

ITEM:		RECOMMENDATION: APPROVAL
REF NO:	3PL/2017/1422/O	CASE OFFICER Jon Berry
LOCATION:	SAHAM TONEY Land to the rear of Meadow View Ploughboy Lane. Saham Toney	APPNTYPE: Outline POLICY: Out Settlemt Bndry ALLOCATION: N CONS AREA: N LB GRADE: N TPO: N
APPLICANT:	Norfolk Colonial Homes c/o Agent	
AGENT:	Studio 35 - Architectural Design 5 Granary Close Freethorpe	
PROPOSAL:	Demolition of existing split dwelling Meadow View (2 dwellings) to form 2no. replacement dwellings and 3no residential dwellings	

DEFERRED REASON

REASON FOR COMMITTEE CONSIDERATION

Outside settlement boundary.

KEY ISSUES

Principle of Development
Impact upon the Countryside
Housing Layout, Design and Density
Highways Safety
Trees and Ecology
Residential Amenity
Other Issues, Flood Risk, Contamination, third party comments

DESCRIPTION OF DEVELOPMENT

This application seeks Outline planning permission for a residential development with access, layout, and scale to be determined at outline stage, with landscaping, and the finished external appearance/internal layout reserved. The existing residential building, which houses two dwellings and an existing piggery building would be demolished to accommodate the works. The buildings would be replaced with a five unit residential scheme, arranged in a courtyard/barn style. Access would be from Ploughboy Lane and parking would be provided on site. The layout plan indicates single storey dwellings, served by individual residential curtilage/rear amenity areas.

SITE AND LOCATION

The site is located to the north west of Ploughboy Lane, close to the junction with Hills Road and forms a 0.42ha, broadly square, area of land. There are residential dwellings abutting the plot to the west and south.

The site is occupied by a detached dwelling and piggery buildings and has in the past been used for commercial purposes. There is a caravan park further to the north east of the site and arable fields to the south east.

The site is outside but immediately adjacent to settlement boundary of Saham Toney, a Local Service centre under the current plan's spatial strategy. The emerging local plan aims to remove the settlement boundary. The site is 2 km from the centre of the village, but is not walkable as there are no footpaths or street lighting. The village has limited services/facilities. Watton, a mid-sized market town, as identified in the Local Plan is approximately 3km from the site. This centre provides a broader range of services and employment which supplements Saham Toney.

EIA REQUIRED

No

RELEVANT SITE HISTORY

3PL/2014/0224/O - The site formed part of a wider residential scheme which was refused (18 units).
3PN/2016/0003/UC - Approval for 2 dwellings under a prior notification application.
3PL/2016/1370/F - An application for a single bungalow was refused on the basis the Council could demonstrate a 5 year land supply and insufficient ecology information had been submitted.

Neighbouring Site

3PL/2015/0879/O - This application relates to an approval for four 2 storey dwellings that front Ploughboy Lane.

POLICY CONSIDERATIONS

The following policies of the adopted Breckland Core Strategy and Development Control Policies and the adopted Site Specific Policies and Proposals Document, including the Proposals Maps, have been taken into consideration in the determination of this application. The provisions of the National Planning Policy Framework and National Planning Policy Guidance have also been taken into account, where appropriate

CP.04 Infrastructure
CP.10 Natural Environment
CP.11 Protection and Enhancement of the Landscape
CP.14 Sustainable Rural Communities
DC.01 Protection of Amenity
DC.02 Principles of New Housing
DC.12 Trees and Landscape
DC.13 Flood Risk
DC.16 Design
DC.19 Parking Provision
SS1 Spatial Strategy
NPPF National Planning Policy Framework
NPPG National Planning Practice Guidance

OBLIGATIONS/CIL

Not Applicable

CONSULTATIONS

SAHAM TONEY P C

Saham Toney Parish Council objects to this plan and supports the comments of the objectors.

NORFOLK COUNTY COUNCIL HIGHWAYS

Since the site already has permission for two dwellings, and that two existing dwellings are to be demolished to provide a more satisfactory access, the Highways Officer would find it difficult to object to the principle of the proposal.

