemption in the event of planning permission being granted.

Planning balance and conclusion

- 5.25 The application presents a number of competing factors but a key factor is Policy DM1.3 and whether the application demonstrates overriding benefits in terms of the social, economic and environmental dimensions of sustainable development to warrant granting planning permission in the countryside. Weighing in favour of the application are the economic benefits, that a self-build is being proposed and the ecological enhancements provided by bat and bird boxes, a hibernacula and additional planting. However, for the reasons given above on the scale of development and the housing land supply, these benefits are individually and collectively limited. The design of the dwelling responds well to its context and this is also a positive factor that weighs in favour of the application. Neutral factors in the balance are that the application will have acceptable impacts on residential amenity and highway safety. Weighing against the application is that the site is outside of the development boundary and approving this application will be contrary to the plan-led approach. The site is not sustainably located with residents highly likely to rely on their private motor vehicles for everyday journeys. In addition, I am concerned that the domestication of the site will contribute towards eroding the undeveloped and open character of the river valley and the conservation areas. Weighing these factors, I consider that the benefits arising from this application are limited and do not amount to being overriding (i.e. benefits that are more important than anything else) to warrant approving the application under Policy DM1.3 (2, d) particularly when bearing in mind the identified harms. Accordingly and when having regard to these harms, the application is recommended for refusal.

Recommendation: Refusal

1. Unsustainable location
2. Harm to character and appearance of area, including conservation area
3. Overriding benefits not demonstrated

Reasons for Refusal

1. The site is located such that using non-car modes of transport to access the limited services and amenities within Shotesham along with a range of other day to day facilities/services/amenities such as convenience shopping, medical facilities and employment is highly unlikely in view of road conditions and distances. Instead, occupants are highly likely to be reliant on their private motor vehicle(s) for journeys. The site is therefore not located to minimise the need to travel nor does it give priority to low impacts modes of travel. The application is contrary to the Policies 1 and 6 of the Joint Core Strategy Policy DM3.10 of the South Norfolk Local Plan Development Management Policies Document.

2. As a whole, the proposed development will erode the contribution that the site makes towards the largely undeveloped rural character and appearance of the open river valley landscape. This in turn contributes to the significance and character of the conservation area. By eroding that character, harm will arise to the character and appearance of the surrounding resulting in the application being contrary to Policy 1 of the Joint Core Strategy and Policies DM1.4, DM3.8, DM4.5 and DM4.10 of the South Norfolk Local Plan Development Management Policies Document and fails to meet section 72 of the Planning (Listed Buildings and Conservation Areas) Act.
3. The proposed development is not supported by any specific development management policy which allows for development outside of the development boundary and when having regard to the neutral impacts and limited benefits arising, it is not considered that it demonstrates the overriding benefits in terms of the economic, social and environment dimensions of sustainable development that are required to satisfy item 2(d) of Policy DM1.3 of the South Norfolk Local Plan Development Management Policies Document.

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Appeal Decision

Site visit made on 23 April 2019

by Jonathan Price BA(Hons) DMS DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: Tuesday, 07 May 2019

Appeal Ref: APP/L2630/W/18/3217160

Adjacent Green Hill, The Common, Shotesham Road, Shotesham All Saints, Norwich NR15 1YD

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
 - The appeal is made by Miss Linda Bacon against the decision of South Norfolk District Council.
 - The application Ref 2018/1059, dated 10 May 2018, was refused by notice dated 6 July 2018.
 - The development proposed is demolition of an existing outbuilding previously used as storage and the construction of a new single storey 3-bed dwelling with integral garage.
-

Decision

1. The appeal is dismissed

Procedural Matters

2. The application was made in outline with all detailed matters reserved for later consideration and I have dealt with the appeal accordingly. The design and access statement (DAS) refers to access being a submitted detail. Whilst this is apparently not the case, I nonetheless recognise that there was conditional approval of the means of access from the County Council and therefore no highway objection to this proposal. The DAS, and the other details provided over the single-storey dwelling, have been considered as indicative of the intended development.
3. Since the Council's decision, the Shotesham Conservation Area Appraisal and Management Guidelines was adopted in December 2018. Subsequently the appeal site falls within the Shotesham Conservation Area (CA) and I have had regard to this. My decision thus applies the statutory duty under Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of the CA.

Main Issue

4. Whether a dwelling in this location would be acceptable in planning terms, taking into account development plan policy and any other material considerations.

