

Reference: 06/19/0341/F

Parish: Rollesby

Officer: Mr Rob Forrester

Expiry Date: 13/03/2020

Applicant: Mr B Newson

Proposal: Erection of 2 no. 4-bedroom 2 storey houses; 2 no. 3-bedroom semi-detached cottages, and 3-bay detached garage block served from a private drive with associated parking.

Site: Land adjacent to The Croft, Martham Road, Rollesby

REPORT

1. Background / History:-

- 1.1 The site comprises 0.14 hectares and proposes the erection of a pair of 3-bedroomed semi-detached cottages on the road frontage, and two 4-bedroomed detached houses to the rear served from a private drive with turning head.
- 1.2 One detached house has an integral garage, the other 3 dwellings have a garage provided within a 3-bay block. The 3-bedroomed units have an additional parking spaces and the 4-bedroomed units have 2 additional parking spaces.
- 1.3 The site is opposite the village pond and is adjacent to a traditional thatched cottage (The Croft) which is on the Martham Road frontage.
- 1.4 The site is outside of the Conservation Area (which is some 250m to the south-west) and most of the site falls within the village development limits.
- 1.5 There is planning history for the part of the site which falls within the village limit, with outline permission - 06/17/0319/F - having been granted for two 4-bedroomed dwellings on 13 October 2017.
- 1.6 The current site is larger than the outline site, including a greater part of the curtilage to The Croft, as well as a strip of paddock land to the east (outside of the village development limits).

- 1.7 There is a substantial industrial estate immediately to the west of the site and other residential development to the east, south and west.
- 1.8 The proposed dwellings are a modern design, with the pair of semi-detached cottages having a hipped roof and simple canopy porch and they have a modest rear garden (with surrounding fence) and garage/parking within the garage block that separates them from the 2 houses to the rear.
- 1.9 The 2 detached dwellings proposed are also modern in appearance, with one incorporating an integral garage, and faces the turning head/drive. The second is lower in height (with an asymmetric pitched roof (incorporating dormers to the front) and they have a larger rear garden.
- 1.10 The amended plans recently received provide the required visibility splays at the access which serves all the dwellings, with the 2 cottages and one of the detached houses sharing a garage block that is situated between the cottages on the front and the houses to the rear.
- 1.11 The access drive and turning head are similar to the approved scheme and incorporate wheelie-bin storage near the main road for collection days.
- 1.12 The application is accompanied by an ecology appraisal report and a shadow Habitat Regulations Assessment (HRA) which conclude that no protected species would be impacted, and there would be no significant effects on Natura2000 sites.

2 Consultations:- All consultation responses received are available online or at the Town Hall during opening hours.

- 2.1 The application has been called-in to Committee by Cllr Andy Grant on the basis that the proposal constitutes 'over-development'.
- 2.2 Parish Council – The Parish Council have commented as follows:-
- Over-development of the site – the original approval was for 2 2-storey dwellings, the current proposal is for 2 3-bedroomed bungalows and 2 3-bedroomed houses
 - The speed limit is 30mph, but actual speed in recent surveys is 41mph
 - The entrance is within 100m of a 13-dwelling development recently approved – if both sites are developed this would amount to 68 car movements/day on a busy road where 17,000 car movements were recorded
 - Contrary to the Draft neighbourhood Plan for Rollesby
 - P.C are not against development but feel this development is unsuitable for the location
- 2.2 Neighbours – There have been 5 objections from neighbours which state:-

- Objected in 2017 to development near our boundary and to loss of privacy
- Note the new development is further away, but any development drastically affects our view and will negatively impact on us
- 100 yards away, 13 more dwellings have been approved - 06/18/0315/O - which will put extra pressure on Martham Road, due to extra traffic
- Traffic speeds according to the Parish Council are already too high
- We need assurance that no lorries or construction traffic are likely to wait outside residents homes as it will impact on visibility for residents
- Our daughter has asthma and we want assurances that dust will be controlled
- Over-development as original proposal was for 2 dwellings
- Previously restricted to 2 plots due to the trees and access road position – the trees have been legged and the access moved
- Garages are rarely used for parking and on-street parking will be detrimental to highway safety
- The rapid increase in Martham, extra traffic will use the lane - increased noise and pollution
- We live nearby and were not formally consulted
- We should be separated from the development by a fence agreed on the sale of the land
- Garages can be changed to living accommodation at a later date
- Moving the road has allowed 2 extra plots - whilst there is no need for affordable housing the cottages are so small they will be likely used for transient occupation instead of family homes as intended
- Cottages on frontage look out of place
- Too close to The Croft – challenge the need for 2 dwellings – should be a single dwelling
- Object if these are not executive housing
- Height of dwellings should be reduced
- New development in villages is welcomed providing it is in-keeping and provides adequate facilities
- Inadequate parking and tandem spaces do not work – results in on-street parking
- Will be a dangerous situation near a junction
- There is no shortage of houses, so this is un-necessary

2.3 Local Highway Authority – Access width and turning are appropriate and for the scale of the development, and whilst not dimensioned, I am satisfied that adequate visibility can be achieved. The Local Highway Authority raises no objection to the amended proposal and recommends 6 conditions/2 informatives.

2.4 Strategic Planning – The site is acceptable in principle being within the dev limits as defined in the 2001 saved plan. The Croft is worthy of local heritage but is not listed and should be taken in to account. Development appears cramped and

density should reflect surroundings and it fails to reflect this contrary to Policy HOU17. Highways should comment on the access and other road users. Trees on the boundary should be retained for net biodiversity/gain. Acceptability should be weighed against other issues. Templet HRA suitable for this site within orange zone.

- 2.5 Conservation/Design Officer – There are concerns regarding the design of the dwellings on the front, which should be cottage-style and reduced in height to reflect the rural area.
- 2.6 Environmental Health – No objections subject to 3 conditions and informative regarding dust generation.
- 2.7 Essex and Suffolk Water – no objection.
- 2.8 English Nature – No comments, standing advice applies.
- 2.9 N.C.C Natural Environment Team - The HRA report is acceptable and fit for purpose and only minor cumulative effects shown – readily controlled through the monitoring and Mitigation Strategy.

No ecological constraints following ecology report and no further surveys needed.