Alterations were suggested to the original plans which have been amended accordingly. This includes achieving a minimum access width of 4.5m for at least the first 5m into the site and drainage measures incorporated to the rear of the highway boundary to prevent surface water from the site discharging onto Ploughboy Lane.

TREE AND COUNTRYSIDE CONSULTANT

A tree protection plan will be required based on final layout. This can be conditioned.

ENVIRONMENTAL HEALTH OFFICERS

I have looked at the application submitted and, based on the information provided to me at this time; there are no objections or comments on the grounds of Environmental Protection, providing the development proceeds in line with the application details.

ECOLOGICAL AND BIODIVERSITY CONSULTANT

The Natural Environment Team has confirmed no objections subject to conditions to achieve the mitigation measures proposed in the Ecological Impact Assessment report, new bat boxes and the appropriate timing of vegetation clearance and demolition works.

REPRESENTATIONS

The application was advertised in the local press, site notice displayed at the site and letters sent to neighbouring residents. 5 representations was received, the comments can be summarised as follows;

- The application is in an unsustainable location and would bring limited economic and social benefits to the area.
- The development would introduce an inappropriate suburban appearance to this rural area.
- There are no benefits of the development that would outweigh the identified harm.
- The proposed development does not adequately provide off-site facilities for pedestrians to link with existing provision and/ or local services.
- The unclassified road serving the site is considered to be inadequate to serve the development proposed.
- Without an adequate archaeological site investigation it is not possible to gauge the level of impact on the historic environment.
- Ploughboy Lane is notorious for flooding.
- Concern about noise and disturbance, dust etc. from the proposed demolition.
- Concern that the height difference between neighbouring property and the site will lead to run-off and overlooking.

- Loss of amenity: This is backland development - proposing to build on land which is behind and backs on to other properties - thereby adversely affecting those residents' amenity of their properties.
- Nearest public transport is a 20 minute walk away.
- Watton is a 10-15 minute drive away and not as close as application suggests.
- Some local services referred no longer exist.
- Emerging plan classified Saham Toney as a rural settlement.

ASSESSMENT NOTES

1.0 Principle of Development

1.1 This application seeks Outline planning permission with details of access, layout, and scale to be determined for a small housing scheme in Saham Toney. The site is outside the settlement boundary falling within the countryside. For this reason, the proposal conflicts, in principle, with Policies SS01, DC02 and CP14 of the adopted Core Strategy and Development Control Policies Development Plan Document, (2009), which seek to focus new housing within defined Settlement Boundaries.

1.2 As detailed above in the planning history the overall site benefits from existing and extant permissions for 4 residential properties. This proposal would therefore result in a net increase of 1 dwelling. It can be noted an application for 1 dwelling was refused at the site in 2016. The reason being the site was outside the settlement boundary and therefore contrary to policy. At this stage the council was of the view that it could demonstrate a 5 year supply of housing land.

1.3 As detailed the site is outside the settlement boundary falling within the countryside. For this reason, the proposal conflicts, in principle, with Policies SS01, DC02 and CP14 of the adopted Core Strategy and Development Control Policies Development Plan Document, (2009), which seek to focus new housing within defined Settlement Boundaries.

1.4 It was reported to the Planning Committee at the last meeting that the council does not currently have a published 5 year land housing supply as required by the National Planning Policy Framework, which provides national planning guidance for local planning authorities and is a strong material consideration in the determination of planning applications. Paragraph 11 of the NPPF (2018), states that where an authority does not have an up-to-date five year housing land supply the relevant local policies specifically for the supply of housing, should not be considered up-to-date. Furthermore, housing applications should be considered in the context of the presumption in favour of sustainable development unless any adverse impacts of doing so would demonstrably outweigh the benefits or specific policies in the Framework indicate that development should be restricted. On the aforementioned basis, other principle planning issues for the application are considered below.