Reasons

5. The development plan comprises the South Norfolk Local Plan and includes the Development Management Policies Document¹ (DM) and the Joint Core Strategy for Broadland, Norwich and South Norfolk² (JCS). The National Planning Policy Framework (the Framework), revised in February 2019, is also a material consideration to which significant weight is given.
6. The proposal is to replace a small storage building with a bungalow on land that is otherwise quite open, and which comprises part of a valley side rising gently alongside one side of the road. On the opposite side is Shotesham Common which is a level river flood plain designated a Site of Special Scientific Interest. The site is in sparsely developed countryside, outside the development boundary defined for Shotesham and where no specific development plan policies would allow for the dwelling proposed. Therefore, under the terms of Policy DM 1.3, permission should only be granted if the proposal otherwise demonstrates overriding benefits in terms of economic, social and environment dimensions as addressed in Policy DM 1.1.
7. Policy DM 1.1 embodies the presumption in favour of sustainable development as currently set out in paragraph 11 of the Framework. This includes the granting of permission where relevant policies are out of date unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against those of the Framework. The Council has not demonstrated a five-year supply of deliverable housing sites and footnote 7 of paragraph 11 confirms relevant policies are out of date where this is the case.
8. The Framework states that achieving sustainable development means that the planning system has three overarching objectives, economic, social and environmental, which are interdependent and need to be pursued in mutually supportive ways, so that opportunities can be taken to secure net gains for each. There would be economic benefits derived from the construction and servicing of an additional dwelling, but these would be relatively small. Similarly, the social benefits of a further single dwelling in helping to boost housing supply would be limited.
9. The application was in outline, but the DAS indicates the intention is for a rather unremarkable and conventionally-designed bungalow. On the neighbouring parcel of land, the Council had a few years ago permitted a yet-to-be-built underground dwelling, intended to be of a high-level of sustainability, based on the Framework's exception, now in paragraph 78, over permitting a dwelling in the countryside where design is of exceptional quality. The evidence does not demonstrate the appeal scheme would meet the same high test over design and, whilst the bungalow would broadly follow the scale and position of the short lengths of housing along this stretch of road, in this case the development would encroach into a wide undeveloped gap along the side of the valley.
10. The bungalow would result in development of a suburban residential character encroaching further into the very sensitive Tas Rural River valley landscape which otherwise offers expansive and relatively unspoilt views. As such, the

¹ South Norfolk Local Plan Development Management Policies Document – Adopted Version October 2015.

² Joint Core Strategy for Broadland, Norwich and South Norfolk. Adopted March 2011, amendments adopted January 2014.

proposal would result in significant environmental harm in conflict with Policy DM 4.5. This requires all development to respect, conserve and where possible, enhance the landscape character of its immediate and wider environment, paying particular regard to the qualities identified in rural river valleys such as this location. This policy seems to me to be entirely consistent with the Framework aim in paragraph 170 for planning decisions to have regard to protecting valued landscapes.