3 National Policy:- National Planning Policy Framework (NPPF)

- 3.1 Paragraph 2: Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise, however in the absence of a 5-year Housing Land Supply, there remains a presumption in favour of sustainable housing developments.
- 3.2 Paragraph 7: The purpose of the planning system is to contribute to the achievement of sustainable development which has 3 arms:-
 - a) an economic objective
 - b) a social objective
 - c) an environmental objective
- 3.3 Paragraph 48. Local planning authorities may give weight to relevant policies in emerging plans according to:
 - a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);

b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given), however in the absence of a 5-yr H.L.S, the status of the emerging plan is somewhat academic.

3.4 Paragraph 84. Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport). The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist.

3.5 Paragraph 109. Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

3.6 Paragraph 170 - 177. Planning policies and decisions should contribute to and enhance the natural and local environment by:

a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);

b) recognising the intrinsic character and beauty of the countryside,

c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;

d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;

e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and

f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

3.7 177. The presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone

or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site.

4 Core Strategy – Adopted 21st December 2015

4.1 Policy CS2: Growth within the borough must be delivered in a sustainable manner in accordance with Policy CS1 by balancing the delivery of new homes with new jobs and service provision, creating resilient, self-contained communities and reducing the need to travel.

4.2 Policy CS2 identifies Rollesby as a Secondary Village (such settlements are suitable for 5% of new housing growth across the District) proportionate to the scale of the settlement.

4.3 Policy CS9 – Encouraging well-designed, distinctive places

High quality, distinctive places are an essential part in attracting and retaining residents, businesses, visitors and developers. As such, the Council will ensure that all new developments within the borough reflect the local character; respect key features; create functional places; provides appropriate parking and access; conserves bio-diversity.

4.4 Policy CS11: The Council will work with other partner authorities and agencies to improve the borough's natural environment and avoid any harmful impacts of development on its biodiversity, geodiversity, landscape assets, priority habitats and species. This will be achieved by: (partial)

a) Ensures Little Terns and other protected species are adequately protected from adverse effects of new development. Natura2000 Sites Monitoring and Mitigation Strategy to be prepared.

d) Ensuring that the Norfolk Coast Area of Outstanding Natural Beauty (AONB), the Broads and their settings are protected and enhanced

g) Ensuring that all new development takes measures to avoid or reduce adverse impacts on existing biodiversity and geodiversity assets. Where adverse impacts are unavoidable, suitable measures will be required to mitigate any adverse impacts. Where mitigation is not possible, the Council will require that full compensatory provision be made

h) Ensuring that all new development appropriately contributes to the creation of biodiversity and/or geodiversity features through the use of landscaping, building and construction features, sustainable drainage systems and geological exposures

4.5 Policy CS14: New development can result in extra pressure being placed on existing infrastructure and local facilities. To ensure that the necessary infrastructure is delivered the Council will: (a to f)

e) Seek appropriate contributions towards Natura 2000 sites monitoring and mitigation measures.

4.6 Policy CS16: Improving accessibility and transport – new development should not impact on the safety of the highway network

5 Local Policy :-

5.1 Local Policy - Saved Great Yarmouth Borough-Wide Local Plan Policies (2001):

5.2 Paragraph 213 of the National Planning Policy Framework (NPPF) states that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the Local Plan is to the policies in the NPPF the greater the weight that is given to the Local Plan policy. The Great Yarmouth Borough Wide Local Plan was adopted in 2001 and the most relevant policies were 'saved' in 2007. An assessment of policies was made during the adoption of the Core Strategy December 2015 and these policies remain saved following the assessment and adoption.

5.3 The Saved Policies listed have all been assessed as being in general conformity with the NPPF and add further information to the policies in the NPPF, while not contradicting it.

5.4 As the general principles are covered by Adopted Core Strategy Policy CS2, there are no relevant Policies.

6 Emerging policy – Local Plan Part 2:-

6.1 In the absence of a 5-year Housing Land Supply, and as the plan is at an early stage, there are few emerging policies that are applicable.

6.2 The Rollesby Neighbourhood Plan is not sufficiently advanced to carry any weight.

7 Habitat Regulations Assessment considerations:

- 7.1 “European” or “Natura 2000” sites are those that are designated for their wildlife interest(s) through the Conservation of Habitats and Species Regulations 2017 and constitute the most important wildlife and habitat sites within the European Union. The Council has an adopted policy approach, the Habitats Monitoring and Mitigation Strategy, prepared alongside the Part 1 Local Plan (and most recently updated at the Policy & Resources Committee meeting on 5th February 2019).
- 7.2 The application is for a modest development of 4 dwellings and whilst the proximity to designated areas is noted this has not triggered the need for a bespoke shadow habitat regulation assessment.
- 7.2 An appropriate Ecology survey has been submitted in relation to the site and reveals no ecological constraints.

8 Local finance considerations:-

- 10.1 Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant such as new homes bonus or the Community Infrastructure Levy. The application has been assessed and there are no financial implications that would impact the determination of the application.

9 Assessment

Development Plan Policy

- 9.1 The proposal seeks approval for the erection of a modest development of 4 dwellings on the countryside edge of the settlement of Rollesby, which is identified in Core Strategy Policy CS2, as one of the Secondary Settlements, which are to absorb 5% of the Districts Housing requirement as minor developments within the settlement, appropriate in scale to the settlement.
- 9.2 There has been a recent housing development approved nearby - 06/18/0315/O – an outline approval of 13 dwellings outside but adjacent to the village development limit further to the north-east. The current application site falls within the development limits apart from the modest strip of land that allows for the access road, however given the lack of a 5year Housing land Supply, such development would be difficult to resist on Policy grounds.
- 9.3 The extent (outline) permission for 2 dwelling units in a backland form establishes the principle of development of the land and as a result, it is not considered that the erection of another four dwellings raises any particular ‘policy’ objections to the principle, the main concern being the position/design of the proposed dwelling in relation to the character and form of the settlement.

- 9.4 Rollesby is an unusual settlement in 3 parts, with a nucleated grouping of dwellings based around the church (the Conservation Area – at the western end on Heath Road; and a second larger grouping of dwellings further east, around the A149 on both the north and south side. The application site forms a further centre grouped to the north of the A149 where the village pub and pond are situated along with a small industrial complex.
- 9.5 The site is at the northern edge of the settlement directly opposite the pond – a recognised open amenity space, and most of the site falls within the defined development limit. The modest encroachment is not considered to be harmful to the character of the surrounding area or the countryside.
- 9.6 The proposed dwellings are a backland form (served from a private drive) in the same backland situation as the outline approval, although the enlargement of the site has allowed the inclusion of a pair of semi-detached cottages on the road frontage.
- 9.7 This form of development is not out-of-character with the established character and pattern of development within the settlement and was established by the outline approval.
- 9.9 The addition of the 2 cottages on the frontage is a more efficient use of land as advocated by the N.P.P.F and the density is similar to the other approved site further to the north-east and adds to the mix of dwellings within the locality as advocated by the N.P.P.F. and as such, is considered to comply with Core Strategy Policy CS2.