Principle of Development - Sustainable Location

1.5 Saham Toney is designated a Local Service Centre, the policy aim in relation to such centres is based on service protection and where appropriate housing growth. Saham Toney has limited services and it is unsuitable to walk to access the services from the site. Public transport options do exist but are limited. As detailed above the mid-sized market town of Watton, which contains a broad range of services, is located approximately 3km from the site. Access to Watton would involve a short car journey.

1.6 The NPPF (2018) at para. 78 encourages housing in rural area where it will enhance or maintain the vitality of rural communities for example, development in one village may support the services of a nearby

village. The NPPF also aims to avoid isolated homes in the countryside and recognises that opportunities to maximise sustainable transport solutions will vary from urban to rural areas. The application site complies with these aims.

1.7 The proposal site is not sustainably located near to services and facilities and residents would be largely reliant on the use of a private car for their daily needs. These services could be accessed by undertaking reasonably short car trips albeit the daily journeys would add up. This is a sustainability drawback of the scheme.

1.8 However the proposal would have sustainable attributes to factor in. The provision of housing to meet local need is socially sustainable, particularly in the face of a local shortfall. The Framework aims to significantly boost the supply of housing. Furthermore the initial build/development phase and the longer term creation of new households will generate economic activity and is as such economically sustainable. The Council is in the advanced stages of finalising a new local plan, and residential developments that conflict with policy need careful consideration and justification.

1.9 However given the short car trips involved in accessing a range of services of a mid-sized market town and the minimal net increase in units, it is considered that this site is suitable to benefit from the presumption in favour of sustainable development, and on balance can be justified. The general principle is acceptable. Other policy considerations will be assessed below.

2.0 Impact Upon the Countryside

2.1 The site is located within the countryside; however adjacent to the settlement boundary, and adjoining residential development within the village. There would be minimal encroachment into the countryside and the site would be seen in the context of a backdrop of dwellings. There is existing screening on the boundaries which could be retained. The site has a previous use of agriculture and although commercial activity is cited as having taken place in the past, this cannot be confirmed. Notwithstanding this, the overall character of the plot brings little in the way of aesthetic benefits to the countryside setting. The scheme would represent a backland development, when local character is predominantly linear housing along the roads. However it is difficult to find major fault with this and the development as detailed could successfully assimilate within the existing pattern of development. The development is compliant with Policy CP11 and DC 16.

3.0 Housing Layout, Design and Density

3.1 The proposed density is relatively low (12.5 dph) and commensurate with a village location. The layout is for determination at outline stage and what is proposed is a farmstead/barn complex style arrangement. Traditional materials - weatherboard, stone, pantile roof, are proposed. The scheme offers some variation into the local housing stock. The height, massing and scale would be in keeping with existing development. Boundary screening which can be retained and augmented and this would help maintain the countryside setting of the site. A landscaping scheme can be agreed by condition. The scheme generally complies with DC.16.

4.0 Highways Safety

4.1 The Highways Authority has no objection to the principle of the development, and a more suitable access will be put in place. Alterations were requested to increase the access width and to clarify that drainage and off-site improvements are marked indicative only on the submitted plans. Amendments have been made accordingly and the proposal therefore accords with Policy CP4.

5.0 Amenity

5.1 The site is well laid out to provide reasonable amenity for future residents. The plans indicate single storey dwellings served by high set rooflights. The layout should ensure a gap of circa 10.0m can be retained to the nearest residential boundaries (25.0m between nearest elevations). Neighbouring properties are generally served by generous rear gardens. Existing screening can be retained and augmented. Other mitigation measures such as obscure glazing and the position of rooms can be considered at Reserved Matters stage if deemed necessary. However it is not considered there would be unacceptable overlooking and/or privacy loss to neighbouring properties. The scheme at outline stage complies with policy DC.01.

6.0 Trees

6.1 The Trees and Landscaping section advise a tree protection plan will be required based on final layout. The application can be conditioned accordingly. The proposal is therefore in accordance with policy DC.12.