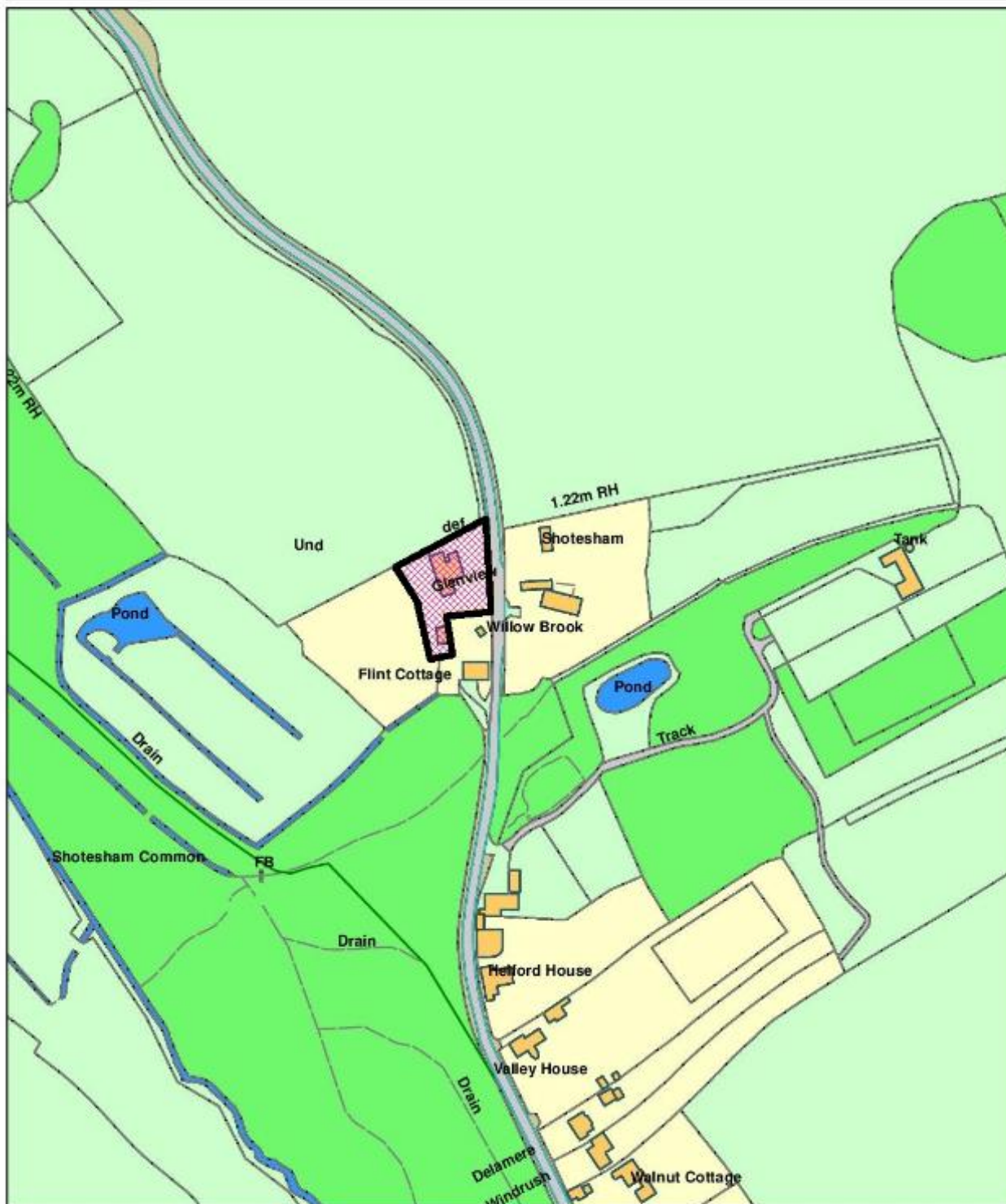
11. The significance of the CA in my view relates partly to Shotesham being a small, historic village nestling in this mainly open river valley landscape. The incursion of further development beyond the village limits would detract from this largely undeveloped landscape setting and harm the significance of the CA. Whilst less than substantial I must attach significant weight to this harm which would not be outweighed by any discernible public benefit which paragraph 196 of the Framework requires I should consider. Consequently, the proposal further conflicts with JCS Policy 1 and Policy DM 4.8 insofar as these seek to protect the historic environment.
12. There would be further environmental harm in the addition of a dwelling in a location where there are very limited village services, no connecting roadside footway to those nearby, only a modest bus service to facilities in larger centres and where future occupiers would be highly dependent on private car journeys to meet essential needs. The development plan establishes a strategy to resist housing in the countryside and to focus this in larger centres, where there are a good range of services and facilities, which is entirely consistent with the Framework principles for sustainable development. Therefore, this proposal would run counter to the Framework aims to promote sustainable transport and to actively manage patterns of growth in support of these objectives.
13. The development plan reflects the aims in paragraph 103 of the Framework that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can then help to reduce congestion and emissions and improve air quality and public health. On this basis I find the proposal to conflict with Policy DM 3.10 over the promotion of sustainable transport.
14. The proposal provides no survey evidence to show that the building of a bungalow would result in no harm to any protected species potentially present. However, even assuming this could be shown to be the case, this would not alter the other environmental harm identified which is determinative in this decision. This harm would significantly and demonstrably outweigh the very limited social and economic benefits found. Therefore, this proposal would not benefit from the presumption in favour of sustainable development and the material considerations would not exist for the proposal to be determined other than in accordance with development plan policy, with which there would be clear conflict. Consequently, I conclude that the appeal should be dismissed.

Jonathan Price

INSPECTOR

Application 4

2021/2546



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

4. Application No : 2021/2546/F
Parish : SHOTESHAM

Applicant's Name: Mr J Carver
Site Address Glenview The Common Shotesham NR15 1YD
Proposal Change of use for outbuilding to office (Class E).