Design of the Development

- 9.10 The Martham Road area of Rollesby has a very eclectic mix of dwelling types, with numerous architectural styles and ages of construction – to the extent that there is no readily definable character – although the village still has a rural charm and a very simple architectural form to most dwellings.
- 9.11 The adjacent dwelling is a vernacular cottage with thatched roof, although elsewhere, the dwelling types are very mixed, including modern infilling of houses and bungalows.
- 9.12 The proposed development will not therefore appear out-of-place.
- 9.13 The N.P.P.F indicates at paragraph 127, that Planning policies and decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

9.14 It goes on to state at paragraph 130, that “Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents”.

9.15 The proposed dwellings are of a modern design but are not at odds with the local rural character, and as a result, it does not conflict with Core Strategy Policy CS9.

Intrusion in to the Countryside

9.16 Whilst the development extends to a modest degree beyond the current village development limits, it is not considered that the proposal represents an unwarranted intrusion in to the countryside beyond the obvious visual limits of the settlement and the proposal includes a new boundary hedge to define the north-eastern edge.

9.17 It is considered that the proposal represents an appropriate addition to the dwelling at its outer edge.

Impact on Ecology

9.18 The N.P.P.F; The Conservation of Habitats and Species Regulations 2017, and Core strategy Policy CS11/Natura2000 Monitoring and Mitigation Strategy, establishes a strict regime for consideration of the impact of a development on both protected species and wildlife habitats.

9.19 There are 3 separate issues to consider in relation to the above legislation and policy and the current proposal, being the ecology of the site itself, any recreational pressures on Natura2000 sites and impact on protected species off-site.

9.20 An ecology report has been submitted that concludes that there is little potential for wildlife to be present at the site, and with appropriate additional bio-diversity enhancement the development would not harm wildlife. The County ecologist confirms that the report is fit-for-purpose and that ecology on-site does not constitute a constraint on development.

- 9.21 The submitted HRA report concludes that there could be some impact on Natura2000 sites arising from cumulative visitor pressure, however it would not be significant and the County Ecologist confirms that it could be dealt with via the Monitoring and Mitigation Strategy payment.
- 9.22 The appropriate payment has been made.
- 9.23 Another concern relates to the potential impact on protected species off-site, although there is only surface water drainage that has such potential. The agent has indicated that there is no surface water sewer available and the site is unsuited to soakaways and so surface water will need to be attenuated on site and released at a controlled rate to the public foul/combined sewer. Such details can be conditioned and, in that form, would be unlikely to impact on any nearby sites or species.

Parking and Highway Safety

- 9.24 The proposed development provides for the level of parking normally expected for dwellings of the size proposed and as a result, a refusal on car-parking grounds would be unlikely to be defensible.
- 9.25 The proposal is for a private drive similar to the one already approved in relation to the 2-dwelling scheme, and an appropriate level of visibility can be achieved.
- 9.26 The amended plans do not significantly change the proposal from a highway aspect (although the parking/garaging are more organised) and no objection to the amended plans are anticipated. As a result, the proposal would not seriously impact on highway safety and paragraph of the N.P.P.F states that “development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”.
- 9.27 It is not considered that the proposal represents a severe highway danger and therefore complies with the above N.P.P.F guidance and Policy CS19.

Levels of Amenity

- 9.28 The proposed development would provide for appropriate levels of amenity for both existing and proposed residents as required by the N.P.P.F, and the normally expected distances between dwellings is achieved.
- 9.29 It is noted that concern is raised by some of the objectors that the new dwellings adjacent to their property would have a negative impact (although the loss of view mentioned is not a material Planning consideration), however given the separation distances, the proposed dwellings would not adversely impact on the outlook of

adjacent dwellings, nor cause a loss of privacy such that refusal of permission could be justified.

10 Conclusion

- 10.1 Whilst the general principle of a modest housing development in a secondary village is appropriate in policy terms, and the previous approval established the acceptability of a backland development at this location, along with the use of a private drive for access, the proposal whilst being a greater number of dwelling on a larger site, therefore represents an acceptable infill, that would not appear out-of-character with the established form of the settlement, and represents an appropriate density which adds to the mix of dwelling types in the locality. It complies with the guidance within the N.P.P.F and Core Strategy Policy CS2.
- 10.2 The design of the dwellings is appropriate for the location and would not be harmful to the rural character, as required by paragraph 130 of the N.P.P.F and Core Strategy Policy CS9.
- 10.3 Whilst the development constitutes a minor encroachment in to the countryside beyond the defined limits of the settlement, however given the lack of a 5-year housing land supply, the principle of sustainable housing development as defined in the N.P.P.F takes precedence.
- 10.4 The application complies with the usual parking and amenity standards and complies with the N.P.P.F and Core Strategy Policies CS 9 and16.
- 10.5 The development would not impact on the ecology of the area, and any cumulative affects on Natural2000 sites would be limited and can be mitigated.

11 Recommendation: -

11.1 That permission be APPROVED for the following conditions:-

11.2 Suggested conditions:-

Commence within 3 years

Dev in accordance with the amended plans

Surface water drainage strategy to be submitted

Materials to be approved

Landscaping to be approved

3 Environmental Health conditions as advised

Visibility Splay to be provided prior to occupation

Parking to be provided prior to occupation and retained

Other highway conditions as advised (prior to occupation)



E	Client requirements	grc Feb 20
D	Layout amended re planning comments	grc Jan 20
C	Hedging & grassed areas	grc Nov 19
B	Site extended onto adjoining land + additional plot	grc July 19
Rev A	Clients comments	grc June 19