7.0 Other issues - Ecology, Contamination, Flooding and Drainage

7.1 Whilst third party representations has raised concern about localised flooding around Ploughboy Lane, the site is within floodzone 1, where new development is directed and there is no substantive evidence that this site would be susceptible to flooding or would increase flood risk elsewhere. The proposal accords with policy DC.13.

7.2 An Ecological Impact Assessment has been submitted at the request of the Natural Environment Team. The Ecology consultees have now confirmed no objections subject to conditions to secure the mitigation measures proposed in the Environmental Impact Assessment report, new bat boxes and the appropriate timing of vegetation clearance and demolition works. Full details will be reported in the supplementary report to Members. The proposal complies with policy CP.10.

7.3 The proposed development does not raise any significant concerns in relation to potential contamination. The scheme is in accordance with policy DC.09.

7.4 Third party concerns relating to the general principle and the sustainability aspects of developing the site has been discussed in detail above. Noise and disturbance during the construction phase could be adequately addressed by condition.

8.0 Conclusion/ Planning Balance

8.1 The application does not accord with the adopted development plan as the site falls out any settlement boundary. However, the Council does not currently have a 5 year land supply as required by the NPPF and this development would provide a contribution towards Breckland's Housing supply. On this basis, the other key principle considerations for this proposal must be assessed and these are whether the site is a sustainable location for housing and the visual impact on the countryside.

8.2 Residents will not have ready access to a wide variety of services and facilities and will have to travel by private motorised vehicle for some of their daily needs. However the proposal will involve only short car journeys to access the range of facilities at Watton. Furthermore the proposal will avoid isolated homes in the countryside and can help sustain the services of neighbouring settlements, accessible via short car journeys.

8.3 The scheme would involve development adjoining the settlement boundary. Therefore the development

is considered not to cause significant harm to the character and appearance of the area. On this basis, the development of the site would not negatively impact the character and appearance of the countryside and therefore complies with Policy CP 11.

8.4 For the same reasons as listed above, if developed sensitively with a high quality of design, the proposal is an opportunity to improve the setting of the site, thus according with Policy DC17 and the NPPF.

8.5 When considering the planning balance, the small negative harm created by the site's location away from a wide variety of local services and facilities, but with the potential to support other rural settlements, is considered to be outweighed by the positive contribution towards housing in the District.

8.6 In accordance with paragraph 11 of the NPPF, no harm has been identified which would significantly and demonstrably outweigh the benefits of the provision of 5 dwellings on the edge of the settlement boundary, and therefore, grant of full planning permission subject to conditions and S106 agreement, is recommended.

RECOMMENDATION

Outline Planning Permission

CONDITIONS

- 1 Outline Time Limit (2 years) Early Delivery**
Application for Approval of all Reserved Matters must be made not later than the expiration of TWO YEARS beginning with the date of this permission, and the development must be begun within TWO YEARS of the FINAL APPROVAL OF THE RESERVED MATTERS or, in the case of approval at different dates, the FINAL APPROVAL OF THE LAST SUCH MATTER to be approved.
Reason for condition:-
As required by section 92 of the Town & Country Planning Act 1990 and in order to ensure the early delivery of housing.
- 2 Standard Outline Condition**
No development whatsoever shall take place until the plans and descriptions giving details of the reserved matters referred to above shall have been submitted to and approved by the Local Planning Authority and these plans and descriptions shall provide details of the appearance and landscaping of the development.
Reason for condition:-
The details are not included in the current submission.
- 3 In accordance with submitted plans NEW 2017**
The development must be carried out in strict accordance with the application form, and approved documents and drawings as set out in the table at the end of this notice.
Reason for condition:-
To ensure the satisfactory development of the site.
- 4 Materials**
Prior to the commencement of any works above slab level the type and colour of the external wall materials shall be agreed in writing with the Local Planning Authority. Only such agreed materials shall be used in connection with this approval.
Reason for condition:-
To ensure the satisfactory appearance of the development, in accordance with Policy DC 1 and DC 16 of the Adopted Core Strategy and Development Control Policies Development

Plan Document 2009.