Reason for reporting to committee

The proposal is for business development and the recommendation is for refusal.

Recommendation summary:

Refusal

1 Proposal and site context

- 1.1 The application seeks planning permission to change the use of an existing single storey timber boarded outbuilding to office accommodation. It follows planning application 2021/0651, which sought consent to extend the outbuilding and change its use to an office and was refused at Development Management Committee in June 2021. That decision is attached as Appendix A to this report.
- 1.2 The existing plot contains a detached dwelling and is located on the east side of Shotesham Common. The outbuilding is situated to the south of the main dwelling and is accessed by the driveway to the main property. There is a dwelling immediately to the south of the site and fields to the north. The site is outside the development limit for Shotesham but within the conservation area. The Common is also a Site of Special Scientific interest with the southern boundary of the property bordering the area.
- 1.3 The applicant has confirmed that the building has been used as an office since 2014. The business that operates out of the building is the administration side of the building company which is run by two relatives of the occupiers of the main dwelling although they do not themselves reside in the property. This application states that an employee of the company lives in the property and it has been confirmed they work in the office. In total there are five employees.
- 1.4 The satellite dish attached to the building will be removed and not replaced.

2. Relevant planning history

2.1	2014/1866	Retrospective application for retention of satellite dish on outbuilding, as 2 already erected on main house	Approved
2.2	2016/1202	Discharge of S106 obligation relating to land management	Approved
2.3	2021/0651	Extension to existing building and change of use to office	Refused
2.4	2011/1138	Rear extension	Approved
2.5	1999/1794	Demolition of existing bungalow and erection of new dwelling	Approved

3 Planning Policies

- 3.1 National Planning Policy Framework (NPPF)
NPPF 06 : Building a strong, competitive economy
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 5 : The Economy
- 3.3 South Norfolk Local Plan Development Management Policies
DM1.3 : The sustainable location of new development
DM2.1 : Employment and business development
DM2.3 : Working from home
DM2.10 : Conversion and re-use of buildings in the countryside for non-agricultural use
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
DM4.10 : Heritage Assets
- 3.4 Statutory duties relating to Conservation Areas:
Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 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 Shotesham Parish Council

Refuse

Concerns and possible errors with the application. The building was originally built under permitted development rules for use "ancillary to residential use of the property". No change of use is required providing that office use continues to be ancillary to residential use of the main property.

The result, if approved, would appear to create a new property not linked to the main house. The site is inappropriate for an office independent of the main property given its proximity to neighbours and the poor access to the highway. Granting full Class E office may open up opportunities for a future change of use to a separate residential dwelling and/or further permitted development which would be inappropriate on this site in a conservation area.

The Highways concern in the previous application for development of this site has not been addressed. The Highways Department advised that the exit should be via a 'splayed drive'.

This office for five staff members is outside the village development boundary.

All five 'office staff' would need to travel from outside the village. Such traffic flows are always difficult for small villages. Especially where the road is subject to through village travel at start and end of each day. The proposed change of use does not support policy DM3.10 on sustainable transport.

4.2 District Councillor

No comments received

4.3 NCC Highways

To be reported

4.4 Senior Heritage & Design Officer

If building remains ancillary to main dwelling there will be no significant impact.
If separate office parking area may have some impact

4.5 Other Representations

Two letters of concern raising the following matters:-

- Inconsistencies in application
- Highway safety
- Visual amenity
- Foul water pollution
- Light pollution

5 Assessment

Key considerations

5.1 Principle of development

Impact on the character and appearance of the area
Neighbour amenity
Highway safety and parking

Principle of development

5.2 The site is located outside the development boundary that has been defined for Shotesham and so in planning terms, is in the open countryside. However, Policy DM1.3 of the SNLP permits development in such locations where it accords with specific development management policies or otherwise demonstrates overriding benefits in terms of the economic, social and environment dimensions of sustainable development. Item 7 of Policy DM2.1 supports the proposals for new employment or business sites in the countryside with positive consideration given to proposals that:

- (a) re-use redundant rural buildings (see Policy DM2.10); and/or
- (b) are located on site well related to rural towns and villages and it is demonstrated that there are no sequentially preferable sites available; and/or
- (c) create accessible jobs and business opportunities in the rural area.

5.3 Item 8 of the same policy sets out that proposals for new offices in the countryside or less than 200sqm will not required to undertake a sequential test. The building that is the subject of this application has a floor space of less than 200sqm.