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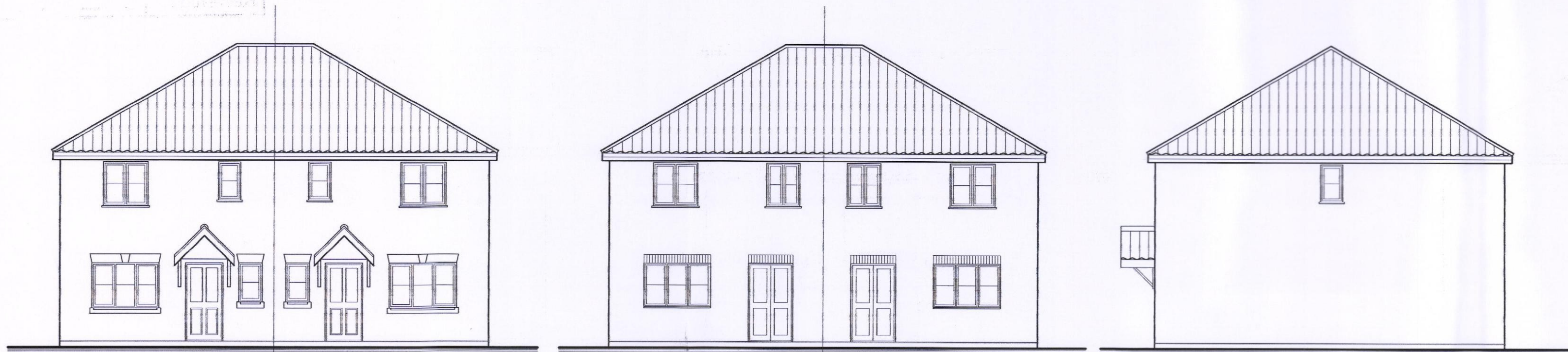
Client: **Brian Newson**

Job Title: **Rollsby**

Drawing Title: **Site Plans**

DATE: **June 19** Scale: **1:100 @ A1**

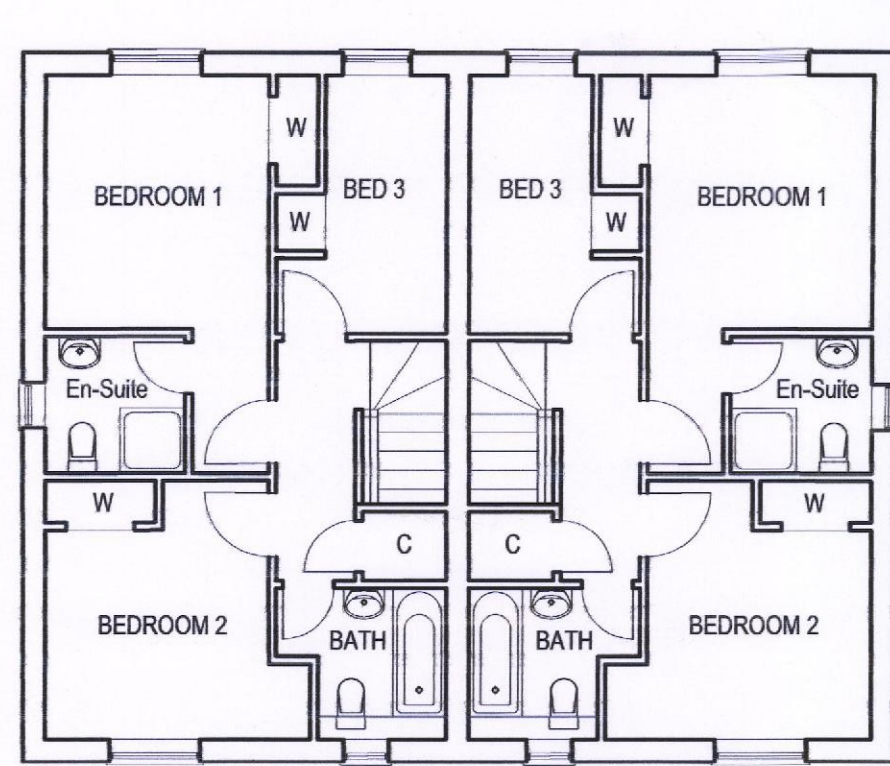
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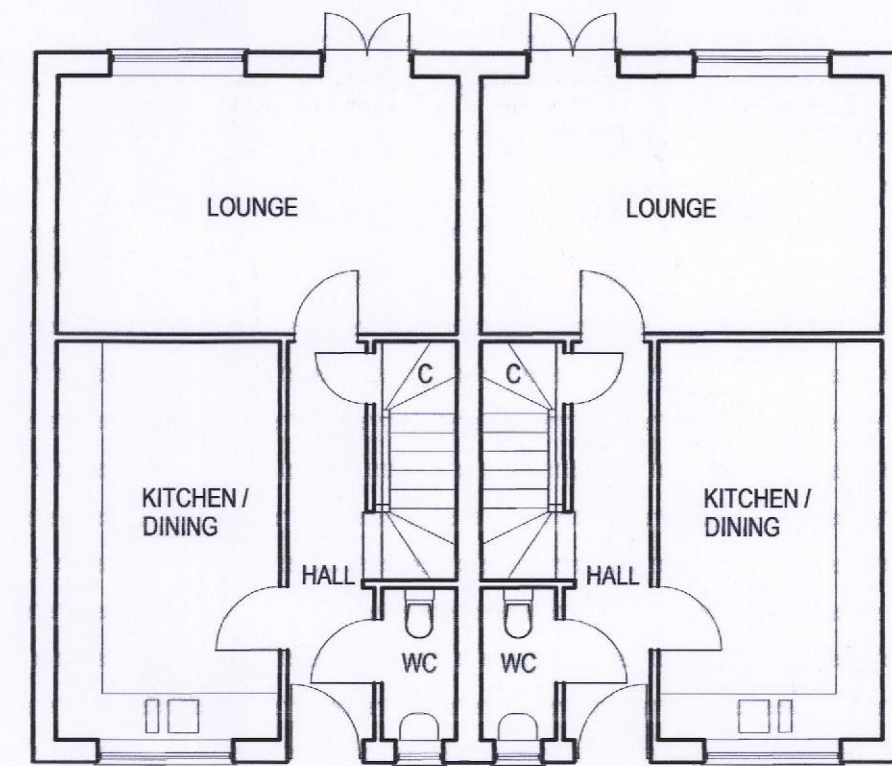
South - East Elevation