This condition will require to be discharged

5 Precise details of surface water disposal

Prior to the commencement of any works above slab level precise details of the means of surface water disposal shall be submitted to and approved in writing by the Local Planning Authority. Only such agreed system or works shall be used in connection with this approval. Reason for condition:-

The details are required to be submitted prior to the commencement of development to minimise the possibilities of flooding from the outset of the development.

This condition is imposed in accordance with Policies DC 1 and DC 13 of the Adopted Core Strategy and Development Control Policies Development Plan Document 2009

This condition will require to be discharged

6 Precise details of foul water disposal

Prior to the commencement of any works above slab level precise details of the means of foul water disposal shall be submitted to and approved in writing by the Local Planning Authority.

Reason for condition:-

The details are required to be submitted prior to the commencement of development to minimise the possibilities of flooding from the outset of the development.

This condition is imposed in accordance with Policies DC 1 and DC 13 of the Adopted Core Strategy and Development Control Policies Development Plan Document 2009

This condition will require to be discharged

7 Construction Method Statement

No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period.

The Statement shall provide for:

- i. the parking of vehicles of site operatives and visitors
- ii. loading and unloading of plant and materials
- iii. storage of plant and materials used in constructing the development
- iv. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- v. wheel washing facilities
- vi. measures to control the emission of dust and dirt during construction
- vii. detailed proposals for the removal of asbestos from existing buildings to be demolished
- viii. a scheme for recycling/disposing of waste resulting from demolition and construction works

Reason for condition:

The details are required prior to the commencement of the development in the interests of the amenity of the area and to ensure a safe development from the outset of the development.

This condition will require to be discharged

8 Boundary treatment/screening to be agreed

Prior to the occupation of the development hereby permitted a plan indicating the positions, design, materials and type of boundary treatment/screening to be erected shall be submitted

to and approved in writing by the Local Planning Authority. The boundary treatment/screening shall be completed or DATA ERROR!!!

This condition will require to be discharged

9 non standard condition

An arboricultural impact assessment and tree protection plan shall be provided based on final layout ad submitted to the Council for agreement prior to the commencement of development. The development shall proceed in accordance with the agreed details.

Reason for Condition:-

To ensure existing landscaping features of the site are retained in the interests of maintaining the rural character of the area.

10 Landscaping scheme to be submitted - hard and soft

No development shall take place on site until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. These details shall include:

- hard surfacing materials;
- means of enclosure;
- proposed finished levels or contours;
- minor artefacts and structures (e.g. furniture, play equipment, refuse or other storage units, signs, lighting etc.)

Soft landscaping shall include:

- Planting plans;
- Written specifications (including cultivation and other operations associated with plant and grass establishment);
- Schedules of planting, noting species, plant sizes and proposed numbers/densities where appropriate;
- Implementation programme

Reason for condition:-

In the interests of the satisfactory appearance of the development in accordance with policy DC12 of the Adopted Core Strategy and Development Control Policies Development Plan Document 2009.

This condition will require to be discharged

11 Full details of external lighting

Prior to the occupation of the development hereby permitted details of the external lighting to the site shall be agreed in writing with the Local Planning Authority, and only lighting so agreed shall be installed on the site. Such lighting shall be kept to a minimum for the purposes of security and site safety, and shall prevent upward and outward light radiation.

Reason for condition:-

In the interests of amenity.

This condition will require to be discharged

12 Reserved Matters to closely follow Outline

The Reserved Matters submitted in pursuance of the outline permission hereby approved shall closely follow those submitted under reference 3PL/2017/1422/O

Reason for condition:-

In the interests of the satisfactory development of the site.

13

Hours of operation during construction

No demolition, site clearance or construction shall be carried out, no machinery operated nor deliveries taken at or waste despatched from the site outside the hours of 07:30 - 18:00 Monday to Friday, 08:00 - 13:00 Saturday nor at any time on Sundays, Bank Holidays or Public Holidays.

Reason for condition:-

In the interests of the amenities of the locality in accordance with policy DC1 of the Adopted Core Strategy and Development Control Policies Development Control Document 2009.