5.4 The existing building from which the business operates was constructed in 2014 as permitted development i.e. it did not need planning permission as an ancillary building to the dwelling. This was confirmed at the time by the Council's Enforcement Team. It is understood that the building has been used as an office for the applicant's business from 2014 although the Council was not aware of this but regardless, the use of the building has not yet become lawful as it has taken place for less than 10 years. This application seeks to regularise this situation.

- 5.5 There is no apparent 'in-principle' planning justification for this proposal to be in this specific location. The building is not a redundant rural building (DM2.1(a) and DM2.10) and the site is approximately 500m from the nearest part of the development boundary that has been defined for Shotesham, which has a limited range of facilities and services befitting of its status as an 'other village' in the settlement hierarchy. Given the location of the site, it is likely that the applicant and other employees will rely on their private motor vehicles to access the site, which cannot be said to be well related to rural towns or villages or be accessible or sustainably located. In that regard, the application is contrary to criteria b and c of DM2.1 (7) as well as Policy 1 of the JCS and Policy DM3.10 of the SNLP.

Impact on the character and appearance of the area

- 5.6 The site is located on a valley side with the land sloping from the front of the site down towards The Common. The outbuilding is positioned at a lower level to the south of the dwelling. The Senior Heritage Officer has been consulted and subject to the building remaining ancillary to the house there will not be any significant impact on the character and appearance of the conservation area. If the building becomes a separate office building with requirements for a parking area this may have some impact. The planning statement supplied with the application states that the parking is already adequate and therefore at this time the Senior Heritage Officer has no comment. When taken in the wider context with the two storey wood boarded element of the neighbouring property and the location of the building to the rear of the site rather than being very prominent in the street view it is considered that there is no significant harm from the building and the overall character and appearance of the conservation area will be preserved. The proposal therefore accords with Policy 2 of the JCS and Policies DM3.8 and DM4.10 of the SNLP.

Neighbour amenity

- 5.7 The use of the building is not considered to generate such a significant amount of noise or artificial light that it would have an excessive or unreasonable impact on the neighbouring occupants or the amenity of the area and therefore the scheme complies with Policy DM3.13.

Highway Safety and Parking

- 5.8 The main dwelling has parking areas to both the front and side of the property which allows adequate parking and turning for a number of cars. The proposal will therefore accord with Policy DM3.12.
- 5.9 The previous application was refused in part on the grounds of there being inadequate visibility from the site and this has not changed as a consequence of this application. At this stage it is envisaged that this reason therefore remains applicable for the current scheme. The Highways Officer has been consulted regarding this application. His response is awaited and will be reported to Members in due course.

Other Issues

- 5.10 The need to support the economic recovery during and following the COVID-19 pandemic is a material consideration in the assessment of planning applications and weighs in favour of this application. However, in this case other factors are considered to be of more significance and the need to support the economic recovery does not outweigh those factors.
- 5.11 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.
- 5.12 This application is not liable for the Community Infrastructure Levy.

Conclusion

- 5.13 When balancing out the issues that this application raises, although the proposal will have acceptable impacts on the character and appearance of the area including the conservation area and the residential amenity of neighbouring properties, the site is not well related to surrounding settlements and does not create jobs or business opportunities in accessible locations. Instead, the location of the site is such that there will likely be a heavy reliance on employees and visitors using their private motor vehicles to travel to and from the site. In the event of the Highway Authority maintaining its previous objection on the grounds of highway safety, the harms arising from the development are considered to outweigh the acceptable impacts and the application is therefore recommended for refusal.

Recommendation : Refuse

- 1 Contrary to DM2.1
- 2 Unsustainable location
- 3 Inadequate visibility splays

Reasons for Refusal

- 1 The application site is located outside of the development boundary that has been defined for Shotesham. The application does not propose the re-use of a redundant building, it is not well related to Shotesham or any other settlement and does not create accessible jobs and business opportunities in the countryside. The application is therefore contrary to Policy DM2.1 of the South Norfolk Local Plan Development Management Policies Document 2015.
- 2 The site is located in the open countryside and is approximately 500 metres from the nearest part of the development boundary for Shotesham, which is defined as an 'other village' by the Joint Core Strategy. Its connectivity to Shotesham and other settlements is such that it is highly likely that visitors and employees will rely on their private motor vehicle to access the site and thus the site is not located to minimise the need to travel. The application is contrary to Policy 1 of the Joint Core Strategy and Policy DM3.10 of the South Norfolk Local Plan Development Management Policies Document 2015.
- 3 Inadequate visibility splays are provided at the junction of the access with the County highway and this would cause danger and inconvenience to users of the adjoining public highway, including visitors to and from the office. The application is contrary to Policy DM3.11 of the South Norfolk Local Plan Development Management Policies Document 2015.