North - West Elevation

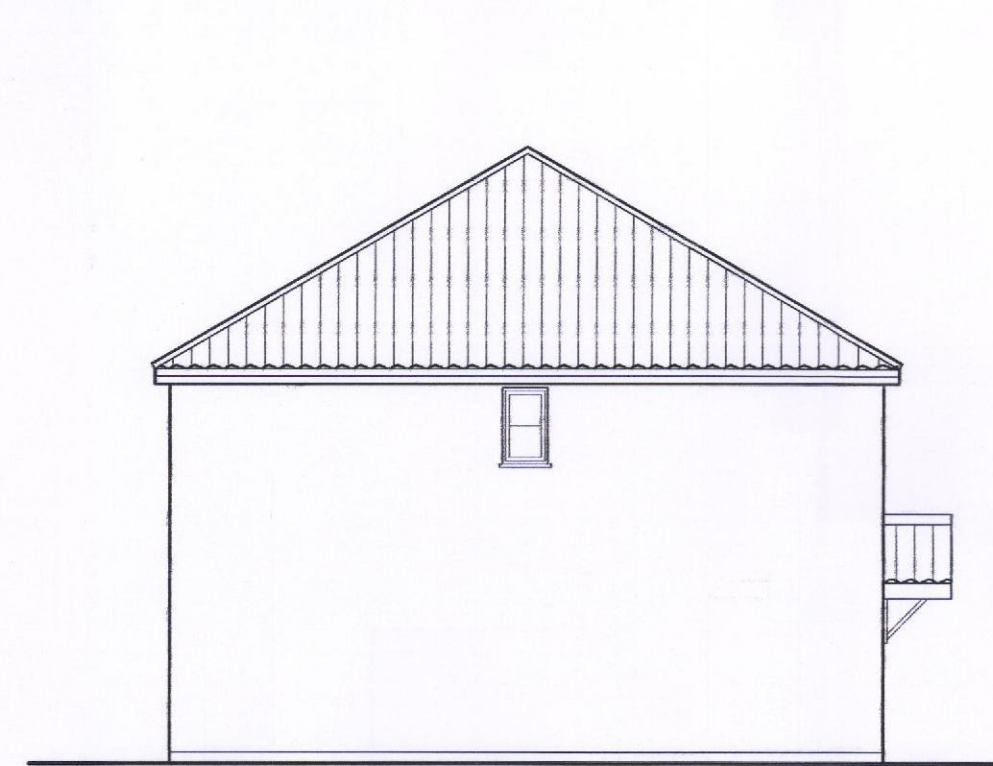
North - East Elevation



Ground Floor Plan



First Floor Plan



South - West Elevation

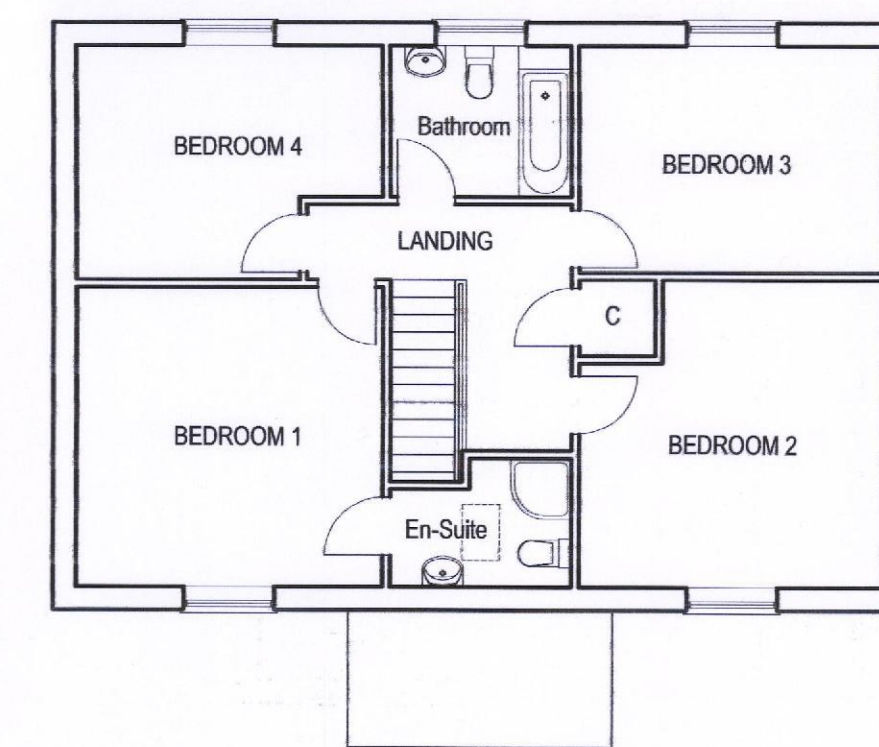
PLOTS 1&2



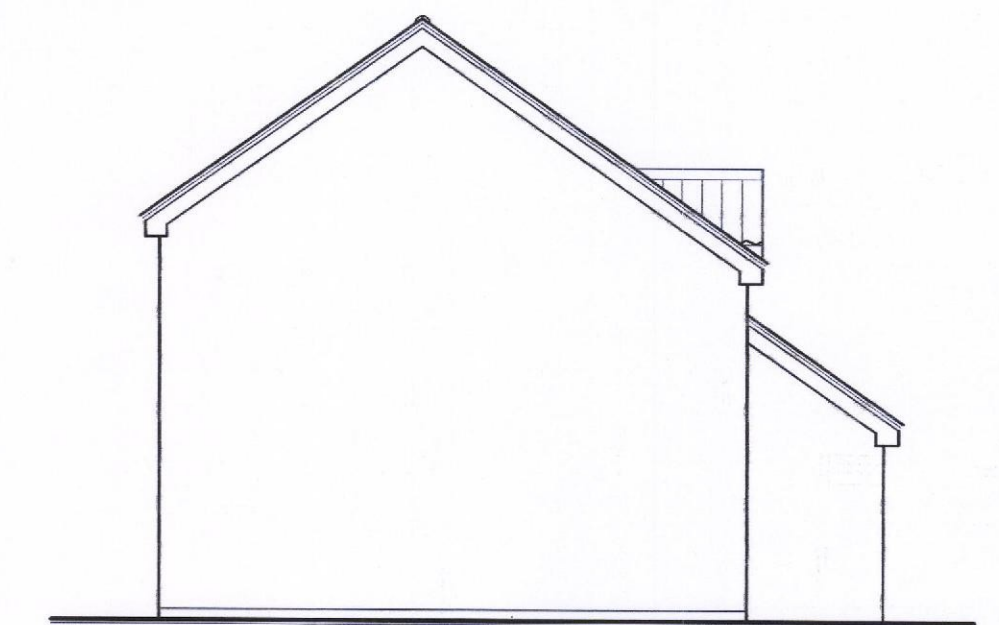
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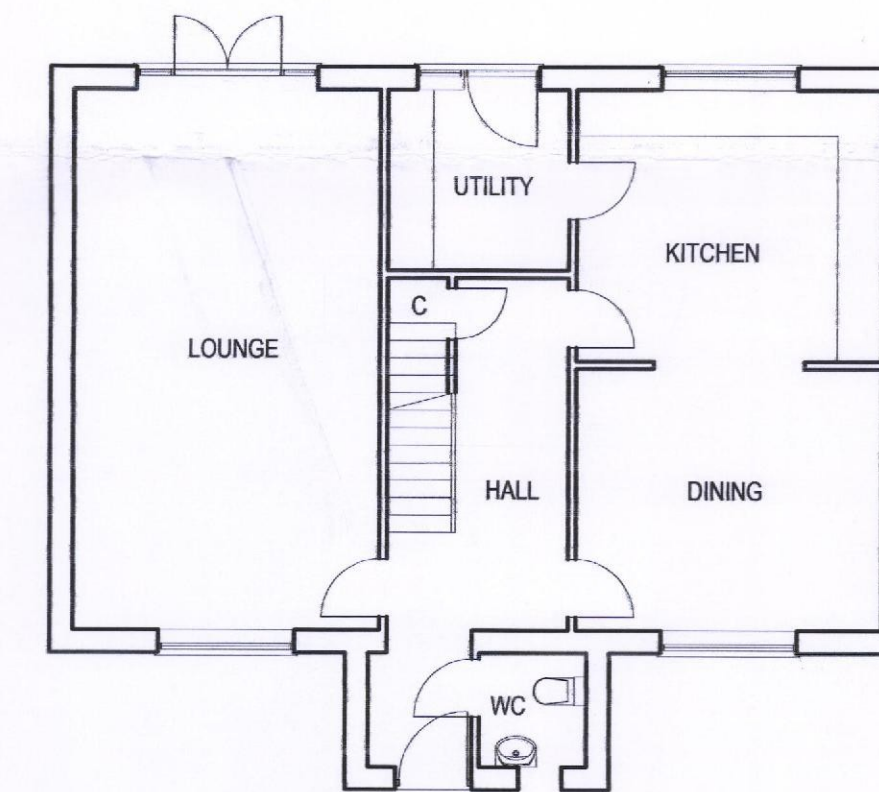
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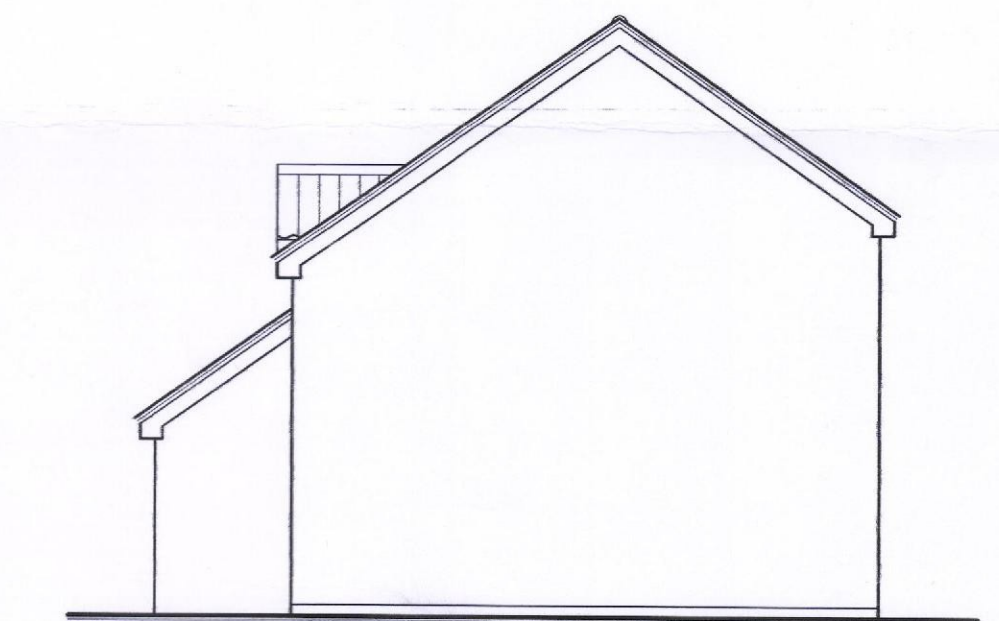
First Floor Plan