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Appendix A

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Freephone 0800 168 2000, Email planning@s-norfolk.gov.uk,
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Agent

Mr Tim Linstead
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Norwich
NR2 4AX
United Kingdom

Applicant

Mr J Carver
C/O Agent

DECISION NOTICE

Town and Country Planning Act 1990

Reference : 2021/0651
Application Type : Full Planning Permission
Applicant : Mr J Carver
Location : Glenview The Common Shotesham NR15 1YD
Proposal : Extension to existing building and change of use to office
Date of Decision : 5 July 2021

Permission **has been refused** for the carrying out of development referred to above for the following reasons:

1. The application site is located outside of the development boundary that has been defined for Shotesham. The application does not propose the re-use of a redundant building, it is not well related to Shotesham or any other settlement nor has it been demonstrated that there are sequentially preferable sites available to justify the location of this development in the countryside. The application is therefore contrary to Policy DM2.1 of the South Norfolk Local Plan Development Management Policies Document 2015.
2. The site is located in the open countryside and is approximately 500 metres from the nearest part of the development boundary for Shotesham, which is defined as an 'other village' by the Joint Core Strategy. Its connectivity to Shotesham and other settlements is such that it is highly likely that visitors and employees will rely on their private motor vehicle to access the site and thus the site is not located to minimise the need to travel. The application is contrary to Policy 1 of the Joint Core Strategy and Policy DM3.10 of the South Norfolk Local Plan Development Management Policies Document 2015.
3. By virtue of its design, proposed materials and its visibility within the conservation area (including from the nearby Public Right of Way), the proposed extension and the resulting size and appearance of the building does not represent a high standard of design. It will not make a positive contribution to the character of the local area, will not integrate successfully with its surroundings and will not preserve or enhance the character and appearance of the conservation area. The

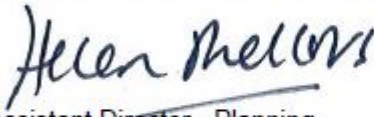
application is not in compliance with section 72 of the Planning (Listed Buildings and Conservation Areas) Act, Policy 1 of the Joint Core Strategy nor Policies DM1.4(d, i), DM3.8 and DM4.10 of the South Norfolk Local Plan Development Management Policies Document 2015.

4. Inadequate visibility splays are provided at the junction of the access with the County highway and this would cause danger and inconvenience to users of the adjoining public highway, including visitors to and from the office. The application is contrary to Policy DM3.11 of the South Norfolk Local Plan Development Management Policies Document 2015.

Informatives

1. The Authority confirms that it does work in a positive and proactive manner, based on seeking solutions to problems arising in relation to dealing with planning applications. However due to the conflict of this particular proposal with adopted policy it is not possible to support the proposed development and find a solution to the planning issues.

The attached notes also form part of this decision notice.



Assistant Director - Planning

Item 7 Planning Appeals**Appeals received from 3 December 2021 to 30 December 2021**

Ref	Parish / Site	Appellant	Proposal	Decision Maker	Final Decision
2021/0029	Little Melton Land north of School Lane Little Melton Norfolk	Mr and Mrs Cole	Outline application for 6 no. dwellings with all matters reserved other than access.	Delegated	Refusal
2020/2280	Mundham Land south of Tindall House Toad Lane Mundham Norfolk	Mrs A Green	Erection of 5 eco- friendly dwellings	Delegated	Refusal

Planning Appeals**Appeals decisions from 3 December 2021 to 30 December 2021**

Ref	Parish / Site	Appellant	Proposal	Decision Maker	Final Decision	Appeal Decision
2020/1157	Costessey Land south of Kestrel Avenue Costessey Norfolk	Mr Nnewima Nwaforizu	Erection of 2 bungalows with Associated Parking	Development Management Committee	Refusal	Appeal dismissed
2021/0211	Costessey Land to the rear of 7 Longwater Lane Costessey Norfolk	Mr David Thomson	Outline application for new dwelling with access	Delegated	Refusal	Appeal Allowed