South - West Elevation



Ground Floor Plan

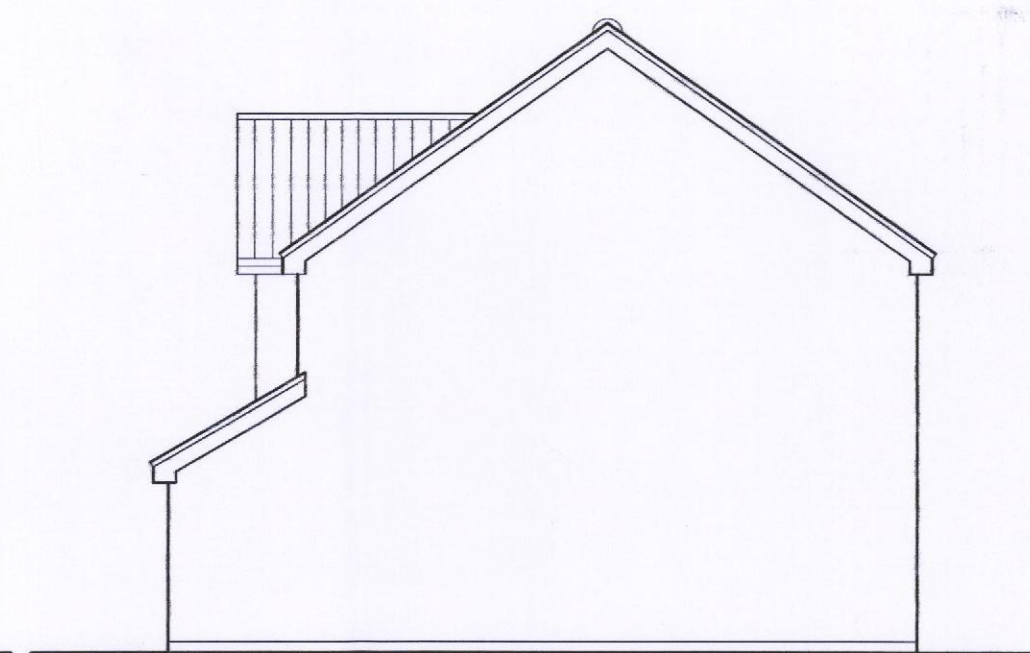


North - East Elevation

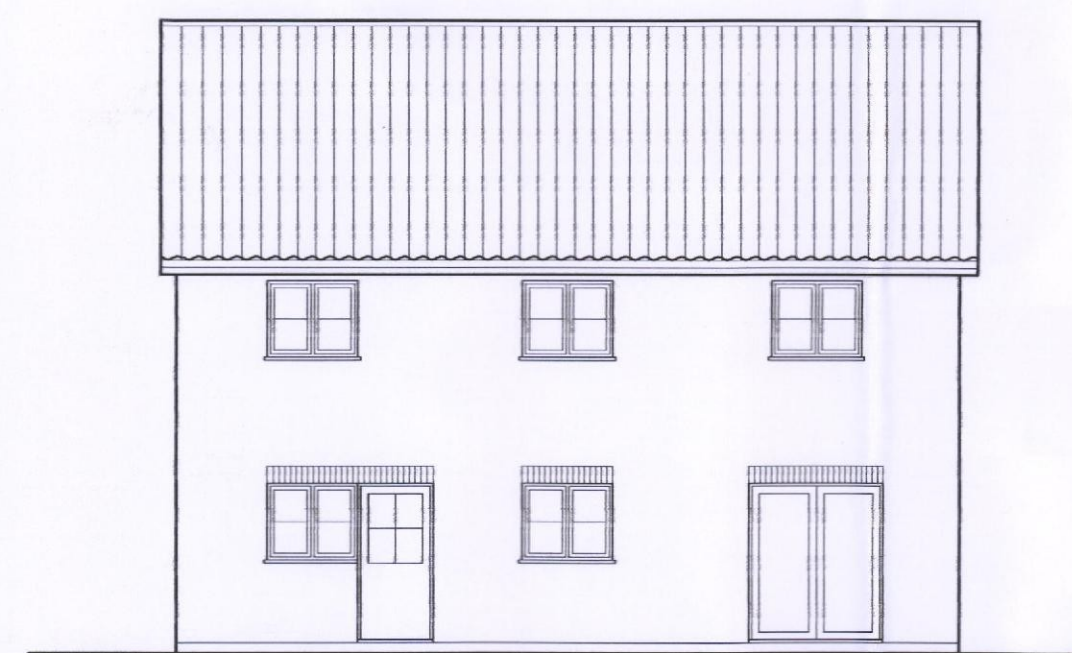
PLOT 3



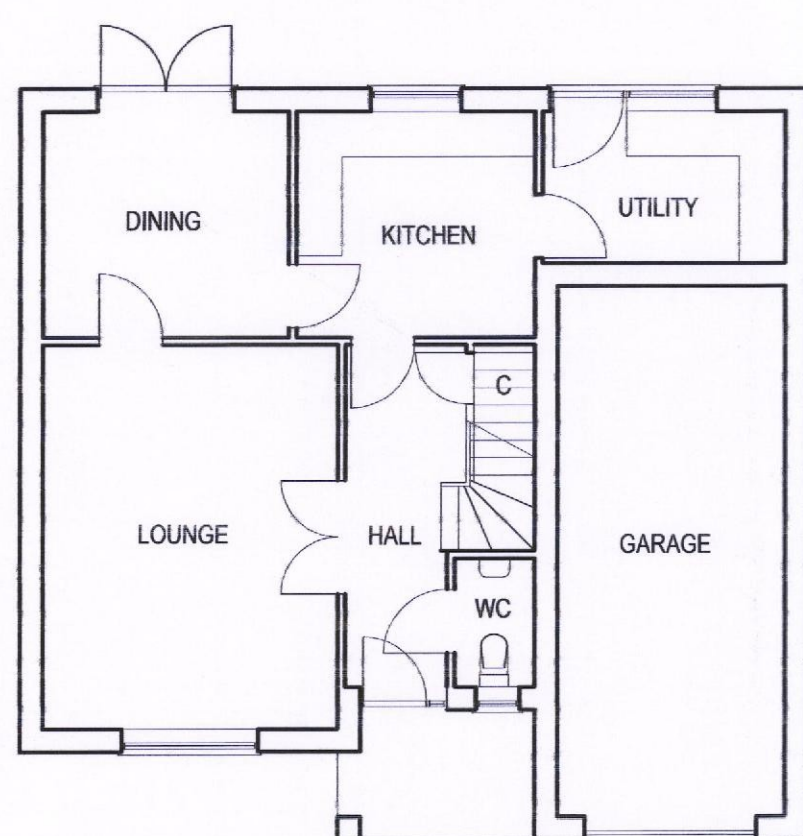
South - East Elevation



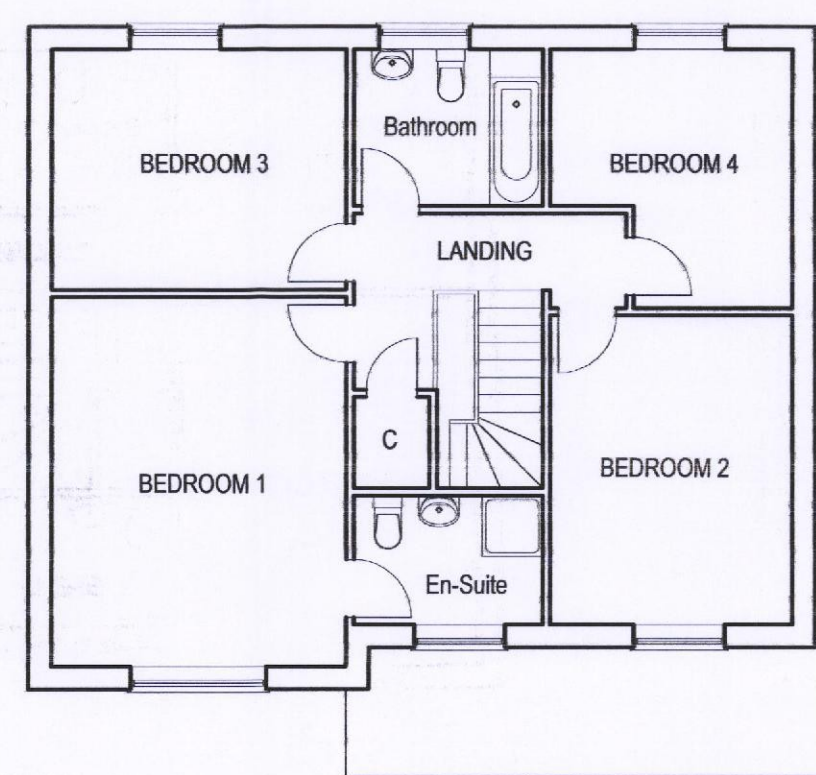
North - East Elevation



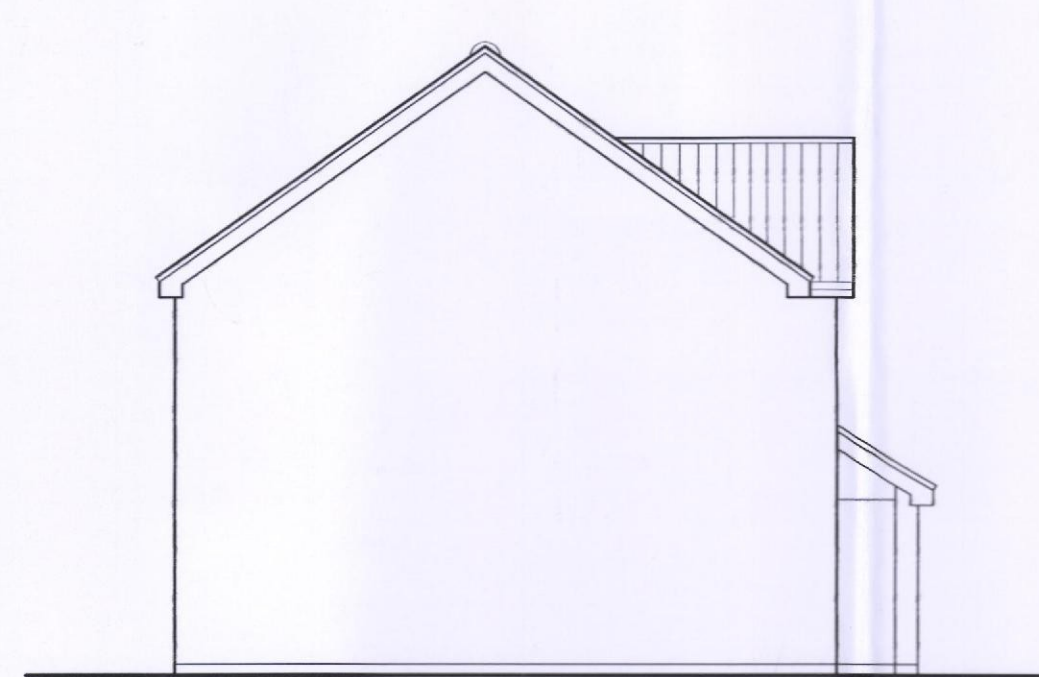
North - West Elevation



Ground Floor Plan



First Floor Plan



South - West Elevation

PLOT 4

B Two storey houses in lieu of bungalows
 Rev A Plots 1&2 Semi-detached gic Jan 20
 gic July 19

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Client: **Brian Newson**

Job Title: **Rollsby**

Drawing Title: **Dwelling Types**

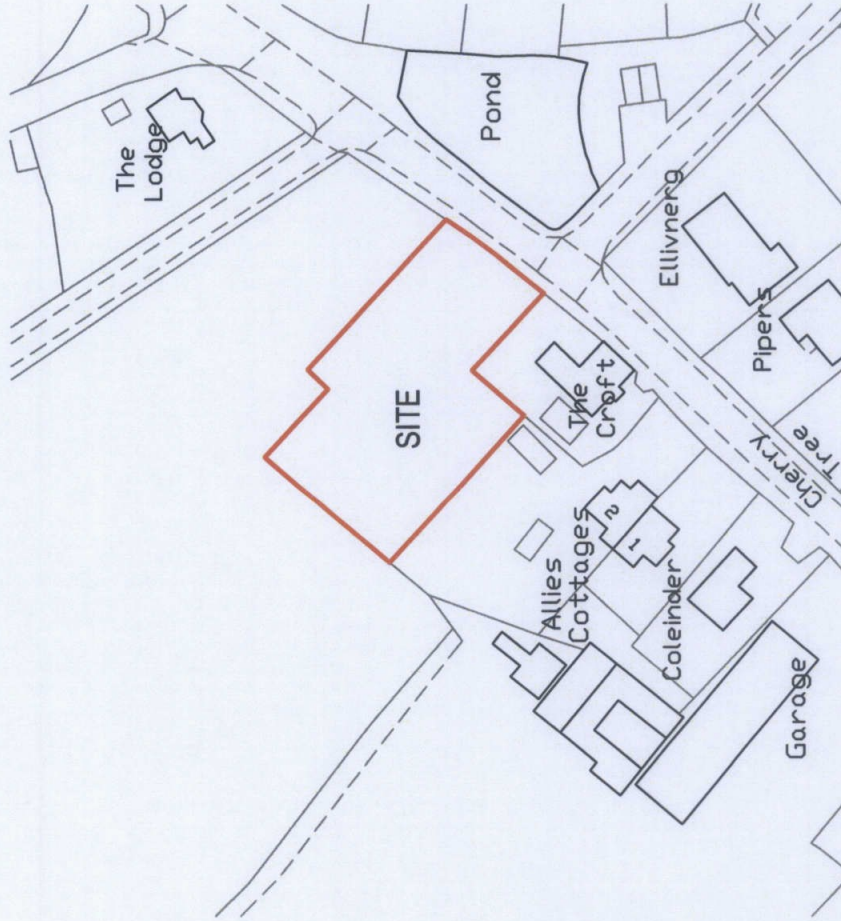
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06/19 / 0341/F

Great Yarmouth
Borough Council

07 AUG 2019

Planning
Department



Rev A Site Extended

July 19

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Rollesby

Drawing Title:

Location Plan

DATE: June 19

Scale: 1:1250 @ A4

Drawing No.: GC/222/03

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